

Turley

Camden Lock Market

West Yard, East Vaults & Dead Dog Basin

Heritage Statement
August 2022

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1. Introduction

- 1.1 This Built Heritage Statement has been prepared by Turley Heritage on behalf of Camden Lock Market Limited (the Applicant) in support of an application for full planning permission and listed building consent at Camden Lock Market Site ('the Site') within the London Borough of Camden ('LBC').
- 1.2 The application site is located within the London Borough of Camden, along Camden High Street / Chalk Farm Road, which bounds the Site to the east, in the Regent's Canal Conservation Area. The other boundaries of the Site are defined by Regent's Canal to the south; Gilbeys Yard to the west; and, Camden Lock Place to the north (**Figure 1.1**).



Figure 1.1: Site Location in red, Regent's Canal Conservation Area in pink

- 1.3 The Site is located within the Regent's Canal Conservation Area, on a prominent canal-side location, associated with the Camden Markets Complex (**Section 2**). The Site includes the East Vaults and Dead Dog Basin, which form part of the Grade II Listed Interchange Building, and is currently used for private market storage. The Site is also located close to a range of designated and non-designated heritage assets and has the potential to affect the significance of those heritage assets, either directly or indirectly through change to setting and views. These are the built heritage impacts assessed within this report.

The Proposed Development

1.4 The description of development is as follows:

“Introduction of new exhibition space, flexible events and market uses through a change of use of the existing East Vaults, installation of new retail shopfronts within West Yard; creation of a new jetty within Dead Dog Basin and erection of a temporary observation wheel together with ancillary works and alterations to existing structures, surfaces and other public realm improvements and associated works.”

1.5 There is a separate description of development for Listed Building Consent which is as follows:

“internal and external alterations to the East Vaults to facilitate new exhibition, events and market uses together with ancillary uses”

1.6 Planning Permission and Listed Building Consent was approved in 2016 under the references 2015/4774/P and 2015/4812/L. This permission expired in June 2022, it was granted prior to the London Plan, therefore a new permission is sought. The 2016 Approved Scheme Description is as follows:

“Demolition of existing timber Pavilion building, Middle Yard buildings and canopy structures and internal floors in East Yard. Construction of new Middle Yard building comprising basement and part three, part five storeys; single storey Pavilion building; bridge over the canal basin; deck area over Dead Dog Basin; and double pitched roof structure over East Yard. Change of use of existing East Vaults for flexible market uses (Classes A) and exhibition/events use (Classes D1 and D2); use of Middle Yard basement as exhibition/events venue (Classes D1 and D2); and use of the rest of the site for market uses (Classes A and B1). Ancillary works and alterations to existing structures and surfaces and other public realm improvements.”

1.7 Full details and scope of the planning application is described in the submitted Town Planning Statement, prepared by Gerald Eve LLP.

Relevant Planning History

1.8 The Applicant previously secured planning permission (2015/4774/P) for the regeneration of Camden Lock Market, comprising the following:

“Demolition of existing timber Pavilion building, Middle Yard buildings and canopy structures and internal floors in East Yard. Construction of new Middle Yard building comprising basement and part three, part five storeys; single storey Pavilion building; new third storey on north-east of market hall building, bridge over the canal basin; deck area over Dead Dog Basin; and double pitched roof structure over East Yard. Change of use of existing East Vaults for flexible market uses (Classes A) and exhibition/events use (Classes D1 and D2); use of Middle Yard basement as exhibition/events venue (Classes D1 and D2); and use of the rest of the site for market uses (Classes A and B1). Ancillary works and alterations to existing structures and surfaces and other public realm improvements.”

- 1.9 Listed building consent (2015/4812/L) was also granted for the works associated with the change of use of existing East Vaults for flexible market uses (Class A) and exhibition/events use (Classes D1 and D2). This permission has now expired. The land at West Yard was also granted separate planning permission (2017/2378/P) for the installation of 34 temporary market stalls (A5 Use) within the West Yard, which, under the terms of that permission, are to be removed completely on or before 12th June 2022, as required by Condition 3 of the planning permission. We understand that a new temporary planning permission is being sought.

Requirement for Report

- 1.10 The requirement for this report stems from Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, which requires that special regard be given to the desirability of preserving the special interest of listed buildings or their settings. Section 72 of the Act also places a duty upon the local planning authority in determining applications for development affecting conservation areas to pay special attention to the desirability of preserving or enhancing the character or appearance of that area.

- 1.11 The National Planning Policy Framework (NPPF) 2021 provides the Government's national planning policy for the conservation of the historic environment. In respect of information requirements, Paragraph 194 sets out that:

*'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.'*¹

- 1.12 Paragraph 195 then sets out that local planning authorities should identify and assess the particular significance of heritage assets that might be affected by proposals, including by development affecting the setting of a heritage asset. They should take this assessment into account when considering the impact of proposals to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

Structure of Report

- 1.13 In accordance with the legislative and policy requirements outlined above, **Section 2** of this report firstly identifies the relevant heritage assets within the Site and its vicinity, the significance of which may be affected by direct or indirect impacts from the proposals at application. These have been confirmed for assessment through desktop and subsequent fieldwork analysis.

- 1.14 **Section 3** of this report provides a description of the Site and its surroundings to establish the relevant context, and so to inform an understanding of the Site's contribution to the significance of nearby heritage assets in later sections. This section also includes a description of the historical development of the Site in the context of the Camden Markets Complex and the surrounding Regent's Canal Conservation Area.

¹ National Planning Policy Framework (NPPF) 2021– para. 194.

- 1.15 **Section 4** provides proportionate statements of significance for each of the identified heritage assets that may be affected by the Proposed Development, proportionate to both the importance of the asset and the nature, scale, and extent of likely direct or indirect impacts. This includes a description of the contribution of the Site to the significance of the heritage assets, as an element within their settings, using established national guidelines. This assessment is based on review of existing published information on the historical development and character of the Regent's Canal Conservation Area in particular, further focused desktop research and on-site visual survey and analysis. For completeness, this assessment also includes the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy in the NPPF 2021 and supported by NPPG, and local planning policy and guidance for change within the historic environment.
- 1.16 **Section 5** describes the application proposals and assesses the heritage impacts of the scheme design. **Section 6** completes this report with a summary of the findings of this heritage impact assessment of the proposed scheme design, and its conclusions.
- 1.17 For ease of reference, the Boundary Maps for the relevant conservation areas are included in **Appendix 1** and a Heritage Asset Plan (HAP) is included in **Appendix 2**.
- 1.18 The relevant legislative and policy context is also set out in full in **Appendix 3**.

2. Heritage Assets

Introduction

2.1 The NPPF 2021 defines a heritage asset within Annex 2 (Glossary) as:

*'A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)'.*²

Designated Heritage Assets

2.2 Designated heritage assets are those that possess a level of heritage interest that justifies designation and are then subject to particular procedures in planning decisions that involve them. A designated heritage asset is also defined within NPPF 2021, Annex 2 (Glossary) as:

*'A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation'.*³

Conservation Areas

2.3 The Site is located within the Regent's Canal Conservation Area, on a canal-side position, associated with the Camden Markets Complex. This conservation area was designated by Camden Council on the 25th of April 1974. The Regent's Canal Conservation Area Appraisal and Management Strategy was adopted by LBC on the 11th September 2008, as a supplementary planning document (SPD). The appraisal provides an assessment of the conservations area's special interest and provides guidance as a material consideration in determining an application for the emerging proposals.

2.4 In addition, there are a further four conservation areas which require consideration due to their proximity to the Site and scale of the proposals including:

- Primrose Hill Conservation Area, which was designated on the 1st of October 1971. The Primrose Hill Conservation Area Statement Appraisal and Management Strategy was adopted by LBC in 2000.
- Camden Town Conservation Area was designated on the 11th of November 1986 and the Camden Town Appraisal and Management Strategy was adopted by LBC in 2007.
- Regent's Park Conservation Area was designated on the 1st of July 1969 and the Regent's Park Appraisal and Management Strategy was adopted by LBC in 2011⁴.

² National Planning Policy Framework (NPPF) 2021 - Annex 2: Glossary

³ National Planning Policy Framework (NPPF) 2021 - Annex 2: Glossary

- Harmond Conservation Area was designated on the 20th of September 2005 and the Harmond Appraisal and Management Strategy was adopted by LBC in 2005.

2.5 A boundary map of each conservation area is at **Appendix 1**.

Listed Buildings

2.6 The Site includes The Interchange Building, which was included as a statutory grade II listed building on 14th May 1974. The list entry was amended most recently on 28th January 2013 and provides a detailed description of the listed building, its history, and the reasons for designation, in terms of architectural and historic interest⁵

2.7 In addition, within proximity of the Site are a number of other statutorily listed buildings that form an important part of the Regent's Canal, which have the potential to be impacted indirectly, through a change in setting, including:

- The Interchange Canal Towpath Bridge over Private Canal Entrance – Grade II Listed Building⁶.
- Roving Bridge over Grand Union Canal west of Hampstead Road Lock – Grade II Listed Building⁷.
- Hampstead Road Lock on the Grand Union Canal – Grade II Listed Building⁸.
- Regent's Canal Information Centre (former lock keepers cottager) – Grade II Listed Building⁹.
- Hampstead Road Bridge over Grand Union Canal – Grade II Listed Building¹⁰.
- Nos.38-46, Jamestown Road and Nos. 24, 26 and 28 Oval Road (formerly Gilbey House) – Grade II Listed Buildings¹¹.

2.8 There are also listed buildings within the Site's wider townscape context, which require consideration, including:

- Stanley Sidings, Stables to east of Bonded Warehouse – Grade II Listed Building¹².
- Horse Hospital with ramps and boundary wall at north of site – Grade II* Listed Building¹³.

2.9 A number of other listed buildings are located within the wider vicinity of the Site. However, given the nature and extent of the proposals and the character of the local

⁴ The significance of the conservation area is largely contiguous with that of Regent's Park as a Registered Park and Garden of Special Historic Interest and will be considered together for the purposes of this report.

⁵ <https://historicengland.org.uk/listing/the-list/list-entry/1113238>

⁶ <https://historicengland.org.uk/listing/the-list/list-entry/1113239>

⁷ <https://historicengland.org.uk/listing/the-list/list-entry/1272428>

⁸ <https://historicengland.org.uk/listing/the-list/list-entry/1272427>

⁹ <https://historicengland.org.uk/listing/the-list/list-entry/1244300>

¹⁰ <https://historicengland.org.uk/listing/the-list/list-entry/1272426>

¹¹ <https://historicengland.org.uk/listing/the-list/list-entry/1113236>

¹² <https://historicengland.org.uk/listing/the-list/list-entry/1258101>

¹³ <https://historicengland.org.uk/listing/the-list/list-entry/1258100>

street pattern and urban form / scale, it has been determined that the Proposed Development would not impact upon the significance of these other heritage assets. As such, other listed buildings are not considered further within this report.

Registered Parks and Gardens of Special Historic Interest

- 2.10 There are a small number of registered parks and gardens of special historic interest located within the vicinity of the Site, including the Grade I, Regent's Park and Grade II, Primrose Hill.

Non-Designated Heritage Assets

- 2.11 The NPPF identifies that heritage assets include not only designated heritage assets, such as listed buildings and conservation areas, but also assets that may be identified by the local planning authority during the plan making and or application process (including through the Council-led process of local listing). These are described for the purposes of the NPPF as 'non-designated heritage assets' and are a material planning consideration.
- 2.12 LBC maintains a local list of heritage assets, including historic buildings, spaces and features that are valued by the local community, but that are not statutory listed. The Camden Local List was adopted 21st January 2015. Given the nature and extent of the Proposed Development, and the particular significance of the locally listed buildings within the wider setting of the Site, it is concluded their significance would be sustained. Accordingly, on that basis, locally listed buildings are not assessed as part of this report.

Archaeology

- 2.13 The potential implications of the Proposed Development on archaeological heritage (below ground heritage) is considered in the Archaeological Desk Based Assessment prepared by MOLA.

3. Site Description and Context

Introduction

- 3.1 The Site is in the London Borough of Camden, in an area known as Camden Lock Market (the 'Site'), situated to the south of Camden Lock Place, and can also be accessed from Chalk Farm Road.
- 3.2 The Site's townscape character is defined by its location between the canal, road, and railway line (**Figure 3.1**). The existing buildings include examples of 19th and early 20th century industrial buildings, in brick with cast iron and wrought iron reflecting the former associations with rail and freight. The tight-knit urban grain remains intact and former warehouse buildings have been sensitively-repurposed, predominately as small shops and restaurants, which maintain a strong character. The Interchange Building contributes to the canal frontage and its distinctive chimney is a landmark in the local townscape. The compact urban grain and the former industrial use means that vegetation within the townscape is sparse. Other than an Ash tree within the West Yard, mature trees are occasionally found along the canal towpath, including two distinctive Weeping Willow trees either side of the Roving Bridge, which have a strong role in contributing to the townscape character of the Site and this part of the Regent's Canal Conservation Area, due to their location, amplifying its aesthetic qualities.
- 3.3 The immediate context of the Site comprises the Stables Market to the north; Camden High Street to the east; the Regent's Canal to the south; and the Goods Yard to the west. There are building heights ranging from two to seven storeys, and buildings are found in different plot sizes, with a mix of Victorian and 21st century architectural styles and building materials. Land uses include retail, commercial and residential in different combinations. The markets and local area have been a popular visitor destination, which creates a lot of activity and, in addition, the Grand Union tow path passes along the southern edge of the Site, which contributes to the vibrancy of the area.



Figure 3.1: Birds Eye view of the southern end Camden Lock Market (as found today)

Historical Development of Camden Town

- 3.4 A proportionate description of the historic development of Camden Town and Camden Lock Market is provided in this section. This provides an understanding of the historic context of the Site and its surrounding area, and to inform the statements of significance for the identified heritage assets.
- 3.5 Camden Town is located on land that was, historically, the southern portion of the prebendal manor of Cantlowes, or Kentish Town.¹⁴ Development is recorded in 1690, at the fork in the ancient road from London to Hampstead; the forks exist today as Chalk Farm Road/Camden High Street and Kentish Town Road. A tavern stood on the site where the Old Mother Red Cap Public House (now the Worlds End Public House) now stands.¹⁵ This growth is shown on John Rocque's map of 1757 (**Figure 3.2**), marked by the words 'Old Mother Red Caps'. The map illustrates that the surrounding area was still largely rural at this date.



Figure 3.2: Rocque's map of 1757¹⁶

- 3.6 The expansion of London reached Camden Town by the end of the 18th century, and the rural context began to be developed. This development was undertaken, principally, by two local landowners; Charles Pratt, Earl Camden; and, Charles Fitzroy, Baron Southampton, who laid out a grid of streets. By 1801/1804, terraces had been built in Gloucester Place, and houses erected on either side of the High Street.¹⁷
- 3.7 The Regent's Canal, built between 1812 and 1820, linked the Grand Junction Canal's Arm at Paddington Basin to the London Docks at Wapping. Between 1812 and 1816, the stretch of the Regent's Canal between Paddington and Camden was built, and traders built docks on both sides of the canal at Hampstead Road (Camden Lock). The first major industries to use the canal were the gas companies, and by 1830, the canal

¹⁴ London County Council, Survey of London: Volume 24, the Parish of St Pancras, Part 4: King's Cross Neighbourhood, 1952

¹⁵ London Borough of Camden, Camden Town Conservation Area Appraisal and Management Plan

¹⁶ British Library Online Gallery, accessed via <http://www.bl.uk/onlinegallery/onlineex/craxe/a/007zzz000000019u00022000.html>

¹⁷ London Borough of Camden, Camden Town Conservation Area Appraisal and Management Strategy

was carrying 0.5 tons of goods.¹⁸ The canal, with several basins, are illustrated on Greenwood's map of 1830 (**Figure 3.3**), situated in the location of the application site. The map also shows the extent of development to the surrounding area, with terraced properties to the south of the canal, and detached properties to the north side of Pancras Vale.



Figure 3.3: Greenwood's map of 1830¹⁹

- 3.8 The London and Birmingham Railway (L&BR) was London's first mainline and in 1833, received its first Act of Parliament, with a terminus at Camden station. An additional Act, obtained in 1835, allowed the company to extend to the New Road in Euston, and the first section of railway was opened from Euston to Boxmoor, near Hemel Hempstead, on 20th July 1837. The Primrose Hill tunnel, constructed in 1837, was required to bring the line through hilly terrain, and was London's first railway tunnel. The Camden Incline Winding Engine House was also built in 1837, to haul trains up the incline between Euston and Camden. The arrival of the railway had a significant effect on development and growth of Camden, with a growing working class population and shopkeepers and artisans moving into the area.
- 3.9 Camden Goods Station, to the north of the Site, was originally intended as the London terminus of the L&BR. The land initially purchased from Lord Southampton on the north side of the Regent's Canal consisted of 25 acres, with further land subsequently purchased on the south side of the canal and on the north bank between Southampton Bridge and the present Roving Bridge. This created a goods yard of 33 acres, an area which essentially remained unchanged for over 100 years. The first Camden Goods Station, constructed from 1837 to 1839, consisted of the Camden Incline Winding Engine House; a locomotive engine house; eighteen coke ovens; two goods sheds; cattle pens; stabling; and offices.²⁰

¹⁸ London Borough of Camden, Regent's Canal Conservation Area Appraisal and Management Strategy, 2008

¹⁹ Camden Local Archives

²⁰ Darley, P, Camden Goods Station Through Time, 2013

- 3.10 The largest bulk carrier of goods on the canal network was Pickford & Co., who obtained rights of carriage and distribution on the L&BR. The company built a large goods shed on the south side of the canal. It was designed by Lewis Cubitt and opened in December 1841 as the first interchange warehouse facilitating transfer of goods between road, rail, and canal.²¹ The warehouse was situated on the south side of the canal and had a rail link to the goods station on the north bank, as well as extensive stabling in the basement, which provided for an estimated 150 horses. Further stabling was provided in four freestanding stable ranges built along Chalk Farm Road in 1844-46.²² The Eastern Horse tunnel was built to provide a new access route between the stables area and the goods yard. Additional stables were also built by the LNWR during this phase, to the south west side of Gloucester Road, which accommodated c.140-150 horses. These stables were connected to the goods yard by the Western Horse Tunnel.
- 3.11 In 1846, the L&BR amalgamated with a number of companies and became the London and North Western Railway (LNWR). Following the rapid growth of passenger and goods traffic, and the increase in speed of passenger trains, which necessitated the separation of goods from passenger services, the goods station was reconstructed in 1846-47. The new works included the construction of two engine houses, one for passenger locomotives and one for goods engines, a construction shop, three new railway tracks and a new bridge on Chalk Farm Lane.²³
- 3.12 In 1851, the North London Railway (NLR) arrived. The tracks were aligned over the original goods sidings and resulted in the removal of the railway offices and the construction of a viaduct. A further remodelling of the goods yard was undertaken in 1854-56, which involved the repositioning of the NLR northwards, close to the Roundhouse. This required the removal of the construction shop, which was re-erected as a carriage shed at Euston, as well as the relocation of the cattle pens. The Roundhouse was subsequently closed c.1855, to avoid conflicts of movements adjoining the NLR, and became a grain and potato store in the 1860s.²⁴
- 3.13 Further works that took place during the reconstruction of 1854-56, included the construction of retaining walls along the Hampstead Road and the canal, to allow the railway to be extended along here at the level of the goods yard. This provided space for a coal yard with sidings and coal drop. The interchange basin was also realigned and enlarged to its present size and a third group of vaults was constructed to the west of the basin, supporting another goods shed.²⁵
- 3.14 In 1869, Pickford's former warehouse to the north of the canal within the goods yard, which had been abandoned in 1867, following a fire, was leased to W. & A. Gilbey Ltd.; wine importers and gin distillers, established in 1857. Gilbey's also leased the Roundhouse from 1870, as well as much of the vaulting under the goods shed.
- 3.15 The First Edition OS map below demonstrates that Camden Town had been extensively developed following the major changes to transportation and industry that had

²¹ Darley, P, Camden Goods Station Through Time, 2013

²² Darley, P, Stables Complex and Underground Features in Former Camden Goods Depot: Historic Area Assessment, 2016

²³ Darley, P, Camden Goods Station Through Time, 2013

²⁴ Darley, P, Stables Complex and Underground Features in Former Camden Goods Depot: Historic Area Assessment, 2016

²⁵ Darley, P, Stables Complex and Underground Features in Former Camden Goods Depot: Historic Area Assessment, 2016

occurred over the preceding century. As industry began to slow towards the end of the 19th century, the status of the local area began to decline.



Figure 3.4: First Edition OS Map, 1870²⁶

- 3.16 Development in the late 19th century continued, with many of the changes associated with Gilbey's. In 1872, they established a gin distillery opposite to their warehouse and in 1880, the Export Warehouse (or triangular Bottle Stores) was built. A further bottle store was built by William Hucks in 1896, on the south side of the canal, which incorporated the distillery and a number of properties in Jamestown Road.
- 3.17 During the early 20th century Camden Town continued its decline and many of the single family houses were converted into shared flats by the interwar period. The goods shed was again enlarged in 1931, by which time the use of hydraulic or electric capstans had largely replaced shunting with horses, and horses were being further superseded by motor vehicles. In 1948, along with railways, the canals were nationalised. The last horse drawn traffic on Regent's Canal was in 1956, and commercial traffic had disappeared by the late 1960s. The company Gilbey's, a wine and spirits wholesaler who used many of the buildings for warehousing, left the Roundhouse in 1964, and in 1966, it became an iconic rock venue and later a theatre. The Camden Goods Depot closed c.1980 and the goods shed was demolished.
- 3.18 During this period as the area fell further in decline it was also suggested to build a new motorway through the centre, known as Ringway 1, however, this was largely opposed and did not receive permission. By the 1970's some of the buildings within the Camden Good's Yard were used for traditional crafts and as a marketplace for antiques and clothing. The further conversion of the industrial buildings within and surrounding the Site in the 1970's helped foster a growing tourist interest in the area, which due to a number of regeneration schemes towards the end of the 20th century and into the 21st century, have come to define the area around Camden Lock today.

²⁶ Camden Local Archives

Historical Development of the Site

- 3.19 The section of the Regent's Canal between Paddington and Camden Town had been built by 1816, with a number of private docks built to offload goods. On the northern end, off what was once known as Commercial Place (Camden Lock Place), three docks were constructed. These buildings can be seen on Greenwoods Map of 1827 (**Figure 3.5**)

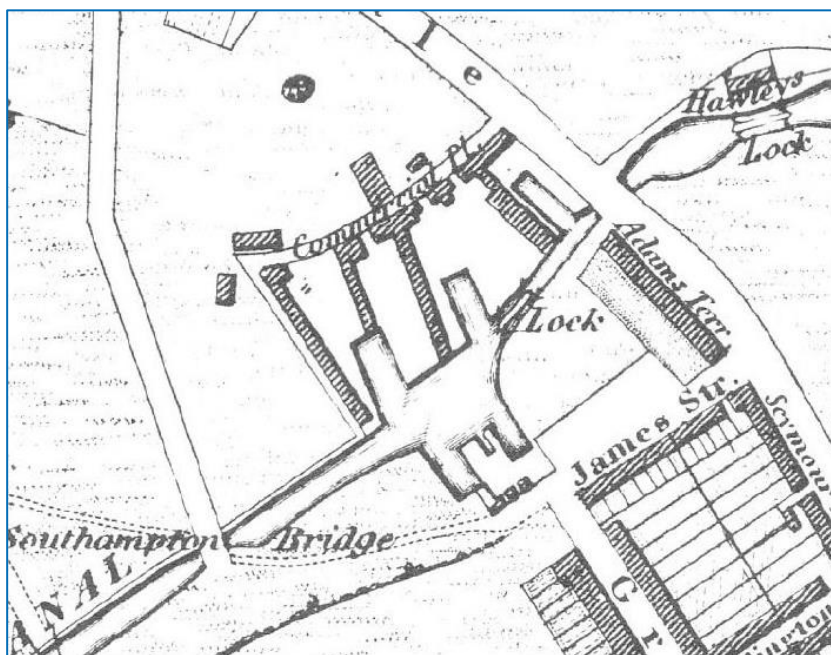


Figure 3.5: Greenwoods Map of 1827²⁷

- 3.20 The western dock, known as Semple's Wharf at this stage, was purchased by the newly formed London & North Western Railway as part of the new goods depot and railway development.²⁸ In addition to this development, the existing towpath, along what was once Commercial Place (now Camden Lock Place), and two new bridges were built; one across the mouth of the dock and the other a roving bridge across the canal. These changes are evident below on the 1849 St. Pancras Parish Map. The roving bridge is of considerable importance, affirmed by its grade II listing, and the ironwork was provided by J. Deeley & Co. The use of iron to construct the canal bridges is elaborated upon within the Canal and River Navigations National Overview which states:

"The nineteenth century saw much greater use of iron as a structural material for canal bridges. Sometimes it was used for its ornamental qualities as at Sydney gardens in Bath on the Kennet & Avon Canal with two footbridges dating from 1810 and the 'Blow Up' Bridge on the Regent's Canal... It was also used increasingly for roving bridges as at Chester (1375933) on the Shropshire Union or sometimes replacing earlier structures as at Braunston Junction and Camden (1272428) on the Grand Union."²⁹

²⁷ HISTORIC EVOLUTION OF THE BUILDINGS SURROUNDING 'DINGWALLS' DOCK Draft report by Malcolm Tucker, rev Sept 2014

²⁸ Darley, P, Camden Goods Station Through Time, 2013

²⁹ Falconer, K, Canal and River Navigations National Overview: An appraisal of the heritage and archaeology of England's present and former inland navigable waterways. Historic England, 2017

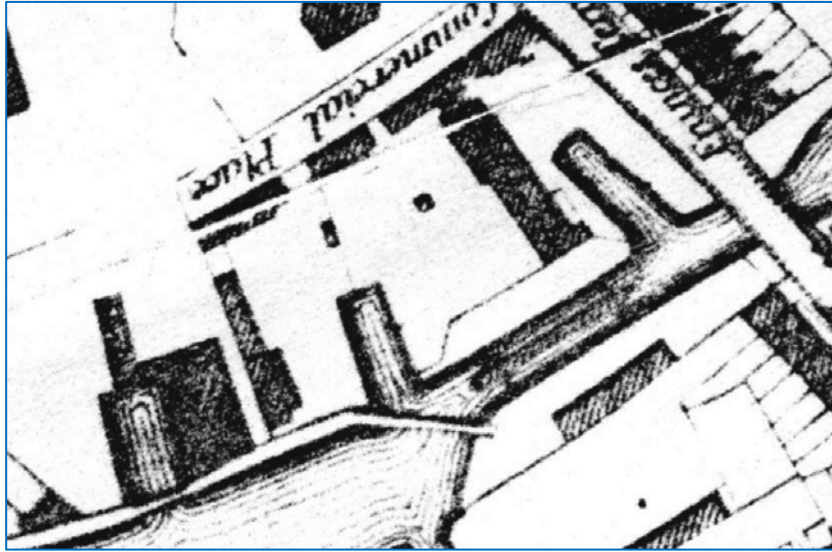


Figure 3.6: 1849 St Pancras Parish Map³⁰

3.21 By 1854, the growth of the goods yard necessitated further works, including:

- Extending the rail sidings to the south over the whole of the former Semple's Wharf and to the canal, these were level with the goods yard;
- Building up the ground level to the east of the dock with an embankment behind retaining walls, and to the west of the dock on extensive vaults in an L-shaped plan;
- Rebuilding the dock, extending it on an altered alignment, while keeping the existing bridge over the entrance; and
- Constructing a roof over the dock, built with iron structurals standing on the vaults to create an L-shaped, single-storey transit shed.³¹

3.22 These extensive changes are evident in the earliest OS Map of 1870 (**Figure 3.7**) where the market site is named 'Purfleet Wharf'. The canal basin has clearly been extended on this map, almost to the building line to the north.

³⁰ HISTORIC EVOLUTION OF THE BUILDINGS SURROUNDING 'DINGWALLS' DOCK
Draft report by Malcolm Tucker, rev Sept 2014

³¹ Tucker, M. Report to British Waterways, July 2010. "Features of Significance in the Interchange Basement", Pg. 2

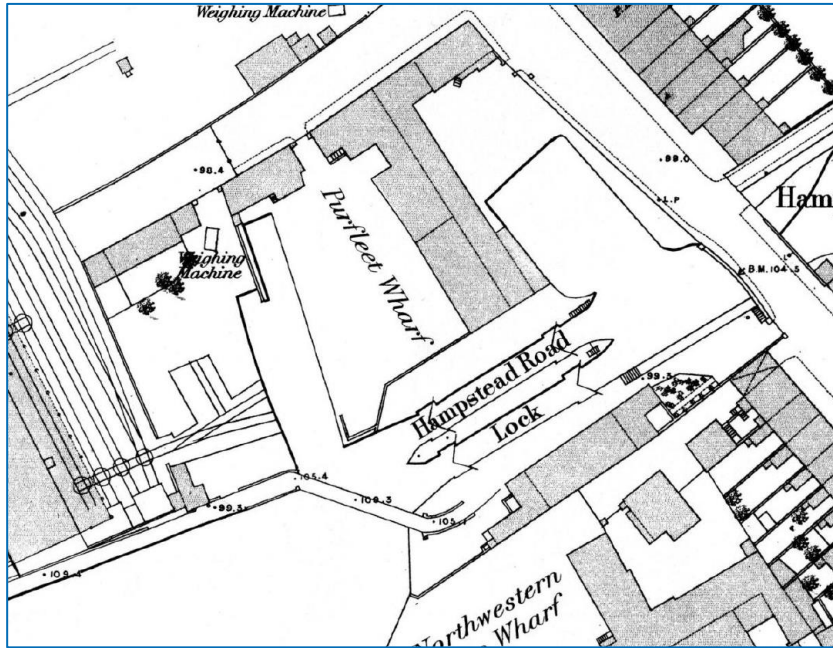


Figure 3.7: Extract of Ordnance Survey map 1870³²

3.23 The OS 1:1,056 Town Plan of London provides a detailed record of the Site at the end of the 19th century. The map of Camden was revised in 1894 (**Figure 3.8**). The three wharfs along this stretch, north of Hampstead Road Lock, have been named for the first time with Chalk Farm Wharf to the west (in the location of the interchange building), Purfleet Wharf in the centre (West Yard) and Bridge Wharf to the east. The buildings within West Yard remain unchanged but there have been some extensions to the eastern range.

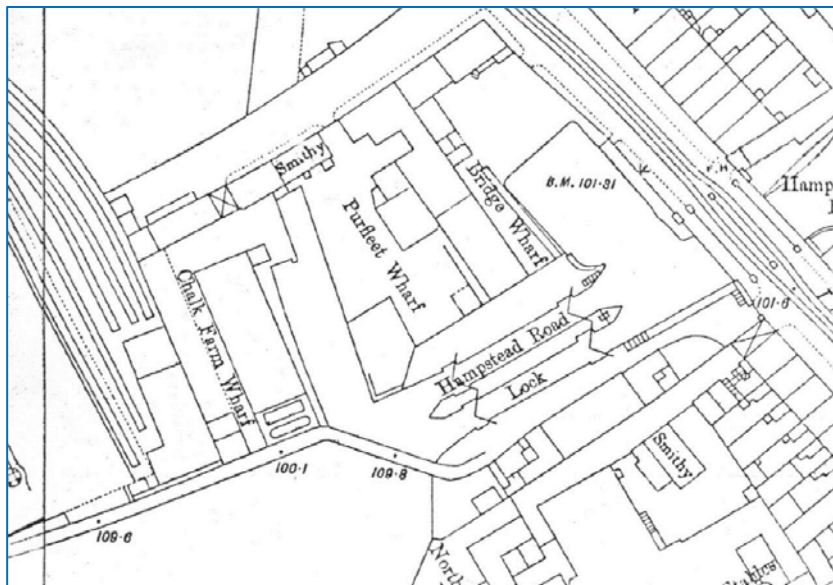


Figure 3.8: Extract of Ordnance Survey map 1894-96³³

³² HISTORIC EVOLUTION OF THE BUILDINGS SURROUNDING 'DINGWALLS' DOCK Draft report by Malcolm Tucker, rev Sept 2014

³³ HISTORIC EVOLUTION OF THE BUILDINGS SURROUNDING 'DINGWALLS' DOCK Draft report by Malcolm Tucker, rev Sept 2014

3.24 Towards the end of the 19th century, a loading platform was also constructed above the interchange dock and this is visible in the 1894 OS map (**Figure 3.8**). Named Chalf Farm Wharf an open-sided long transit shed parallel to the rail sidings is clearly depicted. However, this was to be the final substantial change prior to the demolition and construction of a new interchange building at the turn of the 20th century.

3.25 The next large scale development to the Site came in 1901, when the previous interchange shed, dating from the mid-19th century, as well as the loading platforms from 1890, were demolished to be replaced by a new interchange shed four storeys in height (**Figures 3.9 & 3.10**). Engineering Historian and Industrial Archaeologist Malcom Tucker describes the interior layout of the interchange shed, which remains extant and grade II listed today as:

“The ground floor was open on the W side and partially on the N, where road vehicles docked under glazed canopies, while two rail sidings entered from the north. These had turntables to single transverse tracks at each end. A wide platform or “loading deck” was used to transfer goods between rail and road, and also to and from the warehouse above by means of hydraulic lifts or by hoisting sacks through trap doors. There was also a grain chute. A narrower, island platform or “tranship deck”, under a further glazed roof on the east side, would seem to have been intended for trans-shipment between rail vehicles, but with a pair of bascule bridges to allow hand trucks to cross the intervening track to the main platform...

The basement below the interchange shed, to the east of the dock, was constructed in place of the solid embankment of c. 1856. The retaining walls on the northern and eastern sides of the dock were demolished down to basement level and new warehouse walls built, while the retaining wall on the eastern side of the site was retained, with its stepped and backwards-inclined inner face rendered over.”

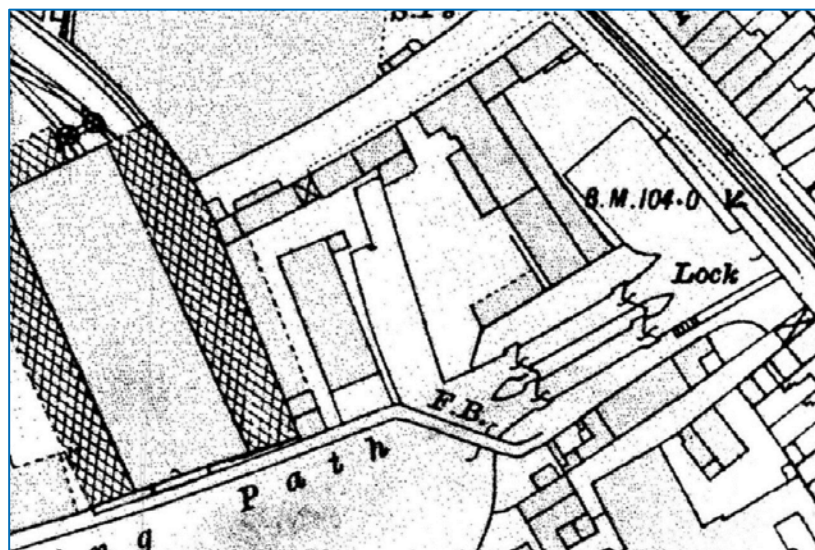


Figure 3.9: Extract of Ordnance Survey map 1913³⁴

³⁴ HISTORIC EVOLUTION OF THE BUILDINGS SURROUNDING ‘DINGWALLS’ DOCK Draft report by Malcolm Tucker, rev Sept 2014



Figure 3.10: The Interchange Warehouse, Camden Town, 1952. Provided by Britain From Above

3.26 In line with the wider decline of the canal and railway usage, this was to be the last major development until the late 20th century regeneration of the area. While it appears the Site was still operational throughout the mid-20th century, it wasn't until the 1970's that the area ceased its industrial use one of the last firms, T.E Dingwall closed, and the Site was leased for ten years to a company called Northside Developments (**Figure 3.11**). Northside made a number of minor changes to the Site in the early 1970's to accommodate a number of arts and crafts initiatives. This initiative laid the foundation for the successful market and tourist attraction that Camden Lock Market is known for today.



Figure 3.11: Photo dated 1973 of the Interchange and range of buildings in the west wharf

3.27 In 1974, the Regent's Canal Conservation Area was designated along with the Interchange Building being listed. These designations provided an impetus for Northside to push for a more comprehensive development of the yards. After several schemes and disputes with the local residents, Northside were granted permission in 1981 to increase the number of shops and amenities within the market. The success of the market continued to grow and in 1986, the founding Director of Urban Space Management, Eric Reynolds, purchased the Interchange Building with plans to restore the building. Malcom Tucker, in his comprehensive report for the Interchange Building, details the conversion stating:

*"The glazed canopies on the western, northern and eastern sides of the building were taken down, while retaining the screen walls at the southern end. A new access route for pedestrians was made from Camden Lock Place through a new archway in the eastern boundary wall, involving the opening out of part of the basement. Except for this well, the ground floor and the now unroofed area to the east were made up to levels above the former platforms, by filling in the lower parts where the railway tracks had been. New paving and surface drainage were provided on the eastern side and raised floors internally."*³⁵

3.28 By 1991, the renovation of the Interchange Building was complete, as well as the replacement of buildings along Camden Lock Place and a new Market Hall, in a style which complemented the Victorian style of the wider market and surrounding Camden Town, with London stock brick and a cast iron roof. The offices within the Interchange building were leased to a television news company whose successor, Associated Press Television News, continues to lease all but the basement. Today, Camden Lock Market is considered a commercial and retail destination, with market stalls, shops, art studios, craft workshops, restaurants, and entertainment.³⁶

3.29 A phase plan demonstrating the historical development context of the existing Camden Lock Market Site is provided in **Figure 3.12** below for illustrative purposes.

³⁵ Tucker, M. Report to British Waterways, July 2010. "Features of Significance in the Interchange Basement", Pg. 4

³⁶ <http://www.urbanspace.com/projects/camden-lock>



Figure 3.12: Illustrative phase plan

4. Heritage Significance

Introduction

- 4.1 The NPPF 2021 Annex 2: Glossary defines the significance of a heritage asset 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.”³⁷

- 4.2 The NPPF Annex 2: Glossary defines the setting of a heritage asset 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.”³⁸

- 4.3 Historic England has published general guidance regarding the preparation of statements of heritage significance, and how the proper analysis of the significance of heritage assets should be used to inform an assessment of impacts on that significance because of proposed change / applications.³⁹

- 4.4 Historic England also provides guidance⁴⁰ in respect of the setting and views of heritage assets, providing detail on understanding setting and views and the associated assessment of the impact of any changes. This presents a series of attributes of a setting which can be used to help assess its contribution to the significance of a heritage asset. These can comprise the asset’s physical surroundings; the experience of the asset; and the asset’s associative attributes.

- 4.5 Historic England has also provided further guidance in the past for their staff (and others) on their approach to making decisions and offering guidance about all aspects of England’s historic environment.⁴¹ This provides advice on how to assess the contribution of elements of a heritage asset, or within its setting, to its significance in terms of its “heritage values”. These include: evidential, historical, aesthetic and communal. This supplements the established definitions of heritage significance and special interest set out in founding legislation and more recent national planning policy and guidance / advice.

Conservation Areas

- 4.6 Conservation Areas are designated by virtue of their special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance. Guidance has been published in respect of conservation areas by Historic England, and this provides a framework for the appraisal and assessment of the special interest and

³⁷ National Planning Policy Framework (NPPF) 2021 – Annex 2: Glossary

³⁸ National Planning Policy Framework (NPPF) 2021 – Annex 2: Glossary

³⁹ Historic England: Advice Note 12: Statements of Heritage Significance 2019

⁴⁰ Historic England, Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets, 2017 (2nd Ed.)

⁴¹ English Heritage (now Historic England) Conservation Principles: Policies and Guidance, 2008

significance of a conservation area.⁴²

Listed Buildings

4.7 Listed buildings are designated heritage assets that have special architectural or historic interest that are, for the time being, included in a list compiled or approved by the Secretary of State under Section 1 of the Planning (Listed Buildings & Conservation Areas) Act 1990; for the purposes of that Act. The principles of selection for listed buildings are published by the Department of Culture, Media and Sport and supported by Historic England's Listing Selection Guides for each building type.⁴³

Registered Park and Garden

4.8 Inclusion on the register of parks and gardens does not confer any additional statutory protection. It is however, a material consideration in the determination of planning applications. The Register identifies designed landscapes which are considered to meet published criteria and possess special historic interest, which is supported by Historic England's Registered Parks and Gardens Selection Guides for each landscape type.⁴⁴

Assessment

4.9 The following section provides proportionate statements of significance for each of the identified built heritage assets, the significance of which would be affected by the Proposed Development, including an assessment of the site's contribution (if any) to significance as an element of each asset and / or its setting (as relevant). That assessment of heritage significance is based on published information, targeted historical research, and on-site visual survey. The assessment is proportionate to the importance of the identified heritage assets and sufficient to inform the decision-making process.

Regent's Canal Conservation Area

Historic Development

4.10 In 1801, the completion of the Paddington Branch of the Grand Junction Canal prompted a proposal to link Paddington to the London Docks at Wapping on the River Thames. The Character Appraisal and Management Guidelines document notes that *"From its beginnings the canal route was determined largely as a result of conflicts with land owners, whilst technical problems with tunnel construction and lock design led to considerable delays and escalation in costs."* £400,000 was raised to fund the scheme, initiated by John Homer, a barge owner based at Paddington. The scheme was revived by Homer in 1810, following its impediment due to the refusal of the Grand Junction Canal Company to supply water and the opposition of landowners. Homer approached John Nash, at the time drawing up plans for Regent's Park, who recognised the potential of incorporating a canal into his plans. Subsequently, in May 1811, the new canal company was founded, and in August 1811, the Prince Regent agreed that the canal should be named 'The Regent's Canal'.

⁴² Historic England, Advice Note 1, Conservation Area Designation, Appraisal and Management. 2019 (2nd Ed.)

⁴³ DCMS. Principles of Selection for Designating Buildings, 2018

⁴⁴ Historic England, Registered Parks and Gardens Selection Guides 2018

- 4.11 Work began on the canal in October 1812, with Nash's associate, James Morgan, appointed as chief engineer. The route was largely determined by conflicts with landowners, and considerable delays and escalation in costs were experienced due to technical problems with tunnel construction and lock design. By mid-1815, however, the canal was largely finished up to Hampstead Road Locks (Camden Lock), although at this point encountered financial crises. Work was halted until loans were provided by the Government and the final stretch of tunnel at Islington was completed in September 1818.
- 4.12 The last part of the canal completed within the conservation area is situated between Maiden Lane Bridge and Hampstead Road Locks. Work on this section did not begin until mid-1818, again due to a dispute with a landowner, and was finally finished in 1820.
- 4.13 The first major industries to use the canal were the gas companies, and by 1830, the canal was carrying 0.5m tons of goods. By the 1840s, the canal was carrying a wide range of goods, including coal; bricks; building materials; grain; hay; cheese; chemicals; beer; and most other products to numerous wharves, however, the challenge from the railways was immediate, with schemes in 1840 to purchase the canal and change it into a railway. Following the completion of the North London Railway in 1852, however, the two transportation modes co-existed, with the canals useful in the construction of Camden Goods Depot, Kings Cross and St Pancras. The main impact of railway completion on the canals was to drive down the tolls charged for carrying freight.
- 4.14 The importance of these major developments are highlighted within the Character Appraisal and Management Guidelines document which states,
- “The main-line railways radically changed the lie of the land with their extensive goods yards, built close to the canal for interchange purposes amongst other reasons. They were raised on embankments with retaining walls hard against the towpath side of the canal and blocked the development of streets over wide areas. The railways brought more bridges, canal basins for interchange and large distinctive warehouses. Transport by canal, meanwhile, generated further wharfs and factories along its banks, restricting the locations for residential developments until the decline of industry in the late 20th century.”*
- 4.15 It was only after the Second World War that the canal business went into irreversible decline, with a modernisation scheme completed as late as the 1930s. By the late 1960s the last commercial traffic passed on the canal, although it remained in use for leisure purposes.

Character and Appearance

- 4.16 The adopted Regent's Canal Conservation Area Character Appraisal and Management Guidelines document describes the special interest of the area in terms of its character and appearance on pages 6-13. As an introduction it states that:

“The Regent's Canal Conservation Area is a linear conservation area with the boundaries drawn tightly around the Canal and features associated with it including bridges, locks, lock cottages, warehouses and industrial features such as the Bethnal

Green gasholders. It is the association between all these elements which form part of the canals special character and interest.

Historically the Canal had an industrial role and was a commercial venture today it provides a significant resource for leisure, with the opportunity to walk or cycle along the towpath or cruise along the canal. The Regent's Canal retains elements of its industrial heritage which must be protected and successfully combined with its new role as a recreational resource, providing a peaceful haven of tranquil amenity space.

The character of the Regent's Canal is that of a waterway, with the water framed by the towpath and then fringed with greenery. Associated with the canal and towpath and part of its special character are the locks, lock cottages, wharves, lay-bys, bridges, bridge guards, horse ramps and boundary markers."

- 4.17 The boundary of the conservation area is drawn very tightly along the length of the Regent's Canal and was originally intended to comprise only those former industrial buildings and structures and smaller areas of 19th century townscape that are closely related to history of this waterway. The sequence of functional elements associated with the formerly working canal, such as the locks, bridges, wharves, and towpath (**Figure 4.1**), and the industrial buildings and structures, which remain along its length, such as former warehouses and gas holders, are of particular interest and make the principal contribution to the character and appearance of the conservation area as a whole.



Figure 4.1: View of the Canal looking east from the interchange building

- 4.18 As found today, the canal and its wider setting has experienced very considerable change from its industrial heyday in the 19th century. The use of the canal itself has shifted away from a working waterway to an amenity for residents and other leisure and recreation uses. The uses of the surviving former industrial buildings along the

canal have also changed as they have been adapted to new functions, including an increased shift towards residential.

- 4.19 The Character Appraisal and Management Guidelines document identifies the dynamic change between built enclosure and openness, which is experienced on a journey along the length of the canal, as part of the character and appearance of the conservation area today. Along some parts of the canal, surviving historic and / or new buildings address the edge of the canal and towpath, providing enclosure and animating this space. For example, the early 20th century Interchange building and warehouse buildings within the Site at Camden Lock Market (as discussed below), and the more recent and larger scale apartment blocks developed along the southern side of the canal (**Figure 4.2**).



Figure 4.2: Modern apartment complexes to the south of the site across Regent's Canal

- 4.20 The Character Appraisal and Management Guidelines document notes that the scale of buildings within the conservation area varies, for example, from the smaller domestic scale of the lock cottages along the canal to the larger industrial scale gasholders. The height, scale and forms of the buildings that fringe the waterway, within and outside the conservation area boundary, are also varied. Late 19th century and early 20th century development tends to range from two to three storeys, whereas later 20th and 21st century residential development ranges from three storeys to larger scale apartment blocks up to ten storeys in height overlooking the railway to the north of the Site. Within wider views out from the canal and towpath, taller built form also forms part of the existing context (**Figure 4.3**).



Figure 4.3: Hampstead Road Lock and the former Dingwall Warehouse with more large-scale mixed-use blocks in the background to the northeast

- 4.21 Brickwork is the predominant building material within the conservation area and those in its setting, although there is variety in its colour and use reflecting their diverse ages and functions. This is evident in the robust and utilitarian industrial or communication structures of the waterway itself. Later 20th century residential buildings along the fringes of the canal and conservation area boundary have introduced other materials, including render, steel framing and extensive glazing in their more domestic architecture.
- 4.22 The conservation area retains a range of historic materials and details in the public realm; albeit often in a fragmented state. These provide visual associations with the former industrial function and character of the canal side environment, as well as richness and variety to the appearance of the conservation area. Where such elements survive in an intact, or reasonably intact state, they contribute positively to the significance of the conservation area.
- 4.23 With regards to the Site in particular, the conservation area appraisal identifies the existing 19th century buildings within Camden Lock Market as positive contributors to the character and appearance of the conservation area (**Figure 4.5**).



Figure 4.4: Victorian Character of Camden Lock Market

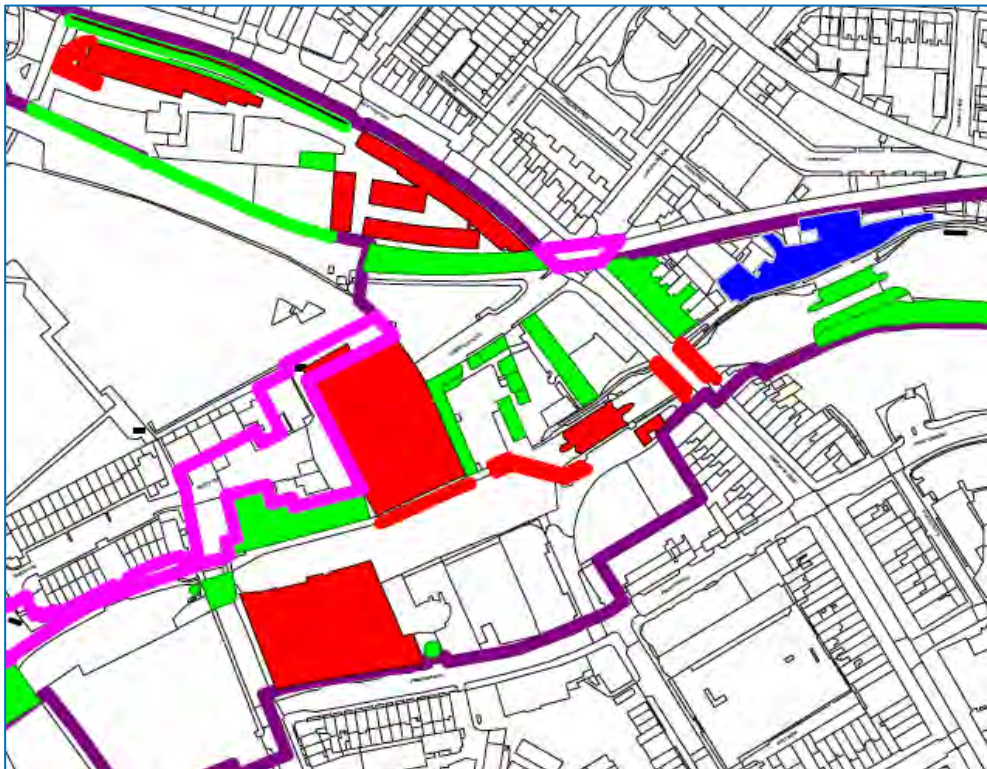


Figure 4.5: Extract from the Regent's Canal Conservation Area Townscape Appraisal, Green denotes positive contributor, red denotes listed building

- 4.24 The conservation area appraisal makes reference to the surviving historic surface materials including: granite setts, granite kerbs and moorings within The Camden Lock and Camden Lock Place, which ‘enhance the conservation area’. The management strategy notes that these historic materials form an essential element of the conservation areas character and should be retained. Moreover, it is stated:

‘The Council will also seek, through conditions or S.106 agreements, the retention and re-use of historic floor surfaces including the original stone copings to the canal edge and the granite paving finishes to re-development sites where these are considered to make a positive contribution to the character and appearance of the conservation area.’⁴⁵

- 4.25 The canal has an attractive appearance arising from the colours and movement of the water itself with the presence of mature trees and soft landscaping. The canal imparts a degree of movement through wind on the water and boats navigating the canal. The reflections of the surrounding urban townscape provide a significant aesthetic element of the conservation area. Soft landscaping forms an integral element of the conservation area with the presence of mature trees providing visual amenity and ‘green relief’, within an otherwise hard urban environment. Green banks and overhanging tree canopies result in picturesque views along canals offering visual ‘punctuation’ at junctions and providing visual connections to the larger green spaces adjoining the conservation area.
- 4.26 The Regent’s Canal Conservation Area Character Appraisal and Management Guidelines document identifies views within the area. These are principally a series of interconnected, kinetic views looking along the canal and towpath, which are punctuated or closed by key features such as the locks and road or railway bridges. In sections of the canal, these views are enclosed by buildings on both sides of the canal. In marked contrast there are areas where the canal has a more open aspect; located at passing places, former docks, and where public green spaces, such as Mile End Park or Victoria Park, meet the water’s edge. There are also elevated views across the conservation area which helps to place the asset within its wider context. These higher level views result in complex spatial experiences within the conservation area.

Summary of Significance

- 4.27 The Regent’s Canal Conservation Area broadly follows the Regent’s Canal through Camden Town, from Kings Cross and St Pancras Stations to the south east, to Gilbey’s Yard, and incorporates an area of the former Goods Yard, which forms the north western portion of the conservation area.
- 4.28 The significance of the conservation area is largely derived from the almost hidden nature of the canal, which creates a tranquil space distinct from the busyness of the surrounding area. The original planning of the canal’s route, the descending locks and its layout incorporated into the rectangular street pattern of Camden Town, are significant contributors to that significance. Differences in levels have been created through the need for roads to pass over the canal, incorporating a great variety of bridges with associated vistas.

⁴⁵ Regents Canal Conservation Area Appraisal and Management Strategy (Camden, 2011), p. 40

- 4.29 The industrial buildings and structures along the canal side add to the sense of enclosure of the canal and form an important part of its historic character and appearance. The buildings illustrate styles of engineering construction, typical of the 19th and early 20th centuries, and are fine examples of industrial brickwork. Along the Camden section of the canal, the concentration of industrial archaeology, with its associated railway features, is also an important feature of historic and visual interest within the wider townscape. This varied building stock also illustrates the functional interrelationships between canal, rail and road and the importance of this to the historic development and operation of the area as well as its existing character and appearance.
- 4.30 The variety and contrast of townscape elements, the informal relationship between buildings and canal, and the ever changing kinetic views, all contribute to the character of the canal, with different sections varying in terms of aspect, level, width, and orientation, as well as in the nature and function of adjacent buildings and landscape. This changing character of the canal as it passes through Camden Town is broadly reflected by three sub-areas within the conservation area.
- 4.31 The waterscape offers a distinctive element of the conservation area's character and introduces movement, noise, and reflection of the enclosing structures.

Contribution of Setting to Significance

- 4.32 The conservation area is embedded within the dense urban townscape of Camden Town, largely concentrated to its south west, and Kentish Town to its north east. This surrounding built form consists of a predominantly 19th century townscape, with areas of earlier 18th century and later 20th century buildings, which contribute to a wide range of architectural styles and characters. Although varied, this element of setting provides context to the development of the surrounding area in the 19th century and demonstrates prevailing styles of speculative development. As such, it contributes to the varied character of the conservation area. The railway line and remaining elements of the former Goods Yard form integral elements of the setting of the conservation area. Although the functional relationship between these elements and the canal has now been lost, their proximity is reminiscent of the former function of the canal and therefore these elements make a positive contribution to the significance of the conservation area.

Contribution of the Site to the Significance of the Conservation Area

- 4.33 The Site's townscape character is defined by its location within the Camden Lock Market, which includes fine examples of 19th and early 20th century industrial buildings, in brick, cast iron and wrought iron reflecting the former associations with rail and freight (**Figure 4.6**). In overall terms, the Site contributes positively to the historic value of the conservation area; albeit this contribution varies according to each individual element. The tight-knit urban grain remains intact and former warehouse buildings have been sensitively repurposed predominately as small shops and restaurants, which results in a strong character.



Figure 4.6: Elements of traditional wharf side development within the Site

- 4.34 Nonetheless, the development and operation of Camden Lock Market has resulted in a substantial level of change to the West Wharf where it is located, with additional structures, market stalls, servicing and utilities and landscaping undertaken. In some cases this has reduced the quality of the historic character and appearance, such as the use of concrete surfacing, CCTV, and exposed services (with associated opportunities for enhancement as heritage benefits), however, some modern additions are in keeping with the character of the conservation areas and contribute positively, such as the use of wrought and cast iron of the modern veranda and walkway (**Figure 4.7**).
- 4.35 The Interchange Building also contributes to the canal frontage and its distinctive chimney forms a landmark in the local townscape. The canal basins themselves are also of importance, as remnants of the Site's former use and are thus illustrative of the area's industrial past. The compact urban grain and the former industrial use means that vegetation within the townscape is sparse. There is an Ash tree within the West Yard and mature trees are occasionally found along the canal towpath. Of particular importance are the two distinctive Weeping Willow trees either side of the Roving Bridge, which have a strong role in contributing to the townscape character of the Site and this part of the Regent's Canal Conservation Area, due to their location, amplifying its aesthetic qualities (**Figure 4.8**).



Figure 4.7: Market Stalls and Modern Veranda within the west wharf



Figure 4.8: Birds Eye view of the southern end of Camden Lock Market

Camden Town Conservation Area

Historic Development

4.36 Development in Camden is recorded as far back as 1690, at the fork in the ancient road that leads from London, to Hampstead and to Highgate. A tavern stood on the site, later a coaching inn, and in 1777, The Britannia Hotel and Public House, illustrating that

the area was first established as a convenient stopping place for travellers to and from London. The forks in the road exist today as Chalk Farm Road and Kentish Town Road.

- 4.37 The expansion of London had reached Camden Town by the end of the 18th century and the open fields began to be developed, principally, by two local landowners; Charles Pratt, Earl Camden, and Charles Fitzroy, Baron Southampton, who laid out a grid of streets. By 1801/1804, terraces had been built in Gloucester Place, and houses erected on either side of the High Street.
- 4.38 By 1820, when the Regent's Canal opened, the development of Charles Pratt's land was well under way. Further speculative development of remaining undeveloped plots was catalysed by the arrival of the railways in the 1830's. The railway had a significant effect on development in Camden, and shopkeepers and artisans moved into the area to serve the new working class.
- 4.39 By the 1840s, the western part of the conservation area had been developed with houses for professional families, creating a transition between the grand properties of Regent's Park and the more industrial areas to the east. Parts of the conservation area began to be redeveloped towards the end of the 19th century, with small shops replaced with larger shops.
- 4.40 The area became popular with architects and designers in the 1960s, and in the late 20th century, the northern part of Camden Town became the focus for youth culture, with lively shops, markets, and music venues.

Character and Appearance

- 4.41 The conservation area has two distinct character areas, comprising a busy commercial and retail area, and a quieter residential area. The Conservation Area Appraisal and Management Strategy Document provides a summary of the character of both character areas and then provides a detailed analysis for each street within.
- 4.42 The focus of the first character area – Commercial - is Camden Town, the retail and commercial area of Britannia Junction, which has a busy and dynamic urban character, with little public open space or landscaping. To this part of the conservation area are a variety of buildings, including two underground stations, banks, restaurants, street markets and shops. Buildings follow continuous building lines and represent changing architectural styles, incorporating early to mid-19th century terraces, mid Victorian stucco terraces, Neo-Gothic buildings, and four/five storey decorative red brick buildings.
- 4.43 The appraisal summarises the character and appearance of the Commercial sub area as:

“Camden High Street and Parkway are the main commercial streets. Nonresidential uses extend to Kentish Town Road, Camden Road, the east side of Arlington Road, the west side of Bayham Street, Eversholt Street and the streets off Camden High Street; the proportion of the commercial/residential mix in these secondary locations varies. There is greater architectural variety in this sub-area, due to greater pressure for redevelopment since the later 19th century. Where historic buildings survive, there is a

greater tendency for alterations, resulting in a much lower proportion of listed buildings.”

4.44 To the west of the High Street, narrow passageways link through to the residential sub area, which consists of quieter streets in contrast to the noisy and busy commercial frontages. These streets are also more consistent in character and display early to mid-19th century stock brick and stucco terraces. Properties are typically set back from the street to make room for basements or front gardens, and range from three to five storeys in height. In comparison to the commercial sub area, there is a greater sense of open space, due in part to the wide tree-lined streets and private front and back gardens, visible in glimpsed views, which is an important element in the character and appearance of the area.

4.45 The appraisal also summarises the character and appearance of the residential area as:

“The residential parts of the Conservation Area are largely homogenous in scale and character, having been laid out within a period of three decades spanning the years 1820-1850. The western part of the Conservation Area comprises long residential terraces running in a north-south direction on a planned rectilinear grid (Mornington Terrace, Albert Street and Arlington Road) intersected by shorter terraces (Delancey Street and Mornington Street). A second pocket of residential development, originally made up of slightly grander terraces, falls south-east of the High Street (Harrington Square and Oakley Square). The area contains a large number of good examples of early/mid 19th century speculatively built terraced London houses, generally of a uniform appearance, and many statutorily listed for their special interest.”

Summary of Significance

4.46 Camden Town Conservation Area is of significance as a predominantly 19th century urban townscape consisting of two distinct character areas; a busy commercial and retail area and a quieter residential area. The commercial area has a dynamic and bustling character and is defined by a variety of building types and styles, whereas the residential area has a more uniform character, displaying stock brick and stucco terraces.

4.47 The summary of special interest provided within the Camden Town Conservation Area Appraisal and Management Plan elaborates on the above and states:

“The focus of Camden Town is Britannia Junction which acts as a hub and an important interchange, with busy, noisy, dynamic and diverse characteristics. This retail and commercial area is powerfully urban in character with few openings between the continuous building lines and an absence of public open spaces and soft landscaping. Within this part of the Conservation Area there are two underground stations, an array of banks, restaurants, street markets, shops and stalls, signs and vehicles all existing within an historic architectural streetscape. The buildings reflect the diverse and changing architectural styles over the last two hundred years. Terraces of flat fronted early to mid-19th century houses now fronted by shops, mid Victorian stucco terraces, Victorian Gothic buildings, late Victorian and Edwardian red brick parades four and five storeys high with decorative gables, imposing banks, places of entertainment and public houses occupying key focal sites, and 20th century buildings all contribute to the wide ranging variety of architectural styles...”

The Conservation Area has a high proportion of 19th century buildings both listed and unlisted, which make a positive contribution to the historic character and appearance of the Conservation Area. There is an overall 19th century architectural and historic character and appearance throughout”

- 4.48 The area is also bounded by the railway line to the south west, and is surrounded by the predominantly 19th century townscapes of Kings Cross, Chalk Farm and Kentish Town, which contribute to the significance of the conservation area as they provide evidential value of the evolution of the area.

Contribution of Setting and Site to Significance

- 4.49 The conservation area is bounded on its south west side by the railway line from Euston to Birmingham, with Euston station situated to its south east. To the south east are Kings Cross and St Pancras stations and to the north and north east are Chalk Farm and Kentish Town. These surrounding, predominantly 19th century townscapes, provide evidential value for the development and evolution of this area in the 19th century and, therefore, contribute to the significance of the conservation area. This shared materiality/character and pattern illustrates the rapid 19th century development and urbanisation of the area fuelled by the railway and industry, of which the conservation area forms a part. In that regard, this element of setting contributes positively to the significance of the conservation area. To the west is the open space of Regent’s Park, which provides an attractive green setting and complements the quieter residential western portion of the conservation area.

- 4.50 The Site is situated to the north west of the conservation area, and forms part of the former industrial townscape along Regent’s Canal. Although it is located within an otherwise dense and varied urban townscape, the Site is characteristic of the surrounding context and is consistent with the 19th and early 20th century buildings within the conservation area. As a result, the Site itself, particularly the Interchange building, which is visible in a number of wider views, is considered to positively contribute, in that general way, to the understanding or appreciation of the significance of the Camden Town Conservation Area. There is no visibility of the Site’s other buildings in their current form, on account of the extent of interposing development, as well as the effect of distance. As such, any role of the Site within the setting of conservation area is diminished as part of the visual experience from within.

Primrose Hill Conservation Area

Historic Development

- 4.51 In the Medieval period, the area covered by the Primrose Hill Conservation Area was agricultural land. It was not until the mid-19th century that extensive development of the area began, in response to the expansion of London as both a trade centre and fashionable place to live.
- 4.52 The first major development was the Regent’s Canal, which linked the Grand Canal Junction at Paddington and London Docks. The completion of the canal in 1820 was followed by proposals to develop Lord Southampton’s land for housing. An estate was envisaged of large suburban villas with substantial gardens.

- 4.53 The estate was developed in the 1840s, after the building of the London and Birmingham Railway in the 1830s. Development occurred sporadically, and most developments took the form of villas set in their own grounds, or grand terrace compositions with formal landscaped areas.
- 4.54 By 1862, the development of properties of a villa typology had extended westwards along Regent's Park Road, opposite Primrose Hill Park. Elsewhere, the large villas had been abandoned for more formal terrace compositions, following a variety of styles.
- 4.55 The final built form of the conservation area varied considerably from what was originally intended by the Southampton Estate. The neighbouring railway line had a significant impact upon the physical layout and environmental quality of the area. This was apparent as many of the buildings which were located close to the railway fell into disrepair, during the latter part of the 19th and 20th centuries.
- 4.56 In the 20th century, the estate experienced a number of changes, with repairs to Second World War bomb damage with some buildings completely destroyed. Redevelopment of bomb sites occurred throughout the latter half of the 20th century.

Character and Appearance

- 4.57 The area is primarily occupied by residential uses, which take the form of low density villas and terraces interspersed with abundant vegetation and many mature street trees and private trees to garden areas. The roads of the conservation area are dominated by large villas and terraced houses, set back from the highway, and surrounded by garden spaces.
- 4.58 These villas are between three and four storeys high, with basements. They are designed to appear as grand residential properties and have raised ground floors, numerous decorative features and are set back from the main road with front gardens bounded by medium height brick walls with gate piers.
- 4.59 Due to the size of the conservation area, it has been split into four distinct sub areas within the Primrose Hill Conservation Area Statement, each with an introduction/summary. These include:
- 4.60 Sub Area One: Regent's Park Road South:

"This sub area is located to the south of the Conservation Area and is largely flat with a small incline from south east to north west. It is neighboured to the west by Primrose Hill, and to the south by Regent's Park and London Zoo. The Regent's Canal forms a natural boundary to north west, whilst the railway line forms a boundary to the north. The area is primarily occupied by residential uses. This sub area is characterised by a low density of development and abundant vegetation with a large number of mature street trees and private trees to garden areas creating green corridors to the principle roads. These roads are dominated by large villa style properties that are set back from the highway and surrounded by substantial garden spaces. Rear gardens are also visible through gaps between buildings and in views from secondary roads and mews"

- 4.61 Sub Area Two: Central Area:

“This sub area is located to the centre of the Conservation Area and is largely flat with a small incline from south east to north west. It is neighboured to the north by the railway line and to the south east by Regent’s Canal. The area is urban in character with a high density of development with sporadic areas of greenery. It is dominated by long terraces of mid 19th century houses that are set back from the pavement with small lightwells and railings to basement areas, although there are some earlier and later buildings within the area”

4.62 Sub Area Three: Regent’s Park Road North:

“This sub area is located to the north of the Conservation Area. The southern part of the area slopes steeply from east to west, towards Primrose Hill. The north boundary is defined by the railway line and the west boundary follows the former St. Pancras Borough boundary”

4.63 Sub Area Four: Gloucester Crescent:

“This small sub area is located to the east of the Conservation Area and is largely flat with a small incline from north to south at the southern end of Gloucester Crescent. The railway line forms the west boundary, which is linked to the main body of the Conservation Area by a road bridge. Although the area is geographically isolated from the main body of the Conservation Area, it is linked in terms of historical development and architectural form, and is significantly different in character to the neighbouring Camden Town and Regent’s Park Conservation Areas. This sub area has abundant trees and vegetation and a lower density of development in comparison with the main body of the Conservation Area. The majority of buildings are set back from the highway with large front garden spaces containing mature trees. Rear gardens are also visible through gaps between building groups. The buildings vary and include small cottages and terrace properties, grand residential terraces, villas, and business premises, many of which are statutorily listed and are the oldest in the Conservation Area. The description of this sub area will be on a street by street basis.”

4.64 More widely, the adjoining Primrose Hill and Regent’s Park reinforce the green character of the conservation area. Large sections of Albert Terrace, Prince Albert Road and Regent’s Park Road run direct alongside the parks, affording views across the parkland and of mature trees that line the edges of these open spaces, and form part of the ‘stage set’ backdrop to Regent’s Park.

4.65 The Regent’s Canal is a significant feature of the conservation area and has been incorporated successfully into the layout and planning of the estate. For example, a number of buildings are designed to appear attractive when viewed from the canal with applied decoration to rear elevations. Three of the principal roads bridge the canal and these bridges are landmark features of the area.

Summary of Significance

4.66 Primrose Hill Conservation Area is of significance as ‘a smart and sedate residential area’ of mid-19th century speculative residential development, which displays the contemporary fashion for Classically-influenced architecture typical of developments such as these in London. The high quality townscape and consistency of materiality and

scale lend unifying characteristics to the variable patterns of terraces, which are representative of the area's speculative development.

- 4.67 This suburban townscape provides important evidential value for the evolution and development of this part of London in the 19th century and as such, contributes to the significance of the conservation area. To the south-west, the open spaces of Primrose Hill and Regent's Park form a green setting to the conservation area. These spaces complement the special interest of the conservation area and therefore contribute positively to its significance as an integral element of the planned 19th century suburban expansion of this part of London.
- 4.68 The elevated views from Primrose Hill are a notable in London and have a long historical association as a key viewing point across the capital. The association has influenced the development of the conservation area and is considered an important element of its character.

Contribution of Setting and Site to Significance

- 4.69 The Site is bounded to the immediate north and east by raised railway lines, and the wider urban townscape context of Chalk Farm and Camden Town. The railway line acts as a physical and visual barrier to Camden Town, and, therefore, provides an interface between significant changes in character. Nevertheless, this urban townscape provides important evidential value for the evolution and development of this part of London in the 19th century and as such, contributes to the significance of the conservation area.
- 4.70 To the south-west, the open spaces of Primrose Hill and Regent's Park form a green setting to the conservation area. These spaces complement the special interest of the conservation area and therefore contribute positively to its significance as an integral element of the planned 19th century suburban expansion of this part of London. Moreover, Primrose Hill provides elevated views of the conservation area and its roofscape, allowing an appreciation of the townscape's grain and street pattern.
- 4.71 The Site is situated to the east of the conservation area, and forms part of the former industrial townscape along Regent's Canal. Although it is located within an otherwise dense and varied urban townscape, the Site is characteristic of the surrounding context and is consistent with the 19th and early 20th century buildings within the conservation area. However, there is little to no visibility of the Site's buildings in their current form, on account of the extent of interposing development, as well as the effect of distance. As such, any role of the Site within the setting of conservation area is diminished as part of the visual experience from within and does not contribute to the significance of the Primrose Hill Conservation Area.

Regent's Park Conservation Area and Grade I Registered Park and Garden of Special Historic Interest

Historic Development

- 4.72 The development of Regent's Park can be traced back to the 14th century, when the land was part of the ancient forest land of Middlesex Forest. This included the manorial land holdings of Marylebone, which was held by the nunnery of Barking. In the 16th century, following the dissolution of the Monasteries, the land passed to the Crown

and was enclosed as a deer park, known as Marylebone Park. Until the mid-17th century the character of the parkland changed very little, however during the Protectorate the land was heavily felled, and by 1660 few of the 16,297 trees noted in the park prior to 1651 survived. The character of the park had changed dramatically, from a wild natural private park for Royal sport to an almost industrialised landscape with open stretches of roughly ploughed plots.

- 4.73 During the 18th century the area was leased as farmland to the Duke of Portland, however, the rapid development of the upper part of Marylebone in the 1750s meant an increase in the popularity of the area, which put growing pressure on the urban development of what was now subdivided farmland and smallholdings (Figure 4.9).



Figure 4.9: Rocque's Plan of London, 1762.

- 4.74 Schemes to develop the area, including an unsuccessful design competition, were considered from c 1809. John Fordyce, Surveyor General of His Majesty's Land Revenue, recognised the potential of the park and set up a competition for its development in anticipation of the farming leases reverting to The Crown in 1811. Plans submitted were never used. It was decided that the Commissioners of Woods, Forests, Parks and Chases should put forward alternative proposals, which were required to include the creation of a new street linking the park with the city. John Nash (1752-1835) had been appointed as their architect in 1806 and, together with his partner James Morgan, produced the favoured solution (Nash, 1812), which included proposals for Regent Street (built between 1814 and 1819).
- 4.75 The character of Nash's design was essentially one of villas in a parkland setting, with the plan for Regent's Park centred around two concentric circles, which would be accentuated by the roughly circular nature of the park. Space was to be provided for barracks and other major features, including the Prince Regent's Palace, a huge basin

of ornamental water, and an informal lake. A large central double circus of houses, the Great Circus, and the Inner Circus (intended to be the largest in Europe), was intended as the focal point for the scheme with a new branch of the Grand Union Canal, called the Regent's Canal, passing through the park.

- 4.76 His original plan was not wholly accepted by the Lord Chancellor, and a number of changes were insisted upon, specifically reducing the number of villas. Notices to quit were then served on the various farms and the large scale development began. From the outset the project ran into numerous financial difficulties with costs soaring to unprecedented levels. Additionally, the country was fighting a war against the French, resulting in Regent's Park and its building taking seventeen years to construct.
- 4.77 Nash had worked closely with Humphry Repton (1752-1818) between 1795 and 1802 and the influence of this association is reflected in the design for Regent's Park, especially in the positioning of groups of trees and the use of ornamental water running through parkland. Regent's Park and its buildings took seventeen years to construct, work having started in 1811. The first operations consisted planting as well as excavations for the lake and ground modelling, Nash arguing that planting in advance of building gave a maturity to the Site. The park, as it was completed by 1827, was developed from the 1812 proposals with a number of alterations and omissions:
- The Prince's Palace, the basin, some of the terraces and crescents of houses, and the Great Circus were not built (**Figure 4.10**). In part this was due to the decision of the Commissioners of Woods & Forests to bring the building programme to an abrupt halt in 1826. It was considered by this department that to introduce more buildings would spoil the pleasant open views towards Hampstead and Highgate. This represents possibly one of the earliest examples of development control to protect amenity.
 - The canal was re-routed to the north of the Outer Circle.
- 4.78 Regent's Park as built was largely a fashionable residential estate set in extensive private parkland and occupied by wealthy merchants and professional people. In 1828, however, the Royal Zoological Society (founded in 1824) acquired 8ha of land in the northern part of the park. Four years later, a further 7ha was leased to the Toxophilite Society, and in 1838, the 7ha of land within the Inner Circle was leased to the then newly formed Royal Botanic Society.
- 4.79 Recommendations for opening part of the park to the public were recorded in 1834. In 1851, the parkland of Regent's Park was transferred by means of the Crown Land Act from the management of the Commissioners of Woods, Forests, Parks and Chases, to the newly formed Ministry of Works. Pressure from the public for further access to the park continued and several alterations to private fence lines and public footpaths are related to this. The image of Regent's Park was being transformed and the park was no longer one of the more fashionable areas of London, the ground being used increasingly for recreation. In 1864, William Nesfield's proposals for the 'Avenue Gardens', in an area now known as the southern section of the Broad Walk were implemented and extensions to the Zoological Gardens were undertaken in 1905 and again in 1908. Replacement of the wooden railings around the park was started in 1906 and largely completed by 1931 using iron railings.



Figure 4.10: Map of London, from an 1827 survey contemplating the various improvements to 1851

- 4.80 The park and its surroundings, particularly Nash's terrace and villas, were severely damaged during the Second World War and rubble from damaged buildings was used to fill in the eastern arm of the Regent's Canal, the reclaimed land later being made into a car park for the Zoological Gardens.
- 4.81 The few recent additions to Regent's Park include the London Central Mosque by Sir Frederick Gibberd, Sir Denys Lasdun's Royal College of Physicians and more recently three classical villas by Quinlan Terry.

Character and Appearance

- 4.82 The Regent's Park Conservation Area is characterised by the green open space of the designed parkland, as well as the street pattern and residential buildings laid out to the designs of John Nash. The development of the conservation area is largely limited to the significant scheme of works undertaken in the 1820s and this singular development remains legible. The key features of the conservation area have been outlined in the Regent's Park Conservation Area Information Leaflet dating from 2004 and are quoted below:

"John Nash's design still dominates the character and appearance of Regent's Park, with its stuccoed terraces, each a grand Classical composition, enclosing extensive parkland containing isolated villas and an ornamental lake. The southern entrance to the park formed by Park Crescent and Park Square, was originally intended as a circus

linking the park with Portland Place across “New Road” (Marylebone Road). In the event, the north half of the circle was not built and Park Square now provides a dramatic opening to the park. The architecture of the terraces carried forward the underlying townscape concept of Nash’s masterplan. Though differing in style, they have a corresponding uniformity of design, consisting of a centre and wings, with porticos, piazzas, and pediments, adorned with columns of various orders. Regent’s Park itself is over 400 acres in extent, and nearly circular in form. It is crossed from north to south by a straight road, bordered with trees, known as the Broadwalk, and is traversed in every direction by paths. Around the park runs a drive nearly two miles long (Outer Circle); with an inner drive (Inner Circle) near its centre. The ornamental boating lake, with three diverging inlets and picturesque islands lies in the midst of the park, edged by some villas and terraces, from which it receives added beauty. During the Victorian period, the character of Regent’s Park changed from that of a private residential estate to its current appearance as a public park with incidental private dwellings. Today, the remaining villas, the Zoological Gardens, Queen Mary’s and Nesfield’s Gardens and the ornamental lake all add to the unique character and appearance of Regent’s Park.”

- 4.83 The Information Leaflet also identifies key views within the conservation area as *“The Primrose Hill to Palace of Westminster strategic view cuts through the Conservation Area from north to south”*. This document does not comment at further length, however the following additional views are likely to be considered important by the City of Westminster: views in both directions along Outer Circle, Park Square West, Park Square East, Ulster Terrace, and all internal pathways and roadways within Regent’s Park.

Summary of Significance

- 4.84 The significance of the heritage assets is 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 19th century. Significance is also invested in specific elements of its designed landscape, such as WA Nesfield's Italian Garden of 1864 and the near-contemporary English Garden by his son, Markham. Significance is also invested in its value as a substantial aspect of the setting for a large number of listed structures within it, including early 19th century villas and those of the Zoological Gardens, and the surrounding terraces.
- 4.85 First and foremost, Regent’s Park, is an urban landscape, which has strong associations with leading designers of the 19th and 20th centuries, notably John Nash, Humphrey Repton and Decimus Burton. It was conceived as an urban improvement scheme in the late 18th and early 19th century, emphasised by the requirements to include the creation of a new street to link the park with the city as part of its picturesque planning. It was intended to be an attractive landscape setting for villa residences, later altered to be predominantly terraced housing, and subsequently utilised as a public park. It is the premier example of picturesque landscape design in England and was influential in the development of the concept of *‘rus-in-urbe’*. A notable element of this characteristic is the integration of the landscape with the enclosing built development, with a reciprocal relationship between the park providing an attractive, expansive landscape setting to the housing; whilst the housing providing strong boundaries the park and defining its sense of separation from the wider urban context.

- 4.86 The character and significance of Regent's Park, as a historic designed landscape, is, however, not consistent; it varies considerably throughout the designated area. Broadly, the southern part of Regent's Park has a more formal character, epitomised by Queen Mary's Gardens and the Avenue Gardens, with the broadly north-south aligned Broad Walk linking this area with the more naturalistic 'English Parkland' character of the northern and north-western parts. London Zoo is a distinct element. This varied character is one of the defining elements of the significance of Regent's Park.
- 4.87 The context of Regent's Park, and associated built development, has changed significantly since the early 19th century, particularly from the mid-20th century onwards. Whereas Regent's Park was once located at the northernmost edge of the metropolis, it is now an attractive and important element, which is embedded within a dense and variable urban context. The nature and character of this context is varied with traditional 18th and 19th century urban development of terraced housing; later 19th and early 20th century mansion blocks; mid-late 20th century residential development of a mixed character and scale; railway infrastructure; and, late 20th century commercial development around Euston station and on the northern side of Euston Road. The principal value of this varied setting is as an urban context to an urban park but, for the most part, there is nothing specific that adds to the particular significance of these heritage assets. In this regard, it is the reciprocal interrelationship between the park and enclosing 19th century terraces and villas that are, inter alia, the important elements of setting by contributing to an understanding of their aesthetic and historic values.

Contribution of Setting and Site to Significance

- 4.88 The Site is bounded to the immediate north and east by raised railway lines, and the wider urban townscape context of Chalk Farm and Camden Town. The railway line acts as a physical and visual barrier to Camden Town, and, therefore, provides an interface between significant changes in character. Regent's Park is located beyond this urban area to the southwest and forms a green buffer beyond.
- 4.89 The Site is situated to the northeast of the conservation area, beyond Camden Town centre and forms part of the former industrial townscape along Regent's Canal. Although it is located within an otherwise dense and varied urban townscape, the Site is characteristic of the surrounding context, which contrasts with the prevailing character of the heritage assets comprising Regent's Park (and located within the large heritage assets). Due to the intervening topography and built form there is no visual relationship between the Site and Regent's Park and it does not share any architectural, functional, or historic relationships with the heritage assets. As such, the Site does not contribute to the particular significance of these heritage assets.

Harmood Conservation Area

Historic Development

- 4.90 In the Medieval period, the area covering the Harmood Street Conservation Area formed part of the Forest of Middlesex and was undeveloped. In the 18th century, the area became fashionable as a rural retreat close to London, but overall the land remained largely undeveloped until the early-19th century.

- 4.91 An initial phase of residential development took place in the 1820s and 30s, on land owned by Lord Southampton. This development was catalysed by the construction of railway lines through the area during the mid-19th century, connecting areas in the north to London's main terminals at King's Cross, St Pancras, and Euston. Many of the railway workers lived in Kentish Town, and the rapid development of housing met the needs of this population growth.
- 4.92 Between 1820 and circa 1870, speculative development occurred in a piecemeal manner, and a network of streets, narrow alleys and cul-de-sacs was laid out lined by modest terraced houses. Harmond Street was laid out in the late-1830s or early-1840s.
- 4.93 In the 20th century, the estate experienced a number of changes. Second World War bomb damage and slum clearance resulted in the removal of terrace housing in the surrounding area, which is now largely occupied by modern flats. The Talacre Open Space to the north represents the only green space.

Character and Appearance

- 4.94 The Harmond Street Conservation Area has retained a large proportion of the terraced houses that were constructed as part of the original phase of 19th century development. These terraced properties have a 'cottage' character and are primarily of two or three storeys in scale, displaying a material palette of yellow stock brick and stucco that results in a cohesive 19th century townscape (**Figure 4.11**).
- 4.95 Harmond Street forms the backbone of the conservation area and is predominantly residential, the only other uses being a book shop and Chalcot School. Groups of terraced houses line both sides of the street, albeit with some modern housing now on the western side. Shallow front gardens are found to the front of the houses, the planting of which merges with the street trees to provide attractive views.
- 4.96 Powlett Place and Clarence Way also display terraced properties, like those along Harmond Street. Clarence Way forms the boundary to the conservation area and bends beneath the railway line, allowing views along the street of the raised bridge of the railway with the tower of Holy Trinity Church beyond.



Figure 4.11: View south on Harmond Street

Summary of Significance

4.97 The conservation area's significance arises from the retention of a large proportion of the stock brick terraced houses of 'cottage' character, which form part of the original phase of 19th century development. The conservation area is predominantly residential and encompasses the principal road of Harmond Street and a number of smaller streets leading off it, all of which have a broadly unified architectural style and material palette.

4.98 The setting of the conservation area consists of the railway line to the east and the surrounding townscapes of Kentish Town, Belsize Park, Chalk Farm and Camden Town. This surrounding varied context, primarily of 19th century date, contributes to the significance of the conservation area by providing context to the wider piecemeal development history locally. To the south are the railway structures of the former Goods Yard, now Camden Market, set behind the substantial brick retaining wall. These structures are of a contrasting scale and character of the residential character of the conservation area and wider townscape, with the definition of the wall providing a clear moment of transition. New, contemporary development within the market is visible as part of the context to the remaining historic railway structures. The distinction between railway structures and the residential context, of which the conservation area forms a part, is consistent with the historic development and character of the area and contributes positively to its heritage significance.

Contribution of Setting and Site to Significance

4.99 The surrounding townscape is formed primarily of 19th century buildings of varying architectural styles and character. This surrounding context is considered to contribute to the significance of the conservation area by virtue of its shared residential townscape, which reinforces and amplifies the understating of the wider 19th century development history of the area.

- 4.100 To the south are the railway structures of the former Goods Yard, now Camden Market, set behind the substantial brick retaining wall. These structures are of a contrasting scale and character of the residential character of the conservation area and wider townscape, with the definition of the wall providing a clear moment of transition. New, contemporary development within the market is visible as part of the context to the remaining historic railway structures. The distinction between railway structures and the residential context, of which the conservation area forms a part, is consistent with the historic development and character of the area and contributes positively to the significance of the conservation area.
- 4.101 The conservation area is located to the north of the Site, on the opposite side of Chalk Farm Road. Due to the nature and typology of buildings and spaces within the Site, and the nature of interposing built form, there is no current visible relationship with the conservation area. Moreover, there are no historic functional connections/associations. Accordingly, the Site does not contribute positively to the significance of the conservation area.

Grade II Listed Building (located within the Site Boundary): Interchange Building

Special Architectural and Historic Interest

- 4.102 The significance of the Interchange building is invested in the original, early-20th century building, which was functionally designed and facilitated the trans-shipment industry along Regent's Canal (**Figure 4.11**). It is of special interest as an early 20th century, purpose built railway warehouse, which provides evidence of the development of the docks along Regent's Canal. Malcom Tucker's Report to the British Waterways notes that a number of large railway warehouses have survived nationally from the late 19th and early 20th centuries, representing a range of layouts, construction techniques and details. However, the Interchange building is of particular importance as:

*"A notable distinguishing aspect of the Interchange is the canal basin beneath it, allowing three-way transshipment. In its well-preserved retention of this feature within a railway warehouse, the Camden example is effectively unique. It is singled out as "most sophisticated" in the discussion of Railway Depots in English Heritage's "Industrial Buildings Selection Guide"."*⁴⁶

⁴⁶ Tucker, M. Report to British Waterways, July 2010. "Features of Significance in the Interchange Basement", Pg. 9



Figure 4.12: Interchange Building, as seen from Regent's Canal

- 4.103 In architectural terms, the Interchange Building is significant as a well preserved and unique example of a late Victorian commercial warehouse. The design is recognisable by the solidity of the brick walls; regular fenestration; the rectilinear form; prominent water tower to the north; and the bold enriched detailing repeated across the elevations. The four storey building is constructed in orange stock brick laid in English bond with blue engineering brick dressings. The scale of the building and the projecting water tower to the northern end give the building a landmark status along the canal and surrounding area where it has a substantial presence.
- 4.104 The functional construction adds to the architectural interest, including the remaining structural piers at basement level which formerly supported railway sidings above. The structure also has a fireproof construction, required for its warehousing and interchange function. Another important feature is the survival of remnants of the hydraulic platform cranes, which are rare nationally.⁴⁷
- 4.105 Significance is also derived from the comparatively well-preserved internal construction and features within the original early 20th century warehouse. The integrity of that original construction (in terms of materiality and details) amplifies the architectural interest, including the remaining structural piers at basement level, which formerly supported railway sidings above. This includes the survival of remnants of machinery dating to the use of this building as a commercial warehouse and interchange, including the hydraulic platform cranes, which are rare nationally.⁴⁸

⁴⁷ Tucker, M. Report to British Waterways, July 2010. "Features of Significance in the Interchange Basement", Pg. 9

⁴⁸ Ibid

4.106 Relevant to the interest of the interior is the retention of historic fabric at basement level (**Figure 4.12**). When the original interchange shed of 1856 was demolished, the basement below was constructed in place of the solid embankment of c. 1856 and the retaining walls on the northern and eastern sides of the dock were demolished down to basement level and new warehouse walls built, while the retaining wall on the eastern side of the site was retained, with its stepped and backwards-inclined inner face rendered over. In those terms, the listed building has some archaeological interest through fabric that provides evidence of the layered history of this site, which also illustrates the changes in functional requirements of the canal and railway.



Figure 4.13: Dead Dog Basin (left) brick vaulted arches within basement (right)

4.107 The below-ground elements of the Interchange Warehouse include the canal basin, the 1901-5 vaults running down the eastern side of the building, the 1854-6 vaults to the west under the present forecourt and the horse tunnel, which adjoins these vaults to the north and west. There are surviving elements that are considered to contribute to the architectural interest of the building by preserving the legibility of the original function and design as a former commercial warehouse and interchange building (**Figure 4.13**). These include:

- Structural steelwork.
- Brick jack arches.
- Raised ceilings under platforms.
- Ventilation openings.
- Hydraulic crane slewing gear.
- Catwalk and slewing gear over the dock.
- Evidence of control rods, trucking bridges and wagon stops.
- Trap doors.
- Sliding fire doors.
- Sprinkling system.

- Floor Drains.
- The dock.



Figure 4.14: Trap door in platform above basement (left) Slewing Rams extending through the archway (right)⁴⁹

4.108 In terms of plan form, the building is comprised of three upper warehouse floors, the railway interchange shed at ground level and the basement alongside the earlier dock, appears to have been built closely in accordance with the 1901 drawings⁵⁰ and has been largely retained (**Figures 4.14 & 4.15**). The retention of that plan form is part of the building's architectural and historic interest, which provides evidence of the building's original layout and function. The late-20th century adaptation of the building for office use may have concealed some of these features at upper levels, however, given the nature of the application proposals, the interior of the original warehouse at ground and upper levels was not inspected for the purposes of this report.

⁴⁹ Tucker, M. Report to British Waterways, July 2010. "Features of Significance in the Interchange Basement", Pg. 27-30

⁵⁰ Ibid

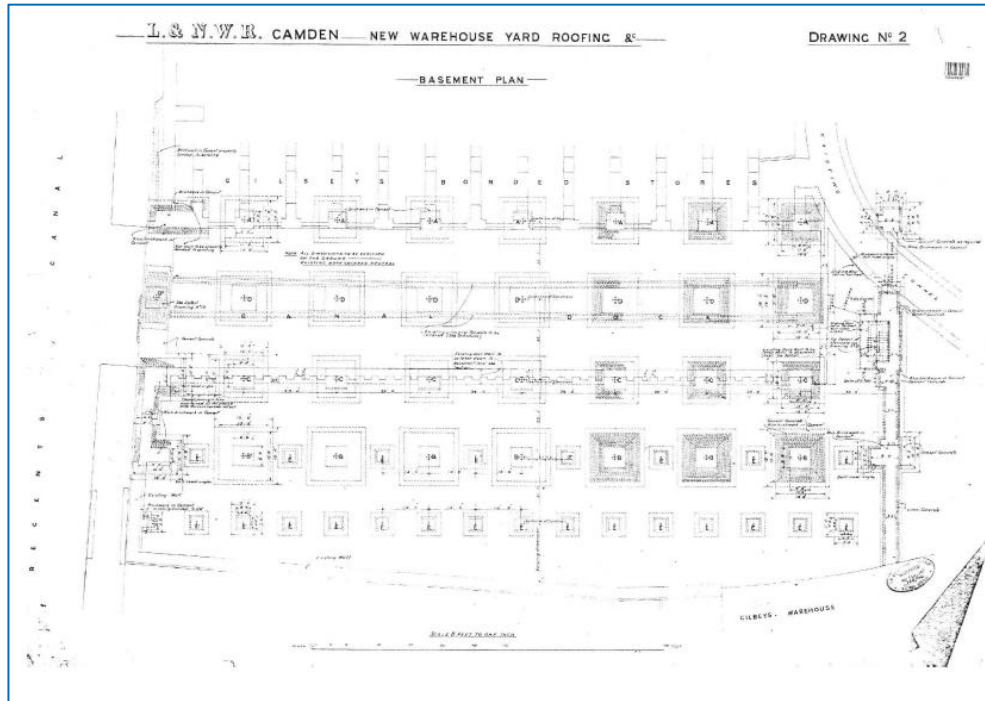


Figure 4.15: 1901 Basement Plan of Interchange Building.⁵¹

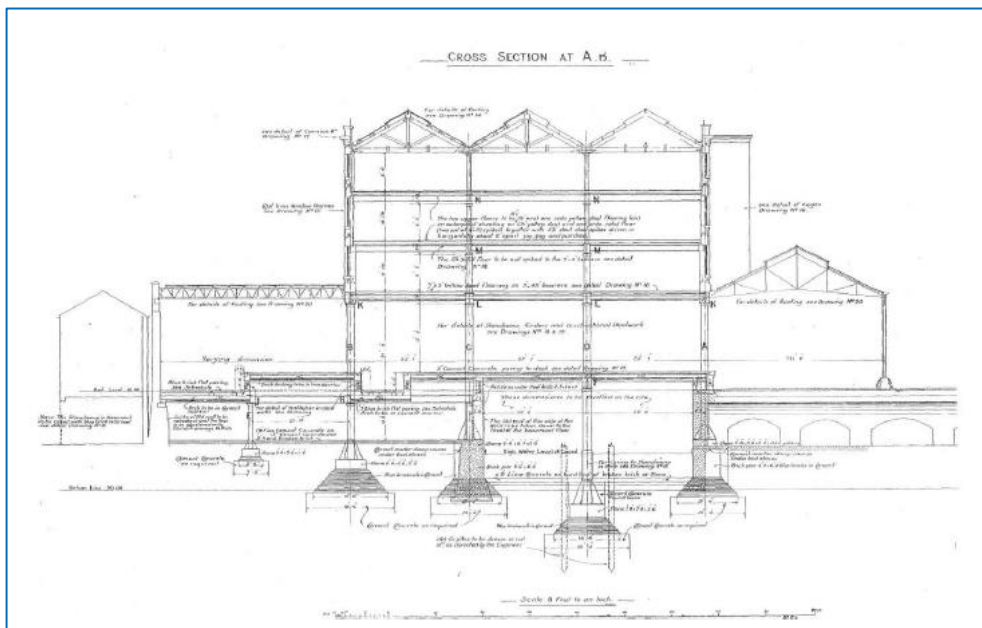


Figure 4.16: 1901 Section of Interchange Building.

4.109 As noted in the list description, the building is also of historic interest where it forms a key component of the Camden Goods Depot, one of the most complete examples of Victorian railway buildings in the country. This is a direct result of the London & Birmingham Railway's choice to locate the Camden Goods Depot in this strategic location along the canal in the 1840's. While the current warehouse replaced the earlier one in the same location it is of particular interest as a link between the railway and the

⁵¹ Tucker, M. Report to British Waterways, July 2010. "Features of Significance in the Interchange Basement".

earlier canal system. The horse tunnel and stairs also illustrate the continuing importance of horse-drawn transport within the railway system during this period.

Group Value

4.110 The interchange Building derives group value from the similar age, function, and the industrial aesthetic that is shared with the neighbouring buildings to the east and north. This listed building, along with the surviving elements of the former canal infrastructure and Camden Goods Depot, represents one of the best preserved examples of 19th century transport infrastructure in England, and is demonstrative of the development of canal and rail goods shipment.

Summary of Significance

4.111 The significance of the Interchange building is principally invested in the original, early-20th century building which was functionally designed and facilitated the transshipment industry along Regent's Canal. The Interchange Building is of heritage significance as a well-preserved example of Victorian industrial design and engineering. Of note is the canal basin below, which facilitated the transfer of goods from the canal, to the warehouse, and finally to the railway (or vice versa). This distinguishing feature is unique for warehouse buildings of this age and thus makes a strong contribution to the special interest of the building. Special interest is also derived from the well-preserved interior of the original warehouse, particularly at basement level where a number of historic features survive and illustrate how the building was once used for transshipment of goods between canal, railway and road. In overall terms, the architectural form and character of the building provides evidence of how the warehouse functioned historically, as part of the commercial operations of the canal and railway. The interchange building also derives group value from the similar age and shared aesthetic with the neighbouring and associated buildings which once formed part of the Camden Goods Depot.

Contribution of Setting and Site to Significance

4.112 The setting of the listed building is largely contiguous with the setting of the Regent's Canal Conservation Area, which has been assessed earlier in this Section. The setting of the listed building has been subject to significant change in the late 20th century, which has had an impact on ability to understand and appreciate the original context of the listed building. Nonetheless, the remaining elements of historic setting, including the group value with the other contemporaneous warehouse, related dock structures associated with the Camden Goods Depot contribute positively to the special interest of the listed building by virtue of their shared materiality, age, and related functions, which help to illustrate its original use.

4.113 The surviving historic commercial or industrial buildings, which line the canal, including the contemporaneous buildings within the Site, also make a positive contribution to the significance of the listed building where they demonstrate the role of the canal as a piece of industrial infrastructure vital to the transportation of goods. In particular, the relationship of the listed building with the canal and surviving basin directly impacted the construction and development of the building to facilitate the three-way transshipment of goods from canal, to warehouse, to railway. The later residential canal side development responds to the historic industrial character of the canal but makes a

more limited or neutral contribution to setting where residential use has been introduced in this historically industrial or commercial environment.

Grade II Listed Building: The Interchange Canal Towpath Bridge Over Private Canal Entrance

Special Architectural and Historic Interest

- 4.114 The Interchange Canal Towpath Bridge, constructed c.1848-56, is a key element of the former Camden Goods Depot and directly associated with the Interchange building to the north, providing pedestrian access along this side of Regent's Canal. This age of the structure adds historic interest through its survival and the association with an earlier phase of the canal's development, providing physical evidence of the wider area's historic evolution, including the later rebuilding of the Interchange Building adjacent.
- 4.115 Its principle architectural interest is derived from its materiality and construction technique, as a high-quality cast iron structure, and is an important surviving example of this industrial building type. The structure was cast by Deely and Co Iron Founders, Newport which is imprinted onto the side of the structural iron. This adds to the historic interest through its connection with industrial development nationally during this period. This industrial structure forms an integral part of the character of this part of the Regent's Canal Conservation Area and illustrates the historic function of the canal network. This demonstrates a significant feat of late Georgian industrial engineering, whilst also providing evidence for the development of this area of London based on its commercial and industrial strategic location.
- 4.116 The bridge also derives architectural value from its functional and understated industrial character that is integrated into the structure of the canal network, with a shared materials palette, scale, and character. The retention of traditional paving materials in the rising towpaths and on the bridge top amplifies the architectural and historic values associated with the listed building (**Figure 4.16**).



Figure 4.17: Towpath Bridge from Regent's Canal

Group Value

4.117 The Towpath Bridge derives group value from the similar age, function, and the industrial aesthetic that is shared with the neighbouring buildings to the east and north. Together, these buildings form part of the interface between the large complex of the Camden Goods Depot and the canal, thereby amplifying an understanding of the Towpath Bridge as an integral element of its historic development and commercial operation (and vice-versa).

Contribution of Setting and Site to Significance

4.118 The setting of the listed building is largely contiguous with the Regent's Canal Conservation Area, which has been assessed earlier in this Section. In summary, the canal and associated structures contribute positively to the significance of the listed building as elements of a substantial piece of 19th century engineering. In particular the association with the Interchange Building, including the covered basin, form an important element of the canal's operation and an integral piece of the transport infrastructure which makes a strong positive contribution to the significance of the listed building.

4.119 The elements of the Site, such as the surviving historic commercial or industrial buildings, which line the canal and form part of the remains of the Camden Goods Depot, are considered to make a positive contribution to the significance of the listed building, where they demonstrate the role of the canal as a piece of industrial infrastructure vital to the transportation of goods. The later residential canal side developments responds to the historic industrial character of the canal but make a more limited or neutral contribution to setting where residential use has been introduced in this historically industrial or commercial environment.

Grade II* Listed Building: Horse Hospital with ramps and boundary wall at north of site

Special Architectural and Historic Interest

4.120 The 'Horse Hospital' was built as additional stabling for the former Camden Goods Depot and was used for resting tired or lame horses. It is of architectural interest as a fine example of late 19th century industrial stabling, which is illustrative of the association with the railway. The architectural interest of the building is also derived from its value as part of a larger group of buildings associated with the Camden Goods Depot, which are unified through their shared material palette, scale, and character (**Figure 4.17**). This architectural interest is enhanced by the survival of interior fittings and features and the intactness of the building, as part of one of the most complete and interesting examples of Victorian industrial stabling in the country, as well as their involvement in the industrial processes associated with the railway. In those terms, the building is representative of the value and importance of horses within the goods and transport industries during this period. This is represented in the scale and quality of the building. The building also derives historic interest from its illustrative value of the expansion and historic development of the wider site of which it forms a part, and provides an evocative link to the industrial past of the area. It is also illustrative of the rapid growth of passenger and goods traffic from the mid-19th century.



Figure 4.18: Horse Hospital with ramps and boundary wall at north of site

Contribution of Setting and Site to Significance

4.121 The 'Horse Hospital' now forms an integral element of its surrounding market context, which contributes positively to its significance, and has strong group value with the surviving buildings of the 19th century industrial townscape. The wider 19th century townscape is representative of the rapid growth of the area and, therefore, the importance of the railway during this period. As such, it contributes positively to the significance of the listed building.

4.122 The Site is consistent with the industrial context and surrounding townscape, however, is located to the south of the listed building, beyond the railway and new modern development, which is of a larger scale and the nature of this interposing context results in a degree of detachment. In overall terms, the Site makes a positive contribution due to the association with the 19th century complex of the Camden Goods Depot and the industrial and communication networks that influenced its development.

Grade II Listed Building: Hampstead Road Bridge Over Grand Union Canal (grade II)

Special Historic and Architectural Interest

4.123 The heritage asset is of architectural interest as an early 19th century public road cast-iron girder bridge with brick abutments and stone coping. Its form creates an elegant piece of Victorian engineering with features, such as the cast iron panelled parapets with relief moulded rectangles, amplifying its significance by illustrating its historic function (**Figure 4.18**). The bridge has strong associations with the canal and the industrial history of the area and is representative of the 19th century development of the Camden Town.



Figure 4.19: Hampstead Road Bridge Over Grand Union Canal

Group Value

4.124 The bridge derives group value from the similar age, function, and the industrial aesthetic that is shared with the neighbouring buildings on the canal. This listed structure, along with the surviving elements of the Grand Union Canal, such as the Hampstead Road Lock and former lock keeper's cottage, represents one of the best preserved examples of 19th century transport infrastructure in England, and is demonstrative of the development of canal and rail goods shipment.

Contribution of Setting and Site to Significance

4.125 The most important element of the bridge's setting is the canal, which it spans, being an integral element of the structure and form of the 19th century infrastructure. The towpath beneath allows views of the underside of the bridge and understand its construction and to appreciate its form. Elevated views from the bridge provide an excellent vantage point to understand the form and scale of the Regent's Canal and the verdant character of its banks and its tranquil character. This reciprocal relationship between bridge and canal is the basis of the asset's heritage significance. In addition, the surrounding 19th century buildings that are historically associated with the industrial and commercial townscape are considered to contribute positively to the asset's significance by virtue of its shared historic development and what it illustrates about the arrival of the canal as the catalyst for growth in the area. The 19th century elements within the Site, parts of the related canal side industrial context, make a positive contribution to its overall significance.

Grade II listed Building: Regent's Canal Information Centre

Special Architectural and Historic Interest

4.126 The architectural interest of this listed building is derived from its strong group value as a key element of an evocative and interrelated industrial townscape. The Regent's

Canal Information Centre was originally built in the early 19th century as the Lock Keeper's Cottage and was extended stuccoed and crenelated in 1975 (**Figure 4.19**). The asset also has historic interest as it is representative of the operation of the canal and form part of the historical development of the area during the 19th century.



Figure 4.20: Regent's Canal information Centre

Group Value

4.127 The Regent's Canal Information Centre derives group value from the similar age, function, and the industrial aesthetic that is shared with the neighbouring buildings to the east and north. This listed building, along with the surviving elements of the former canal infrastructure, represents one of the best preserved examples of 19th century transport infrastructure in England, and is demonstrative of the development of canal and rail goods shipment.

Contribution of Setting and Site to Significance

4.128 The most important element of the building's setting is the canal, which it fronts, being an integral element of the structure and form of the 19th century infrastructure of the adjacent Hampstead Road Lock, of which it formed an integral part of its operation. The surrounding 19th century industrial and canal infrastructure townscape is also considered to contribute positively to the asset's significance by virtue of its shared historic development and what it illustrates about the arrival of the canal as the catalyst for growth in the area.

Grade II Listed Building: Hampstead Road Lock on the Grand Union Canal

Special Architectural and Historic Interest

4.129 The Hampstead Road Lock is a pair of canal locks that were originally built in 1818-1820, with some 20th century alterations. The architectural interest of this listed building is derived from its strong group value, as a key element of an evocative and

interrelated commercial and industrial townscape (**Figure 4.20**). It is of interest as a well preserved and working example of an early 19th century canal lock, with associated interest linked to the Regent's Canal, which was a major engineering feat of the period. The asset also has historic interest through its association with the Regent's Canal, its development history and John Nash and James Morgan the designer and chief engineer respectively, who are both nationally significant figures from the period. There is also local historic interest through the influence of the Regent's Canal on the development of Camden in the 19th century.



Figure 4.21: Hampstead Road Lock on the Grand Union Canal

Group Value

4.130 The Hampstead Road Lock derives group value from the similar age, function, and the industrial aesthetic that is shared with the neighbouring contemporaneous buildings and structures, notably the Regent's Canal Information Centre (originally the Lock Keeper's Cottage). This structure, along with the surviving elements of the former canal infrastructure and Camden Goods Depot, represents one of the best preserved examples of early 19th century transport infrastructure in England, and is demonstrative of the later and mature phase of canal shipment.

Contribution of Setting and Site to Significance

4.131 The most important element of the building's setting is the canal, which it forms a part of, being an integral element of the structure, form and ongoing function of this 19th century example of canal infrastructure. The surrounding 19th century canal and associated townscape is also considered to contribute positively to the asset's significance by virtue of its shared historic development and what it illustrates about the arrival of the canal as the catalyst for growth in the area.

Grade II listed Building: Roving Bridge over Grand Union Canal West of Hampstead Road Lock

Special Architectural and Historic Interest

4.132 The Roving Bridge over the Grand Union Canal was originally constructed in the early to mid-19th century and derives architectural interest from its materiality and construction technique, as a cast iron construction, and is an important surviving example of this industrial building type. The bridge also derives architectural value from its simple industrial character that is integrated into the structure of the canal network with a shared materials palette, scale, and character. The retention of traditional paving materials in the rising towpaths of stone and metal amplifies the architectural and historic values associated with the listed building (**Figure 4.21**). That architectural interest is amplified by its spatial character spanning the canal at an angle, which allows an appreciation of its elegant form.



Figure 4.22: Roving Bridge from Regent's Canal

4.133 This industrial structure forms an integral part of the character of this part of the Regent's Canal Conservation Area and illustrates the historic function of the canal network. It is a significant feat of 19th century industrial engineering, whilst also providing evidence for the development of this area of London based on its commercial and industrial strategic location. The asset is principally of historic interest for this reason.

Group Value

4.134 The roving bridge derives group value from the similar age, function, and the industrial aesthetic that is shared with the nearby early 19th century buildings and structures associated with the canal and its operation. This structure, along with the surviving elements of the former canal infrastructure, represents one of the best preserved

examples of 19th century transport infrastructure in England, and is demonstrative of the development of canal and rail goods shipment

Contribution of Setting and Site to Significance

4.135 The most important element of the bridge's setting is the canal, which it spans, being an integral element of the structure and form of the 19th century infrastructure. The towpath beneath allows views of the underside of the bridge and understand its construction and to appreciate its form. Elevated views from the bridge provide an excellent vantage point to understand the form and scale of the Regent's Canal and the verdant character of its banks and its tranquil character. This reciprocal relationship between bridge and canal is the basis of the asset's heritage significance. In addition, the surrounding 19th century residential townscape is also considered to contribute positively to the asset's significance by virtue of its shared historic development and what it illustrates about the arrival of the canal as the catalyst for growth in the area.

Grade II listed Building: Nos.38-46, Jamestown Road, Nos.24, 26 and 28 Oval Road

Special Architectural and Historic Interest

4.136 The significance of the heritage asset is principally derived from its value as a late 19th century, former factory, store, and office building, which is an early example of reinforced concrete construction (**Figure 4.22**). The listed building was designed by William Hucks for Gilbey's; wine importers and gin distillers and is representative of the growth and importance of Gilbey's, who became a major employer in the area and were associated with the Camden Goods Depot for about 100 years. The heritage asset is also of value for its association with Mendelsohn and Chermayeff, who designed the 1937 addition, which incorporates a number of technical innovations that contribute to the building's significance.



Figure 4.23: Nos.38-46, Jamestown Road, Nos.24, 26 and 28 Oval Road

Contribution of Setting and Site to Significance

4.137 The setting of the listed building comprises the adjacent Regent's Canal, rail, and former Camden Goods Depot to the north, which contribute positively to the heritage asset as part of its historic context, which allow a better appreciation of the close historic, functional interrelationships. The adjacent the adjacent mid-18th century terraced properties and late 19th century public house on Jamestown Road also makes a positive contribution. The Interchange Building forms part of the former Camden Goods Depot, and, while separated from the listed building by the canal, the shared development historic of these two prominent buildings on the canal contributes to the assets' significance. To a lesser degree, the West Yard also contributes to the significance of the asset as a legible area of former canal side commercial development in close proximity.

Grade II Listed Building: Stanley Sidings, Stables to east of Bonded Warehouse

Special Architectural and Historic Interest

4.138 The architectural interest of the former stable blocks is principally derived from their shared design, scale, and materiality as a rare example of a group of mid-late 19th century substantial industrial stable blocks, which are illustrative of the commercial activity of the former London and North-Western Railway Company's Camden Goods Depot for which they were built (**Figure 4.23**). The architectural interest of the listed buildings is further elevated by their architectural quality and the survival of architectural detailing and features. The four stable blocks, constructed in circa 1855-1870 as part of the remodelling of the Camden Goods Depot, are illustrative of the importance of horses within the transport industry at this time. They are also representative of the large number of horses required for the transfer of goods and of the rapid growth of passenger and goods traffic from the mid-19th century.



Figure 4.24: Stanley Sidings, Stables to east of Bonded Warehouse

Contribution of Setting and Site to Significance

- 4.139 The market setting now forms an important part of the character of the former stables, and as such, contributes positively to their significance. The surviving buildings of the former Camden Goods Depot, canal, and railway, with which the stables have strong associative relationships, also contribute positively as they are evocative of the buildings former function. The wider townscape, however, differs from this former industrial and commercial context and contributes less to the significance of the heritage assets.
- 4.140 The Site is consistent with the commercial and transport context and surrounding townscape. In particular the Interchange Building which formed part of the former Camden Goods Depot and as such has a historic functional relationship that contributes positively to the listed building. The other parts of the Site, such as the West Yard, makes a comparatively lesser contribution due to the absence of the same association to the Camden Goods Depot, however it is still considered to form part of the wider industrial and commercial townscape which contributes to the listed buildings heritage interest.
- 4.141 The Site lies to the south of the listed building beyond the railway and new modern development, which is of a larger scale and the nature of this interposing context results in a degree of detachment. As such the contribution is therefore considered limited, with only the tower of the interchange building being visible, and is only experienced as part of a wider group of associated buildings and infrastructure.

Primrose Hill Registered Park and Garden of Special Historic Interest (Grade II)

Historic Development

- 4.142 The history of Primrose Hill dates to at least the 12th century when '*sundry devout men of London*' gave four hides of land in the field of Westminster and eighty acres of land and wood in Hendon, Chalcot, and Hampstead to the Leper Hospital of St. James (afterwards St. James's Palace). In the 15th century, Henry VI gave custody of the hospital into the hands of the provost and fellows of his newly founded college of Eton and with it the lands in and around Primrose Hill. The hospital was subsequently demolished in 1531, by Henry VIII, who then constructed St James's Palace as a smaller residence to escape formal court life. The property of Chalcot and its neighbourhood (forming part of Primrose Hill) remained in the ownership of Eton College. During this time, the land consisted of open farmland with hedgerow boundaries and some remaining trees believed to be the ancient Middlesex Forest. By the early 17th century the hill was noted for the primroses that grew upon it, which eventually led to it being known as Primrose Hill. By the 18th century there was little built development in or around the surrounding area. It wasn't until the early 19th century that the area was slowly redeveloped for housing.
- 4.143 Primrose Hill was still in the ownership of Eton College by the early 19th century and in c.1827, the provost and fellows of Eton began to see value in their property. They subsequently obtained an Act of Parliament enabling them to grant leases of lands in the parishes of Hampstead and Marylebone. In c.1829, plans were drawn up to develop the whole of Primrose Hill, including a new road linking to the north. No offers were, however, received for the land. In c.1831, a private individual leased the hill

intending to sub-let it to the Royal Botanical Society and in 1836, the London Cemetery Company made an application to turn Primrose Hill into a burial ground. Neither of the proposals was approved. Soon after the accession of Queen Victoria in 1838, endeavours were made to obtain Primrose Hill for the Crown as part of an extension to Regent's Park. A public act was subsequently passed for affecting an exchange between Her Majesty and Eton College. By this act, Eton College received certain property at Eton and gave up all their rights to Primrose Hill. Primrose Hill subsequently became Crown property in c.1841 and was opened to the public a year later.

- 4.144 In 1851, Primrose Hill, along with the parkland of Regent's Park, was transferred, by means of the Crown Land Act, from the management of the Commissioners of Woods, Forests and Chases to the newly formed Ministry of Works. Following this, improvement works were undertaken to Primrose Hill between 1851 and 1900, which included the laying of an extensive footpath system with lamps along the main routes and some new planting. By the late 1860's, Primrose Hill had become a popular place for public meetings, demonstrations, and rallies and, around this time, a Guards Drill Ground, Entrance Lodge and a Refreshment Lodge were constructed to the west and south west. Hyde Park was later chosen as an alternative area for demonstrations in the 20th century.
- 4.145 By the early 20th century, built development surrounded Primrose Hill on three sides (north, east, and west). At some point in the mid-20th century, the Refreshment Lodge was demolished and the Toilet Blocks and Children's Recreation Ground, was constructed Extensive tree removal also appears to have taken place within Primrose Hill by the mid to late 20th century. There has been little change to Primrose Hill since the mid-20th century, with the key exceptions being later alterations to the recreation ground and the construction of a circular hard surfaced viewing platform. It is confirmed within the register entry that Primrose Hill lost many of its mature trees during the storms of 1987 and 1990.

Summary of Significance

- 4.146 Primrose Hill covers an area of approximately 25 hectares, located to the north of Regent's Park. It rises steeply to a northern plateau from Prince Albert Road (which separates Primrose Hill and Regent's Park) before dropping down to the northern boundary at Elsworthy Road. There are various entrances into Primrose Hill, principally to the south west, south east and north east. There is only one entrance lodge, located to the south west, which dates to the mid to late 19th century (c.1870) and was constructed as part of the wider improvement works to the park. The lodge is designed in a vernacular architectural style with restrained gothic detailing. It is constructed from stock brick with sandstone dressings (painted white) with moulded architraves to the doors and windows, large gables, and tall projecting chimneystacks. There are no other buildings or structures within the park dating from this period.
- 4.147 The landscape interest of Primrose Hill is principally derived from its advantageous position overlooking the City of London. The summit of the hill is 206 feet above the River Thames and is marked by a large modern concrete viewing platform decorated with the points of a compass. There is also interest from the parks plain open grassed areas which are cut by tarred paths and radiate across from points on the east perimeter paths and from the south west and south eastern corners. Those to the

south of Primrose Hill are largely decorated with ornamental trees and lampposts. The boundary treatment to the park consists of various materials including railings, brick walls, clipped hedges, and shrubberies.

- 4.148 Overall, the character and appearance of the park derives as a 'park for the people' with its associations derived from the need of the local people as opposed to landed gentry or aristocrats.

Contribution of Site and Setting to Significance

- 4.149 The Site is located to the east of the registered park and garden, and forms part of the varied urban townscape of Camden Town. The Interchange Building (Grade II listed building) and its chimney is discernible in the middle distance, situated to the east of the panorama. The Site does not share any architectural, functional, or historic relationship with the RPG. Although the Interchange Building is visible, it does not contribute to the significance of the Registered Park and Garden.

5. Heritage Impact Assessment

Introduction

- 5.1 In accordance with the requirements of the NPPF 2021, the significance (and the contribution of the Site) of the identified heritage assets (**Section 2**), has been proportionately described in **Section 4**. This has been based on a review of published sources, a site visit, desktop, and archival research.
- 5.2 The relevant heritage legislative, policy and guidance is also set out in full at **Appendix 3**. This includes the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy set out in the NPPF 2021 and supported by the NPPG, and other local policy and guidance for development within the historic environment.
- 5.3 Together these sections and appendices of this report provide the appropriate context for the consideration of these application proposals.

Planning History

- 5.4 A previous application for the comprehensive redevelopment of Camden Lock Market was granted Planning Permission and Listed Building Consent on 22 July 2016 (2015/4774/P) and 18th August 2016 (2015/4812/L) respectively. The description of the proposal was as follows:

‘Demolition of existing timber Pavilion building, Middle Yard buildings and canopy structures and internal floors in East Yard. Construction of new Middle Yard building comprising basement and part three, part five storeys; single storey Pavilion building; new third storey on north-east of market hall building, bridge over the canal basin; deck area over Dead Dog Basin; and double pitched roof structure over East Yard. Change of use of existing East Vaults for flexible market uses (Classes A) and exhibition/events use (Classes D1 and D2); use of Middle Yard basement as exhibition/events venue (Classes D1 and D2); and use of the rest of the site for market uses (Classes A and B1). Ancillary works and alterations to existing structures and surfaces and other public real improvements.’

- 5.5 This permission has now lapsed, however, remains a material consideration.
- 5.6 On 12th June 2017, planning permission for a temporary scheme for the installation of 34 temporary market stalls (A5 Use) in the West Yard of Camden Lock Market was granted (2017/2378/P). Condition 3 of this planning permission states:
- ‘The market stalls hereby permitted are for a temporary period only. The temporary structures shall be removed completely on, or before the 12 June 2022’.*
- 5.7 Full details and scope of the planning application is described in the submitted Town Planning Statement, prepared by Gerald Eve LLP.

Application Proposals

5.8 The description of development is as follows:

“Introduction of new exhibition space, flexible events and market uses through a change of use of the existing East Vaults, installation of new retail shopfronts within West Yard; creation of a new jetty within Dead Dog Basin and erection of a temporary observation wheel together with ancillary works and alterations to existing structures, surfaces and other public realm improvements and associated works.”

5.9 There is a separate description of development for Listed Building Consent which is as follows:

“Internal and external alterations to the East Vaults to facilitate new exhibition, events and market uses together with ancillary uses”

5.10 This Proposed Development of the Site builds on the principles of the 2016 permission. The intention is to retain as much of the previous proposal as economically viable. A full drawings package and Design and Access Statement prepared by Piercy and Co. Architects, have been provided as part of the full application submission material and should be read in conjunction with this report. A summary of the key elements of the Proposed Development which are of relevance to this assessment is provided below:

- Introduction of new flexible exhibition space within the East Vaults.
- Construction of a new jetty with permanent mooring space within the Dead Dog Basin.
- Removal of the existing market stalls and benches within the West Yard.
- Construction of a temporary 40m bespoke observation wheel with associated bridge and decking within the West Yard.
- Black-painted metalwork and patterned balustrades at lower levels would reference existing materials and Victorian detailing within West Yard.
- Replacement of deceased tree and introduction of low-level planting with new railing beneath existing trees within West Yard.
- Reinstatement of paving and hard landscaping within West Yard following the removal of the observation wheel.
- Introduction of new access routes between West Yard and East Vaults, and openings between East Vaults and Dead Dog Basin.

Assessment of Built Heritage Impacts

Introduction

- 5.11 This section focusses on describing the likely effect of the Proposed Development on the particular significance of the relevant built heritage assets. At the end of this section the heritage impacts of the Proposed Development, are reviewed in light of the relevant statutory duties of the Planning Act 1990, national policy within the NPPF 2021 and supporting NPPG, and local planning policy and guidance to be applied with regard to change within the historic environment.
- 5.12 The assessment follows a thematic approach, addressing each element of the Proposed Development and the likely impact on heritage assets. That assessed is framed around the key elements of the Proposed Development:
- Construction and operation of the temporary observation wheel.
 - Refurbishment of the Interchange Building East Vaults and Dead Dog Basin.
 - Refurbishment and landscaping works to West Yard.
- 5.13 This is followed by a summary section that reviews the likely impacts to each of the relevant heritage assets from the Proposed Development as a whole.

Temporary Observation Wheel

Siting and Operation of the Observation Wheel

- 5.14 In the first instance, it is noted that judgements regarding the aesthetic and visual merits of the observation wheel, and relationship to the character and function of Camden Market are likely to be polarising, any may evoke strong reactions in favour and against. This assessment is informed by professional judgement and considers those matters only insofar as they relate to the likely temporary impacts on the significance of the relevant built heritage assets.
- 5.15 The Proposed Development includes the erection of a temporary observation wheel for a period of 5 years within the West Yard of Camden Markets (located within the Regent's Canal Conservation Area). Accordingly, there is potential for direct impacts on the significance of the conservation area through the siting of the structure, and indirect impacts on the significance of other built heritage assets through visual change in their settings.
- 5.16 Mindful of the extent of proposed visibility and heritage context, the Applicant has carefully considered matters of detailed design to minimise potential direct and indirect impacts and has engaged with key stakeholders prior to submitting the application, with feedback reflected in the Proposed Development. In addition, the Applicant has prepared a detailed Reinstatement Strategy for the observation wheel, demonstrating how, following the expiry of the temporary planning permission, the existing condition of West Yard will be reinstated while taking opportunities to deliver a range of enhancements. In those terms, the application demonstrates the reversibility of the temporary observation wheel and identifies a strategy and process for ensuring its removal at the end of the temporary planning permission, set out in the

Reinstatement Strategy. Accordingly, all heritage impacts associated with the proposed observation wheel are temporary, reversible, and short-term.

- 5.17 The siting, design and operation of the observation wheel has been given careful consideration and informed by pre-application feedback, including the DRP, GLA and Historic England.
- 5.18 The observation wheel would be sited in an area of prevailing modern surface pavers with piling required in this location and a single foundation pile within the canal basin. The strategy for construction of the observation wheel has is to avoid any potential impact to historic surface materials that contribute positively to the significance of the Regent's Canal Conservation Area. Should any historic surface materials be found below the modern pavers, they would be carefully stored for protection and reinstated after the removal of the temporary observation wheel (see Reinstatement Strategy). Those works form part of the wider proposals to enhance the quality and character of hard landscaping within the West Yard (see earlier in this section). In addition, all important trees within the Site (and adjoining) will be retained as part of the wider landscaping proposals, including the imposing Weeping Willows lining the canal and forming an important element of the Regent's Canal Conservation Area's appearance.
- 5.19 The siting strategy has been developed to ensure that the canal basin in West Yard remains open throughout the temporary installation. The canal basin is an important historic element of the West Yard and contributes positively to the Regent's Canal Conservation Area. The heritage interest can be attributed to the association with the West Yard's historic use and the relationship the basin has with surrounding canal infrastructure. There would be a temporary cessation of the movement of canal boats to/from the Regent's Canal into the West Yard basin, however this is mitigated to some degree by the re-opening of Dead Dog Basin.
- 5.20 A temporary bridge is proposed that would span the opening from the basin to the Regent's Canal during the operation of the observation wheel to maintain pedestrian movement around this part of Camden Market. This temporary bridge will form part of a wider area of refurbished decking located within the existing decking footprint. The use of lightweight materials and form would allow for basin opening to remain legible within West Yard for the duration of the Temporary Observation Wheel. The design would also complement the historically commercial and industrial character through references to the industrial ironwork (**Figure 5.1**).



Figure 5.1: Indicative CGI of the temporary bridge

- 5.21 The Proposed Development would introduce new land uses within the Site, albeit broadly aligned with the diverse mix of uses within the markets. This would see the replacement of temporary food stalls with a temporary observation wheel within the West Yard (and associated structures). The observation wheel would be aligned with that vibrant character and consistent with the existing and emerging character of Camden Market as a place of recreation, commercial activity, and well-known visitor destination (see Planning Statement, prepared by Gerald Eve).

Temporary Visual Effects of the Observation Wheel

- 5.22 The accompanying TVIA report prepared by Turley provides a full assessment of the potential visual impacts of the observation wheel that would be anticipated as part of the Proposed Development. The following section relates to the observation wheels potential impact to relevant heritage assets, including their setting, identified in **Section 2** of this report.

- 5.23 The temporary visual effects of the observation wheel are likely to cause the most significant heritage impacts. The observation wheel will be a prominent new element in parts of the Regent’s Canal Conservation Area, and in the townscape setting of other built heritage assets, for a temporary period, primarily due to its height, motion, and circular form.

- 5.24 In considering the potential visual impacts of the proposed observation wheel on the significance of heritage assets, the relevant Historic England guidance⁵² confirms that:

“There should not be a presumption against temporary structures simply because they are visible in the historic environment.”

⁵² Historic England. Temporary Structures in Historic Places (2010)

- 5.25 The observation wheel would be visible above the established roof line and announce the market within the townscape. The observation wheel would form a temporary local landmark due to its 'singularity' within the local townscape context and aid legibility from the Regent's Canal and nearby streets. Together with the refurbishment of the units overlooking West Yard (see later in this Section), it would also draw visitors into the market and increase the activity and vitality of this part of the conservation area.
- 5.26 Due to the height and scale of the observation wheel, there is a potential to affect the settings of a range of heritage assets – both in close proximity and at greater distances from the Site.
- 5.27 In that context, the key visual changes are summarised:
- From Camden High Street, the clearest views of the observation wheel would be from the bridge over the Regent's Canal, where it would be experienced between the Market Hall and the Interchange Building in the middle distance. In this view it would form a prominent feature on the local skyline, visible beyond the surrounding buildings. The Interchange Building would form the backdrop between the spokes due to the visual permeability of the Observation Wheel.
 - From Chalk Farm Road and Haverstock Hill, there would be occasional glimpses of the observation wheel in kinetic views when travelling along the road. The wheel's presence on the skyline is influenced by its relative orientation to the road alignment. For example, on the rising land at Haverstock Hill, the form of the wheel would be experienced in the distance with views of sky. The observation wheel would also be seen in context with historic landmarks, such as the Roundhouse, as well as modern infill development in and around the market but would be legible as a distinct and separate element due to interposing development and separation distances.
 - From Regent's Canal, the wheel would be noticeable in sequential views, including close-distance views from Camden Lock and the Roving Bridge. In these views, the observation wheel would form a prominent skyline feature visible beyond the surrounding buildings. It would be experienced face-on with partial views of the Interchange Building between the spokes of the lower portions of the wheel, and a large amount of sky in the upper portions. The siting of the observation wheel has been designed to allow the retention of the open canal basin, appreciable in some of the closer distance views, allowing retention of an evocative visual element of the conservation area's appearance and legibility of its historic character associated with the function of the canal (related to the settings of nearby listed buildings).
 - In long distance views from Regent's Park, Primrose Hill and Parliament Hill, the observation wheel would sit below the skyline and be experienced in context with the varied townscape. It would form a small part of the panorama and an appropriate choice of material palette would allow the wheel to recede into the view. As such, any perceptible change in long range views would be very limited.

- 5.28 The observation wheel would have greatest relative temporary impact on the significance of the Interchange Building (Grade II listed building) as it would distract from an appreciation of its external aesthetic qualities and historic function relationships with the canal and related basins. That visual impact has been, minimised, where possible, by the simplicity of the observation wheel's design, use of a simple dark colour palette and the degree of visual permeability. Notwithstanding that temporary adverse visual impact, the other important elements of the listed building's significance, notably plan form (that helps to illustrate its operation at the interface between canal and railway), design and historic fabric (that has technical interest, which helps to understand the historic operation of the building and illustrates the various phases of the building's development), and spatial qualities will be sustained. In fact, there will be permanent enhancements to those elements through other elements of the Proposed Development (see later in this Section). In conclusion, the observation wheel could cause less than substantial harm to the Interchange Building for the duration of its operation.
- 5.29 There will also be a related temporary impact on the character and appearance of the Regent's Canal Conservation Area, including the related group value of listed buildings near the Site, through change in part of their townscape settings. The observation wheel is a large structure that will be prominent in some experiences of moving along the Regent's Canal – predominantly from the east – due to its broadly linear character and the nature of interposing built form. Historic canal side/industrial areas sometimes contain large, functional metal structures associated with the function of those areas i.e., cranes that were often constructed based on a structural lattice; the observation wheel has a robust and simple structure that has some resonance with such structures. Notwithstanding, due to the total height, scale, movement, relative prominence of the observation wheel, and partial obscuring of the Interchange Building (as a landmark structure within the conservation area), this element of the Proposed Development will harm the significance of the conservation area for its duration, albeit the most significant elements of the designated heritage asset – including the alignment and fabric of the canal and its ongoing function, related structures and group value and related aesthetic and historic values will be sustained. In overall terms, the observation wheel would cause less than substantial harm to the significance of the Regent's Canal Conservation Area for the 5 year period of its operation.
- 5.30 In the case of other heritage assets, the perceived temporary impacts on their significance is more fleeting and less sensitive, due to limited visibility or the nature of that significance.
- 5.31 The proposed observation wheel will also provide opportunities for visitors to enjoy elevated views of the market complex, the Regent's Canal, and local heritage/townscape context. That will provide opportunities for visitors to gain a different appreciation of the history of this part of Camden and the significance of nearby heritage assets, including the former historic & functional connections between canal and railway, including the legible spatial relationships and connections. Those new experiences and appreciation of heritage significance are a public benefit, albeit temporary, to be considered in the overall planning balance.

Summary of the Likely Temporary Heritage Impacts of the Observation Wheel

5.32 The temporary nature of the observation wheel means that the impacts on heritage significance will be for a limited duration and reversible. The dense urban townscape in this location means visibility of the observation wheel will be contained locally, with partial views over a longer distance being less susceptible to change in relative terms. The most significant of the temporary impacts will be on the significance of the Interchange Building through change in part of its setting, which impacts on an appreciation of its landmark status and architectural quality, and on the significance of the Regent's Canal Conservation Area by distracting from an appreciation of the cohesive group value of the canal side structures and features and the reciprocal functional, historic, and aesthetic relationships. The considered approach to the construction and siting of the observation wheel means, however, that there will be no direct impacts on historic fabric or structures that contribute positively to the significance of the Regent's Canal Conservation Area.

5.33 The detailed design has identified measures to minimise and mitigate perceived heritage impacts, including:

- Use of a high-quality design, which refers to the industrial heritage of the area including exposed structural elements.
- Limited material and colour pallet, taking cues from the local character.
- Maintaining visibility of the canal basin as an open, water-filled feature and historic surfacing surrounding the Site.
- Minimising the prominence and visibility of any service structures, services, and associated structures.
- Retention of historic fabric that contributes positively to the significance of the relevant built heritage assets.
- Retention of the Weeping Willow in the south eastern corner of the Yard.

5.34 There will be no material impacts on the significance of the other identified built heritage assets.

5.35 The observation wheel is an integral element of the Proposed Development (and wider phased development of Camden Market), which includes a package of extensive, permanent, and enduring public benefits (see the Town Planning Statement, prepared by Gerald Eve LLP). The temporary less than substantial harm that has been identified must be given great weight and importance, to be considered against those public benefits in the overall planning balance.

Interchange Building East Vaults and Dead Dog Basin

5.36 The East Vaults and Dead Dog Basin form part of the Grade II listed Interchange Building. This area is currently suffers from water ingress and is being used for storage; alongside Dead Dog Basin, the area is not publicly accessible. These uses are not the 'best fit' for the significance of the listed building and there is an opportunity to better reveal and celebrate the significance of this important part of the listed building, which

will allow for greater appreciation of its technical architectural interest; evocative spatial qualities and character; and historic interest in the role as the interface between canal, road, and railway. The Proposed Development would secure a new use to the East Vaults that enables conservation and improvement to this currently underused space.

5.37 There would be direct impact on the fabric of the Interchange Building as part of these works with a potential to affect the buildings heritage significance. Overall, the works to this part of the listed building are low impact and low intensity, being designed to require minimal interventions to important historic fabric, with the design of interventions clearly related and consistent with the robust industrial character of the building.

5.38 The main works of this part of the Proposed Development can be summarised as:

- Alteration of the main entrance from Camden Lock Place, this is associated with the redevelopment of the building in 1990 for office use.
- Secondary access to East Vaults from West Yard, this would be a new access in the location of a market stall dating to the 1990s.
- Creation of an exhibition and gallery space within the existing East Vaults.
- New internal partition to create public facilities, refuse/recycling store and plant rooms. A servicing route will also be created to connect West Yard to Dead Dog Basin.
- Construction of a floating pontoon for canal boat mooring within Dead Dog Basin with access from Camden Lock Place through the East Vaults

5.39 The following principles have informed the proposed interventions to sustain the significance of the listed building:

- Maintaining an open character to the flexible exhibition space that is in keeping with its historic spatial quality.
- Retention of historic fixtures and fittings, including machinery (hydraulic Crane Slewing Gear), crane mountings, ventilation openings, sliding fire doors and hatches etc. that formed part of the warehouse operation and contribute positively to the significance of the listed building.
- Retention of structural steelwork, which forms an important component of the buildings architectural interest. This would also be conserved (where there are areas of corrosion) and exposed as part of the aesthetic qualities of the vaults.
- Conserving and revealing the jack arch brick ceiling, structural piers and raised areas which illustrate the building's historic use, its construction and presence of former railway platforms.

- Jack arch brick ceiling, structural piers and raised areas expressing the presence of former railway platforms that illustrate the building’s historic use and construction are to remain exposed and unaltered wherever possible.
- 5.40 The Proposals would remove some small areas of existing fabric (allowing for new openings and services) and changes to the internal circulation; however, key elements of historic fabric (as described above) and elements of historic equipment would be retained and form integral elements of the Proposed Design. By maintaining the historic aspects that have been identified as having heritage interest, it is considered that there would be no material reduction in an appreciation or understanding of the significance of the listed building.
- 5.41 The proposed new partitions will be glazed or constructed in blockwork. The partitions are required to create the public facilities, refuse/recycling store that support the wider functionality of the market and the plant room required to create a functional space in the East Vaults. The proposed partitions are kept to a minimum needed to deliver functional requirements; however, the resultant subdivision would impact the internal spatial quality of the building, reducing the openness of this space. At the public entrance the effect of subdivision is minimised through glazed partitions. Nevertheless, the partition of public facilities and refuse/recycling store will affect the ability to appreciate this space resulting in a degree of less than substantial harm.
- 5.42 The Proposed Development would facilitate public access to these parts of the listed building and, as such, better reveal the heritage significance of the listed building. A new access point from the West Yard to the East Vaults would increase permeability and facilitate greater pedestrian circulation. A refreshed gateway and entrance into the Interchange Building at the end of Camden Lock Place also provides a high-quality improvement to the existing service entrance and will have a positive effect on the appearance of the Regent’s Canal Conservation Area.
- 5.43 The proposals facilitate access to Dead Dog Basin, with access for public onto canal boats and via the canal on the London Waterbus. The Proposals include new openings to facilitate access from the East Vaults to the basin. These would be small and simply detailed, maintaining an appreciation of the spatial qualities and volume of the enclosed basin; the legibility of the wall plane; and distinction between basin and the vaults (**Figure 5.2**). Entering/exiting the basin via boat will improve the legibility and understanding of the function of the Interchange Building as the interface between canal and railway (as well as the earlier structure of the canal basin). Moreover, by moving along the canal via boat and entering the basin under the Grade II listed Interchange Canal Towpath Bridge⁵³, the Proposed Development will facilitate a better appreciation of that structure and the associated spatial and kinetic qualities of moving from the open canal to the enclosed basin.
- 5.44 To facilitate public access to the basin, via boat, a floating pontoon is required. The proposed jetty is designed as a simple subservient element that would allow the impressive spatial qualities of the enclosed basin and technical interest of the fabric to remain legible and clearly understood. Moreover, the pontoon will not impact on the evocative character and more intangible qualities of the space i.e., noise of water

⁵³ <https://historicengland.org.uk/listing/the-list/list-entry/1113239>

lapping against side walls of the basin, movement of water etc. To facilitate and support public access to the basin, a lighting strategy is proposed that has been designed to maintain the functional, industrial character of this part of the listed building and the related intangible qualities.



Figure 5.2: Illustrative CGI of Dead Dog Basin Proposal

- 5.45 In addition, the Proposed Development of the East Vaults and Dead Dog Basin would facilitate the removal of refuse from the Site via canal, consistent with the historic function and use of the canal as a means of transporting goods and materials.
- 5.46 In those terms, these works would allow for a better appreciation of the layered history of the development of Dead Dog Basin (and its related aesthetic qualities) and, through opening the East Vaults, will provide for greater appreciation of the construction of the listed building and how that construction/arrangement relates to its historic function as an interconnection between canal, railway, and road.
- 5.47 The Proposed Development delivers significant heritage benefits associated with a viable use and public access to the listed building, allowing new appreciation and understanding of the building's particular significance, including its function; structure; and historic connections to the canal. These are significant and enduring heritage (public) benefits that will enhance the significance of the Interchange Building, listed towpath bridge (at the entrance to basin) and the Regent's Canal Conservation Area. In our opinion, these benefits should be weighed favourably against any potential harm resulting from the partition

Refurbishment and Landscaping of West Yard

- 5.48 The key elements of refurbishment within the West Yard are focused on improvements to existing market units, including new shop fronts, and a new pavilion on the Sites

southern perimeter to house three additional stalls. In addition, there will be updated external lighting and the replacement of a deceased tree.



Figure 5.3: Existing plant room in West Yard



Figure 5.4: Indicative CGI of the proposed pavilion

5.49 The existing stalls date to the late 20th century and are of timber construction with glazing and painted a uniform black. The overall appearance of small independent stalls forms part of the existing character of Camden Lock Market; however, the built fabric of the stalls makes no contribution to the significance of the conservation area or nearby listed building(s), providing a recessive background for the independent retailers. This part of the Proposed Development will provide a high-quality refurbishment to the market stalls that would improve the overall appearance of this part of the conservation area. This would be consistent with the treatment of market stalls in Stables Yard, which has delivered an improved townscape appearance from that refurbishment. In overall terms, the proposed refurbishment of the market stalls

would sustain the character and appearance of the Regent's Canal Conservation Area and nearby listed buildings.

- 5.50 The new pavilion will replace an existing single storey building containing plant and services that was constructed in the late-20th century. The existing building has a plain brick elevation with tiled pitched roof (**Figure 5.3**). Due to its modern date and functional appearance, it does not contribute positively to the character and appearance of the Regent's Canal Conservation Area. The replacement with market stalls would be in keeping with the overall character and provide additional active frontage, consistent with and reinforcing the use of the conservation area in this location. The design would be high quality and visually integrate with the existing market buildings (**Figure 5.4**). Accordingly, the proposed new pavilion will sustain the significance of the Regent's Canal Conservation Area.
- 5.51 The refurbishment of the existing paving and public realm within the West Yard would focus on the accretion of 20th century surfacing that has resulted in changing levels and the use of inappropriate materials. There has been considerable alteration to some areas of historic surfacing in West Yard, with modern pavers located in the position of the market stalls. Importantly, the historic surface materials, which include the original stone copings to the canal edge and the granite paving within the West Yard, would be retained in-situ wherever possible as part of the Proposed Development. Should any historic surface materials require removal, including materials removed for the duration of the temporary observation wheel, they would be carefully stored for protection and reinstated following the removal of the temporary observation wheel (see Reinstatement Strategy). Through the appropriate choice of new surface materials, and a considered approach to help improve accessibility, the Proposed Development provides an opportunity to enhance the appearance of the historic surfacing and deliver a more consistent public realm to the benefit of this part of the Regent Canal Conservation Area's character and appearance.
- 5.52 The proposed lighting changes within West Yard would replace the existing varied lighting that is associated with piecemeal changes to the markets dating to the late 20th century. No historic lighting will be replaced. The lighting would be complementary to the proposed design changes in the West Yard and would overall create a consistent high-quality appearance that is considerate of the historic setting. As such, the proposed lighting would sustain the character and appearance of the Regent's Canal Conservation Area and nearby listed buildings.
- 5.53 The replacement of a deceased tree will enhance the appearance of the conservation area and be in keeping with the existing character.

Summary of Likely Built Heritage Impacts

5.54 The following table sets out the anticipated impacts on the significance of the relevant built heritage assets.

Table 5.1: Overview of Built Heritage Impacts

Heritage Asset	Element of the Proposed Development	Impact on Significance
Regent’s Canal Conservation Area	Observation Wheel	<ul style="list-style-type: none"> • Direct impacts. • Visually distract from appreciation of landmark qualities of the Interchange Building, primarily in views from the east, where its long elevation and chimney can be best appreciated, in the context of the canal and related structures i.e. Roving Bridge. • Visually distract from coherence of group value of canal-side structures to west of Hampstead Road Bridge. • Retain all positively contributing historic fabric and structures within the Site i.e. open basin and structure, paving etc. • Visual impacts reduced via design quality, choice of materials, simple colour palette etc. • Closing off the basin in West Yard will reduce legibility of historic connection to canal, mitigated by design of the temporary bridge, retention of water filled basin and siting of the ticket office on barge. • Provides opportunities for new, temporary elevated vantage points and views of the conservation area, including appreciation of the linear route of the canal, historic buildings and functional connections between canal, road, and railway.

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- All physical works are temporary and reversible.
 - Retains all positively contributing trees and provide opportunities to replace poor-quality / deceased examples.
 - Broadly aligned with the use character of the markets as part of the conservation area's character or appearance.

Temporary less than substantial harm.

The Interchange Building: East Vaults & Dead Dog Basin

- Direct impacts.
- Secure improved public access to the listed building, including from the canal, allowing for better appreciation of its heritage significance.
- Deliver sustainable new uses for this part of the listed building, aligned with use character of the conservation area.
- Positive interventions of high-design quality.

Permanent enhancement to significance.

West Yard

- Direct impacts.
- Improved architectural quality of market units.
- Improved hard landscaping.
- New pavilion that replaces functional structure containing plant.
- Supports vibrant use character of the markets as part of the conservation area's significance.

Permanent enhancement to significance.

Primrose Hill Conservation Area

Observation Wheel

- Indirect impacts, via change in setting and long-range views.
- In long distance views from Primrose Hill the observation wheel would sit below the skyline and be experienced in context with the varied townscape. It would form a small, temporary part of the panorama and an appropriate choice of material palette would allow the wheel to recede into the view.
- No material impact on an appreciation of the heritage significance of Primrose Hill, including the panoramic views across London and views towards strategic London landmarks.

No impact on significance i.e. significance would be sustained.

The Interchange Building: East Vaults & Dead Dog Basin

- Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.

No impact on significance i.e. significance would be permanently sustained.

West Yard

- Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.

No impact on significance i.e. significance would be permanently sustained.

Regent's Park Conservation Area and Grade I Registered Park and Garden of Special Historic Interest

Observation Wheel

- Indirect impacts, via change in setting and long-range views
- In long distance views from Regent's Park the observation wheel would sit on the skyline, screened by mature planting surrounding the park and be experienced in context with the varied townscape. It would form a small, background element from some limited viewpoints and an appropriate choice of material palette would allow the wheel to recede into the view.
- No material impact on an appreciation of the heritage significance of Regent's Park.

No impact on significance i.e. significance would be sustained.

The Interchange Building: East Vaults & Dead Dog Basin

- Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.

No impact on significance i.e. significance would be permanently sustained.

West Yard

- Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.

No impact on significance i.e. significance would be permanently sustained.

<p>Harmood Street Conservation Area</p>	<p>Observation Wheel</p>	<ul style="list-style-type: none"> • Indirect impacts, via change in setting and long-range views • The observation wheel would be visible on the skyline of the view south on Harmood Street, rising above existing terrace buildings to the south of the Street. For the temporary period there is a potential it may have a limited impact on the character and appearance of the conservation area by distracting from the coherent residential character. The visibility will be softened by mature trees and t experienced alongside notable London landmarks in the far distance such as Euston Tower and the BT Tower. As such the impact would be very limited in scale. • The impact would be temporary and reversable with the removal of the observation wheel. <p>Temporary less than substantial harm.</p>
	<p>The Interchange Building: East Vaults & Dead Dog Basin</p>	<ul style="list-style-type: none"> • Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset. <p>No impact on significance i.e. significance would be permanently sustained.</p>
	<p>West Yard</p>	<ul style="list-style-type: none"> • Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.

		<p>No impact on significance i.e. significance would be permanently sustained.</p>
<p>Interchange Building on North Side of Grand Union Canal, Oval Road Grade II Listed Building</p>	<p>Observation Wheel</p>	<ul style="list-style-type: none"> • Indirect impacts, via change in setting. • Visually distract from appreciation of landmark qualities of the Interchange Building, primarily in views from the east, where its long elevation and chimney can be best appreciated, in the context of the canal and related structures i.e. Roving Bridge. • Visual impacts reduced via design quality, choice of materials, simple colour palette etc. • Provides opportunities for new, temporary elevated vantage points and views of the listed building, including appreciation of the linear route of the canal, historic buildings and functional connections between canal, road, and railway. • Other important elements of the listed building's significance, notably plan form (that helps to illustrate its operation at the interface between canal and railway), historic fabric (that has technical interest, which helps to understand the historic operation of the building and illustrates the various phases of the building's development) and spatial qualities will be sustained. <p>Temporary less than substantial harm.</p>
	<p>The Interchange Building: East Vaults & Dead Dog Basin</p>	<ul style="list-style-type: none"> • Direct impacts. • Secure improved public access to the listed building, including from the canal, allowing for better appreciation of its heritage

significance.

- Deliver sustainable new uses for this part of the listed building and related management and maintenance.
- Positive interventions of high-design quality.
- Access to Dead Dog Basin via the canal will allow for a better appreciation of historic function of the listed building (as interface between railway and canal) as well as more intangible/evocative qualities of the enclosed basin, further improved by sensitive lighting design.

Permanent enhancement to significance

West Yard

- Indirect impacts, via change in setting.
- Due to the nature of the works and the nature of existing enclosing built form, the works will have no material impact on the significance of the listed building, including an appreciation of its architectural quality, landmark qualities, technical innovation, and historic function.

Permanently sustain significance.

The Interchange Canal
Towpath Bridge over Private
Canal Entrance
Grade II Listed Building

Observation Wheel

- Indirect impacts, via change in setting and medium range views
 - In close to medium range views from Regent's Canal the observation wheel would introduce a modern element into part of its setting. There is a potential to distract from the contribution made by the group value of contemporary heritage assets on the canal that contribute positively to the listed building's heritage significance.
-

-
- Visual impacts reduced via design quality, choice of materials, simple colour palette.
 - Provides opportunities for new, temporary elevated vantage points and views of the listed building, including appreciation of the linear route of the canal, historic buildings and functional connections between canal, road, and railway.
 - Other important elements of the listed building's significance notably the design, form and historic fabric (that has technical interest) will be sustained.

Temporary less than substantial harm

The Interchange Building: East Vaults & Dead Dog Basin

- Indirect impacts.
- Positive interventions of high design quality to the Interchange Building and Dead Dog Basin will improve the listed building's setting.
- Access to Dead Dog Basin via the canal will allow for a better appreciation of the architectural and historic interest of the bridge – including views of its structure from the underside – alongside the historic function of the Interchange Building (as interface between railway and canal).

Permanent enhancement to significance

West Yard

- Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.
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		No impact on significance i.e. significance would be permanently sustained.
Roving Bridge over Grand Union Canal west of Hampstead Road	Observation Wheel	<ul style="list-style-type: none"> • Indirect impacts, via change in setting and close to medium range views • In close to medium range views from Regent's Canal the observation wheel would introduce a modern element into part of its setting. There is a potential to distract from the contribution made by the group value of contemporary heritage assets on the canal that contribute positively to the listed building's heritage significance. • Visual impacts reduced via design quality, choice of materials, simple colour palette. • Provides opportunities for new, temporary elevated vantage points and views of the listed building, including appreciation of the linear route of the canal, historic buildings and functional connections between canal, road, and railway. • Other important elements of the listed building's significance notably the design, form and historic fabric (will be sustained).
Grade II Listed Building		
		Temporary less than substantial harm
	The Interchange Building: East Vaults & Dead Dog Basin	<ul style="list-style-type: none"> • Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.
		No impact on significance i.e. significance would be permanently

		<p>sustained.</p>
<p>Hampstead Road Lock on the Grand Union Canal Grade II Listed Building</p>	<p>West Yard Observation Wheel</p>	<ul style="list-style-type: none"> • Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset. <p>No impact on significance i.e. significance would be permanently sustained.</p> <ul style="list-style-type: none"> • Indirect impacts, via change in setting and close to medium range views • In close to medium range views from Regent’s Canal the observation wheel would introduce a modern element into part of its setting. There is a potential to distract from the contribution made by the group value of contemporary heritage assets on the canal that contribute positively to the listed building’s heritage significance. • Visual impacts reduced via design quality, choice of materials, simple colour palette. • Provides opportunities for new, temporary elevated vantage points and views of the listed building, including appreciation of the linear route of the canal, historic buildings and functional connections between canal, road, and railway. • Other important elements of the listed building’s significance notably the design, form and historic fabric (that has technical interest) will be sustained. <p>Temporary less than substantial harm</p>

	<p>The Interchange Building: East Vaults & Dead Dog Basin</p>	<ul style="list-style-type: none"> • Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset. <p>No impact on significance i.e. significance would be permanently sustained.</p>
	<p>West Yard</p>	<ul style="list-style-type: none"> • Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset. <p>No impact on significance i.e. significance would be permanently sustained.</p>
<p>Regent's Canal Information Centre (former lock keepers cottager) Grade II Listed Building</p>	<p>Observation Wheel</p>	<ul style="list-style-type: none"> • Indirect impacts, via change in setting and close to medium range views • In close to medium range views from Regent's Canal the observation wheel would introduce a modern element into part of its setting. There is a potential to distract from the contribution made by the group value of contemporary heritage assets on the canal that contribute positively to the listed building's heritage significance • Visual impacts reduced via design quality, choice of materials, simple colour palette. • Provides opportunities for new, temporary elevated vantage points and views of the listed building, including appreciation of the linear route of the canal, historic buildings and

	<p>functional connections between canal, road, and railway.</p> <ul style="list-style-type: none"> • Other important elements of the listed building's significance notably the design, form and historic fabric (that has technical interest) will be sustained.
	<p>Temporary less than substantial harm</p>
The Interchange Building: East Vaults & Dead Dog Basin	<ul style="list-style-type: none"> • Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.
	<p>No impact on significance i.e. significance would be permanently sustained.</p>
West Yard	<ul style="list-style-type: none"> • Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.
	<p>No impact on significance i.e. significance would be permanently sustained.</p>
Hampstead Road Bridge over Grand Union Canal Grade II Listed Building	<ul style="list-style-type: none"> • Indirect impacts, via change in setting and close to medium range views • In close to medium range views from Regent's Canal the observation wheel would introduce a modern element into part of its setting. There is a potential to distract from the contribution made by the group value of contemporary

heritage assets on the canal that contribute positively to the listed building's heritage significance.

- Visual impacts reduced via design quality, choice of materials, simple colour palette.
- Provides opportunities for new, temporary elevated vantage points and views of the listed building, including appreciation of the linear route of the canal, historic buildings and functional connections between canal, road, and railway.
- Other important elements of the listed building's significance notably the design, form and historic fabric (that has technical interest) will be sustained.

Temporary less than substantial harm

The Interchange Building: East Vaults & Dead Dog Basin

- Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.

No impact on significance i.e. significance would be permanently sustained.

West Yard

- Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.

No impact on significance i.e. significance would be permanently

		sustained.
<p>Nos.38-46, Jamestown Road and Nos. 24, 26 and 28 Oval Road (formerly Gilbey House)</p> <p>Grade II Listed Buildings</p>	<p>Observation Wheel</p>	<ul style="list-style-type: none"> • Indirect impacts, via change in setting and medium range views • In views of the listed building from the Regent’s Canal the observation wheel would only be partially visible and experienced in context with the varied townscape. It would form a small, temporary part of the view and an appropriate choice of material palette would emphasise it as a visually recessive element of their settings. • No material impact on an appreciation of the heritage significance of the building. <p>No impact on significance i.e. significance would be sustained.</p>
	<p>The Interchange Building: East Vaults & Dead Dog Basin</p>	<ul style="list-style-type: none"> • Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset. <p>No impact on significance i.e. significance would be permanently sustained.</p>
	<p>West Yard</p>	<ul style="list-style-type: none"> • Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset. <p>No impact on significance i.e. significance would be permanently sustained.</p>

**Stanley Sidings, Stables to east of Bonded Warehouse
Grade II Listed Building**

Observation Wheel

- Indirect impacts, via change in setting and medium range views
- In views of the listed building from Chalk Farm Road the observation wheel would only be partially visible on the skyline and experienced in context with the varied townscape. It would form a small, temporary part of the view and an appropriate choice of material palette would emphasise it as a visually recessive element of their settings.
- No material impact on an appreciation of the heritage significance of the building.

No impact on significance i.e. significance would be sustained.

The Interchange Building: East Vaults & Dead Dog Basin

- Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.

No impact on significance i.e. significance would be permanently sustained.

West Yard

- Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.

No impact on significance i.e. significance would be permanently sustained.

Horse Hospital with ramps and boundary wall at north of site
Grade II* Listed Building

Observation Wheel

- Indirect impacts, via change in setting and medium range views
- In views of the listed building from Chalk Farm Road the observation wheel would only be partially visible on the skyline and experienced in context with the varied townscape. It would form a small, temporary part of the view and an appropriate choice of material palette would emphasise it as a visually recessive element of their settings.
- No material impact on an appreciation of the heritage significance of the building, including its interior and robust external character that help to better understand its historic function.

No impact on significance i.e. significance would be sustained.

The Interchange Building: East Vaults & Dead Dog Basin

- Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.

No impact on significance i.e. significance would be permanently sustained.

West Yard

- Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.

No impact on significance i.e. significance would be permanently

		sustained.
Primrose Hill Registered Park and Garden of Special Historic Interest (Grade II)	Observation Wheel	<ul style="list-style-type: none"> • Indirect impacts, via change in setting. • In long distance views from Regent’s Park, the observation wheel would sit below the skyline and be experienced in context with the varied townscape. It would form a small, temporary part of the panorama and an appropriate choice of material palette would emphasise it as a visually recessive element of their settings. • No material impact on an appreciation of the heritage significance of Primrose Hill, including the panoramic views across London and views towards strategic London landmarks.
		No impact on significance i.e. significance would be sustained.
	The Interchange Building: East Vaults & Dead Dog Basin	<ul style="list-style-type: none"> • Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.
		No impact on significance i.e. significance would be permanently sustained.
	West Yard	<ul style="list-style-type: none"> • Due to separation distances, interposing built form and nature of the proposed works there would be no appreciation of this part of the Proposed Development from the heritage asset.

No impact on significance i.e. significance would be permanently sustained.

Review of Heritage Legislation, Policy and Guidance

- 5.55 As outlined in the Design and Access Statement, prepared by Piercy and Co. Architects, the Proposed Development has been informed by a detailed understanding of the Site constraints, including the particular significance of relevant built heritage assets. This includes consideration of both the contribution made by the Site and setting to the significance of the heritage assets.
- 5.56 The impacts of the Proposed Development on the significance of the relevant built heritage assets is not consistent and is informed by the contribution of setting (and the Site) to their particular significance and matters of proximity, interposing landscaping and built form and extent of visibility of new built form.
- 5.57 In overall terms, the temporary observation wheel will cause less than substantial harm to the significance of eight designated heritage assets for the duration of its operation. Within this identification of heritage harm, the levels of less than substantial harm can be identified, in relative terms, on the following basis:
- **The Interchange Building (Grade II listed building)** – moderate level of less than substantial harm, falling within the middle of the spectrum of harm.
 - **The Regent’s Canal Conservation Area** – a moderate level of less than substantial harm to the significance, falling within the middle of the spectrum of harm.
 - **Harmood Street Conservation Area** – low level of less than substantial harm to the significance, falling within the lower end of this classification (or ‘spectrum of harm’).
 - **Hampstead Road Bridge over Grand Union Canal / Hampstead Road Lock on the Grand Union Canal / Roving Bridge over Grand Union Canal / The Interchange Canal Towpath Bridge / Regent’s Canal Information Centre (Grade II listed buildings)** – low level of less than substantial harm to the significance, falling within the lower end of this classification (or ‘spectrum of harm’).
- 5.58 The Applicant has given significant weight to identifying and specifying opportunities to minimise and mitigate that heritage harm through careful consideration of design, siting, and construction. The Reinstatement Strategy also confirms how the observation wheel will be removed at the end of the temporary planning permission, such that all effects are temporary, transient, and reversible.
- 5.59 The observation wheel is an integral element of the Proposed Development that delivers a package of extensive, permanent, and enduring public benefits (see the Town Planning Statement, prepared by Gerald Eve LLP). The temporary less than substantial harm that has been identified must be given great weight and importance, to be considered against those public benefits in the overall planning balance.
- 5.60 The temporary observation wheel would sustain the significance of the other relevant built heritage assets.

5.61 The works to the Interchange Building (East Vaults and Dead Dog Basin) would secure permanent, substantial, and enduring enhancements to the significance of the Interchange Building and the Regent's Canal Conservation Area. The significance of the other heritage assets would be sustained by these elements of the Proposed Development.

Statutory Duties - The Planning (Listed Buildings and Conservation Area) Act 1990

5.62 In light of the relevant statutory duty of the Planning Act 1990 (s.66(1)), considerable weight and importance must be given to the requirement to pay special regard to the desirability of preserving the special interest and setting of any listed buildings as part of any application determination.

5.63 It is also a statutory duty under s.72(1) of the Planning Act to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area, within which the Site is located. The setting of a conservation area is not enshrined in legislation and does not, therefore, attract the weight of statutory protection and should, as in this case, be assessed in respect of relevant national and local planning policies.

5.64 In overall terms, and in accordance with the legislative and policy requirements, the Proposed Development has been designed with the objective of reducing the impact on the character or appearance of the relevant conservation areas and the special interest and settings of the relevant listed buildings.

5.65 In that context, the observation wheel will cause temporary harm to the character or appearance of the Regent's Canal and Harmood Street Conservation Areas, and the special interest and setting of the Interchange Building Hampstead Road Bridge over Grand Union Canal, Hampstead Road Lock on the Grand Union Canal, Roving Bridge over Grand Union Canal, The Interchange Canal Towpath Bridge and Regent's Canal Information Centre listed buildings. The Proposed Development will secure significant permanent enhancements to the character or appearance of the Regent's Canal Conservation Area and Interchange Building and enhancements to the significance of the Interchange Canal Towpath Bridge through works to the East Vaults, Dead Dog Basin and West Yard.

5.66 The Proposed Development would preserve the character or appearance of the Primrose Hill and Regent's Park Conservation Areas and special interest and settings of the other relevant listed buildings.

National Policy NPPF 2021

5.67 In accordance with the requirements of paragraphs 194–195 of the NPPF, the significance (and, where relevant, any contribution of setting to that significance) of the identified designated heritage assets has been described proportionately in **Sections 2** and **Section 4** of this report.

5.68 It is explained in this report (and the supporting material to the application) how account has been taken, in developing the Proposed Development, of the principles set out within paragraph 197 of the NPPF. The design process, and how those principles have been addressed are set out in the Design and Access Statement, prepared by Piercy and Co. Architects.

- 5.69 The Proposed Development would sustain the significance of most of the relevant conservation areas, listed buildings and Registered Parks and Gardens of Special Historic Interest, consistent with the requirements of paragraph 199.
- 5.70 The NPPF also sets out at paragraph 200 that any harm to, or loss of, significance of a designated heritage asset should require clear and convincing justification. It has been identified in this report that the Proposed Development, specifically through the visual impacts of the temporary observation wheel, would result in a degree of harm to the significance of eight designated heritage assets, for the duration of its operation. The Proposed Development has identified measures to minimise and/or mitigate this heritage harm where possible.
- 5.71 The NPPG confirms that “substantial harm” is a high test, so it may not arise in many cases. It is the degree of harm to the asset’s significance rather than the scale of development that should be assessed. It has been confirmed that for harm to be substantial there would have to be such a serious impact on the significance of the heritage asset that its significance was either vitiated altogether or very much reduced.⁵⁴
- 5.72 Having regard to the assessment in this Section; relevant guidance; and case law, the harm caused to the significance of those identified designated heritage assets by the temporary observation wheel would be less than substantial for the purposes of the NPPF; ranging from the middle to the lower end of the ‘spectrum of harm’ envisaged by the NPPF. Notwithstanding its temporary and reversible nature, that less than substantial harm must be accorded considerable weight and importance.
- 5.73 Paragraph 202 of the NPPF, regarding less than substantial harm is, therefore, engaged. This paragraph states that under these circumstances, any such harm should be weighed against the “public benefits” of the proposals, including where appropriate securing the optimum viable use of the asset(s).
- 5.74 The term “public benefit” is defined in the NPPG as anything that delivers economic, social, and environmental progress as described in the NPPF. It is advised that public benefits should flow from development and they should be of a scale to be of benefit to the public at large, however, such benefits do not always have to be visible or accessible to the public to be genuine public benefits.⁵⁵
- 5.75 The Town Planning Statement prepared by Gerald Eve LLP, describes in full the public benefits that could be delivered by the Proposed Development and associated planning balance, confirming that the Proposed Development would be sustainable development when considered in overall terms.
- 5.76 In accordance with paragraph 206 of the NPPF, the Proposed Development would, through the works to Dead Dog Basin, the East Vaults of the Interchange Building and West Yard, enhance the significance of the Regent’s Canal Conservation Area and

⁵⁴ Bedford Borough Council v Secretary of State for Communities and Local Government and NUON UK Ltd [2012] EWHC 4344 (Admin) and The London Historic Parks and Gardens Trust v The Minister of State for Housing and Westminster City Council [2022] EWHC 829 (Admin)

⁵⁵ NPPG, Paragraph: 020 Reference ID: 18a-020-20140306

Interchange Building and enhancements to the significance of the Interchange Canal Towpath Bridge.

London Plan 2021

- 5.77 This report appropriately identifies the designated heritage assets that could be affected by the Proposed Development. It describes how the development is sympathetic to the heritage assets significance and how they would be conserved and or incorporated where appropriate. This is in accordance with Policy HC1 of the London Plan.
- 5.78 Where the Proposed Development has a potential to affect heritage assets and their settings this has been mitigated through a sympathetic design. The design has also been developed to reduce and avoid harm where possible through an iterative design process informed by an understanding of the heritage assets significance and through consultation with the LPA. Moreover, the Proposed Development has been designed to deliver a number of enhancements to heritage assets including permanent enhancements to the Regent's Canal Conservation Area and the Grade II listed Interchange Building. This is in accordance with Policy HC1 of the London Plan.

Camden Local Plan (2017)

- 5.79 In respect to Policy D1 (Design) the Proposed Development would deliver a high-quality design that respects the character of the local area. This has been achieved through an iterative design process set out in full within the accompanying DAS.
- 5.80 In respect to Policy D2 (Heritage Assets) the Proposed Development has been designed to deliver a number of enhancements to heritage assets including permanent enhancements to the Regent's Canal Conservation Area and the Grade II listed Interchange Building. Where impacts have been identified, these are temporary and reversible. Accordingly the Proposed Development is in accordance with Policy D2.

6. Summary and Conclusions

6.1 This Built Heritage Statement has been prepared by Turley Heritage on behalf of the Applicant to provide relevant and proportionate information to the local planning authority regarding heritage impacts, in support of an application for the Proposed Development at Camden Lock Market. This work has been undertaken in accordance with best practice guidance and advice as established by DCMS and Historic England and satisfies the requirements of paragraphs 194-195 of the NPPF 2021.

6.2 **Section 2** of this report identifies the relevant built heritage assets within the vicinity of the Site, the significance of which may be affected by the Proposed Development, comprising:

- Regent's Canal Conservation Area.
- Primrose Hill Conservation Area.
- Regent's Park Conservation Area and Grade I Registered Park and Garden of Special Historic Interest.
- Harmond Street Conservation Area.
- Interchange Building on North Side of Grand Union Canal, Oval Road (Grade II Listed Building).
- The Interchange Canal Towpath Bridge over Private Canal Entrance (Grade II Listed Building).
- Roving Bridge over Grand Union Canal west of Hampstead Road (Grade II Listed Building).
- Hampstead Road Lock on the Grand Union Canal (Grade II Listed Building).
- Regent's Canal Information Centre (former lock keepers cottager) (Grade II Listed Building).
- Hampstead Road Bridge over Grand Union Canal (Grade II Listed Building).
- Nos.38-46, Jamestown Road and Nos. 24, 26 and 28 Oval Road (formerly Gilbey House) (Grade II Listed Buildings).
- Stanley Sidings, Stables to east of Bonded Warehouse (Grade II Listed Building).
- Horse Hospital with ramps and boundary wall at north of site (Grade II* Listed Building).
- Primrose Hill Registered Park and Garden of Special Historic Interest (Grade II).

6.3 **Section 3** provides a summary of the historic development of the Site and local context to inform the proportionate statements of significance provided at **Section 4** for each

of the identified built heritage assets that would be potentially affected by the Proposed Development, including an assessment of the Site's contribution (if any) to significance as an element of each asset and / or its setting (as relevant)⁵⁶. That assessment is based on published information, targeted research and on-site visual survey, and is proportionate to both the importance of the identified heritage assets and the relative impacts of the Proposed Development. This is consistent with Step 2 of the relevant Historic England best practice advice⁵⁷ and requirements of paragraph 194 of the NPPF.

- 6.4 **Section 5** provides a review the Proposed Development, and their potential impacts on the significance of the identified heritage assets considering the relevant legislation, national and regional / local planning policy, and guidance for change within the historic environment. The assessment of heritage impacts should also be read in conjunction with the full submission material, including drawing, illustrations, Design and Access Statement prepared by the project architects, as well as the Reinstatement Strategy, Landscape Design and Plans, Accurate Visual Representations (AVR), and the Town Planning Statement.
- 6.5 The introduction of the observation wheel for a temporary period of 5 years would have an impact on the local character and views. The dense urban townscape in this location will mean visibility of the observation wheel is contained locally, with partial longer-range views being less susceptible to change. Although some impacts are likely to result as a result due to the scale of change to local views, the design takes in consideration the prevailing aesthetic of historic industrial buildings, celebrating the structure and engineering of the observation wheel in a manner consistent with heroic Victorian engineering associated with the canals and railway. This considered design would help visually integrate the structure within the existing West Yard. The temporary nature of the proposed wheel will mean that setting or visual impacts would be for a limited duration and reversible.
- 6.6 This report has identified that the observation wheel would cause temporary harm to the character or appearance of the Regent's Canal and Harmond Street Conservation Areas, and the special interest and setting of the Interchange Building Hampstead Road Bridge over Grand Union Canal, Hampstead Road Lock on the Grand Union Canal, Roving Bridge over Grand Union Canal, The Interchange Canal Towpath Bridge and Regent's Canal Information Centre listed buildings. The harm caused to the significance of those identified designated heritage assets by the temporary observation wheel would be less than substantial for the purposes of the NPPF; ranging from the middle to the lower end of the 'spectrum of harm' envisaged by the NPPF.
- 6.7 Paragraph 202 of the NPPF, regarding less than substantial harm is, therefore, engaged. This paragraph states that under these circumstances, any such harm should be weighed against the "public benefits" of the proposals, including where appropriate securing the optimum viable use of the asset(s). The Town Planning Statement prepared by Gerald Eve LLP, describes in full the public benefits that could be delivered by the Proposed Development and associated planning balance, confirming that the

⁵⁶ Historic England Advice Note 12: Statements of Heritage Significance, 2019

⁵⁷ Historic England Good Practice Advice in Planning 3 (2nd Edition): Setting and Views, 2017

Proposed Development would be sustainable development when considered in overall terms.

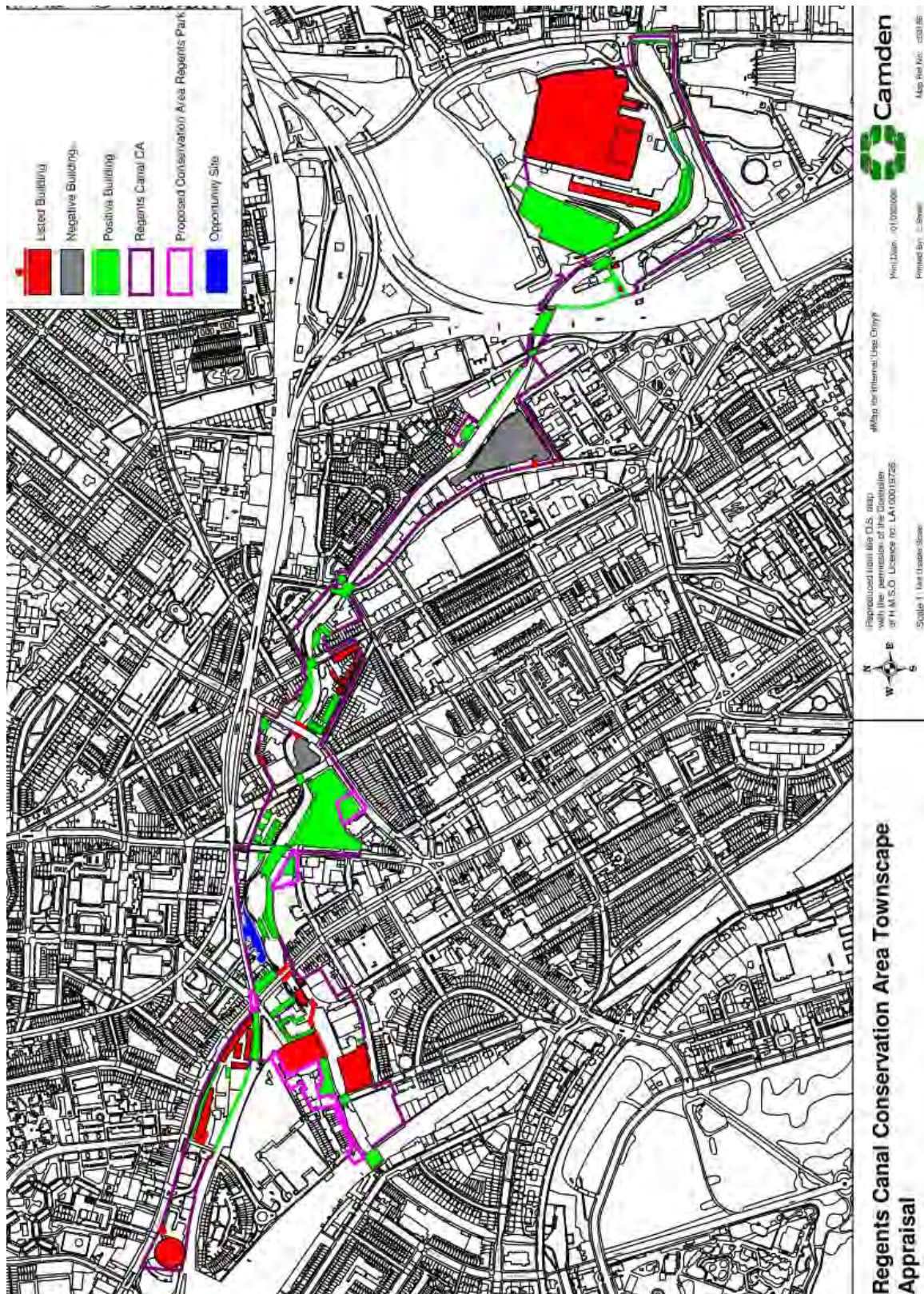
- 6.8 The Proposed Development would deliver high-quality improvements to Camden Market, including includes the introduction of new exhibition space within the East Vaults of the grade II listed Interchange Building. The Proposed Development would secure a viable use that enables conservation and improvement works to this currently underused space. Moreover, the works would enable public access to appreciate this part of the heritage asset, revealing a space that demonstrates the buildings historic function and use. In the West Yard, the proposals seek to provide a high-quality refurbishment to the market stalls that would improve the overall appearance of the conservation area. This is consistent with the treatment of market stalls in Stables Yard, which has demonstrated the improved townscape appearance resulting from a refurbishment. The improvements to the public realm and landscaping would enhance accessibility within Camden Market and improve the overall appearance in a manner consistent with the character and appearance of the Regent Canal Conservation Area.
- 6.9 Accordingly, these proposals would satisfy the requirements of the relevant statutory duties (Planning (Listed Buildings and Conservation Areas) Act 1990); national policy and guidance (NPPF 2021 paragraphs 194, 197, 199, 200, 202 and 206 and NPPG); and regional and local policy / guidance (London Plan 2021 Policy HC1 and Camden Local Plan 2017 Policies D1 and D2) with regard to change within the historic environment.

Appendix 1: Conservation Area Boundary Maps

Boundary Map – Regent’s Canal Conservation Area (LBC)

- Camden Town Conservation Area (LBC)**
- Primrose Hill Conservation Area (LBC)**
- Regent’s Park Conservation Area (LBC)**
- Harmood Conservation Area (LBC)**

Regent's Canal Conservation Area (purple boundary)



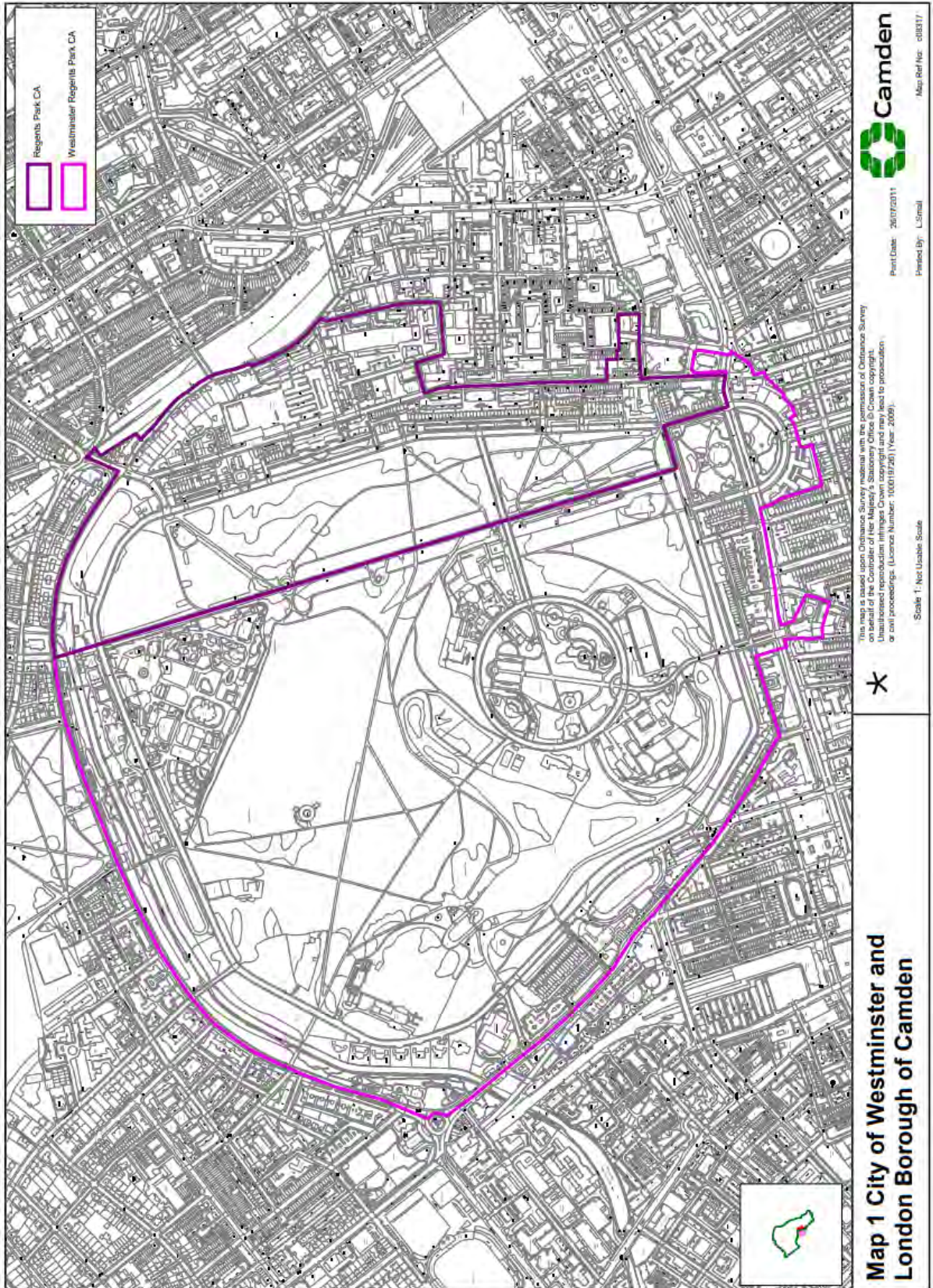
Camden Town Conservation Area (purple boundary)



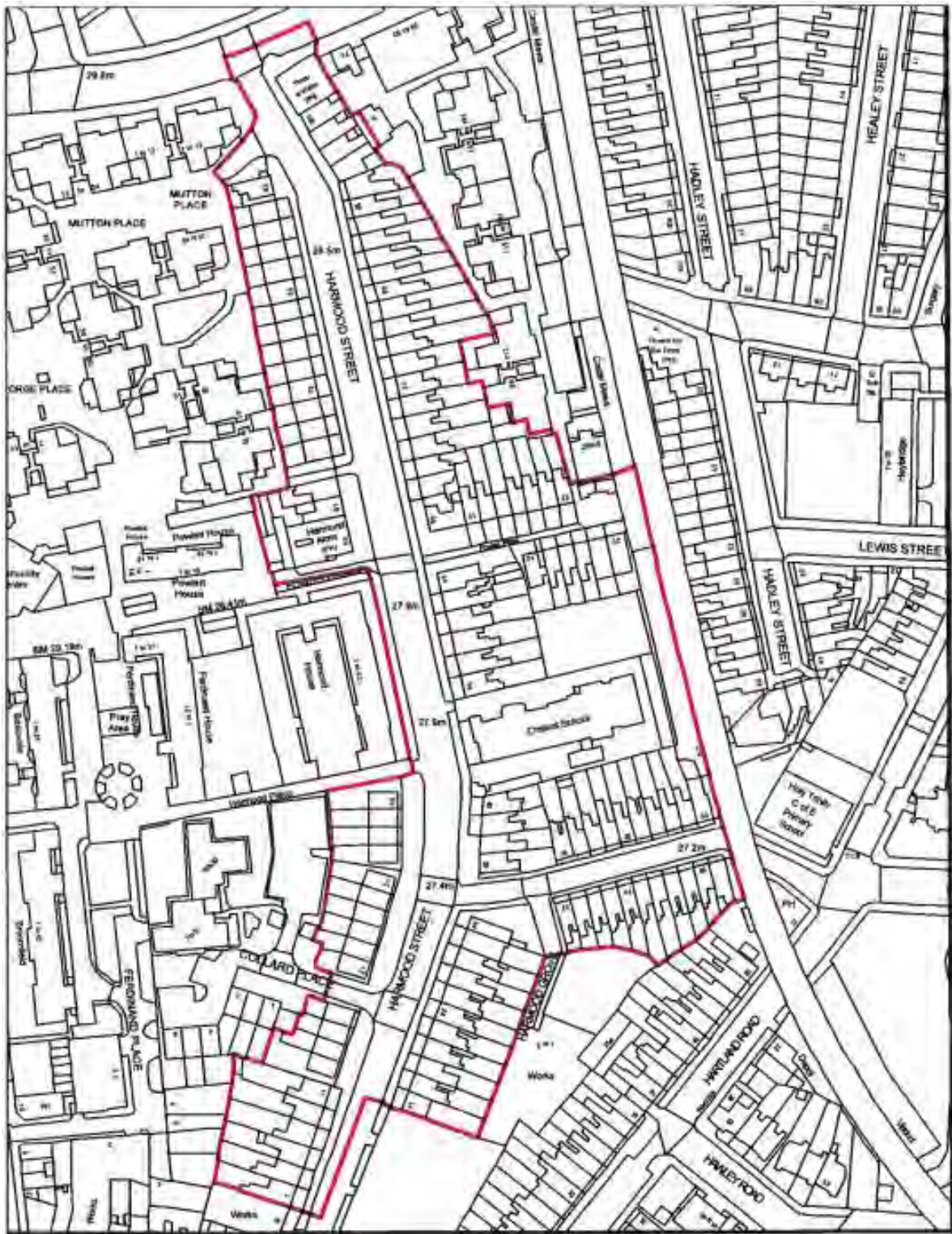
Primrose Hill Conservation Area



Regent's Park Conservation Area



Harmood Conservation Area



Harmood Street Conservation Area



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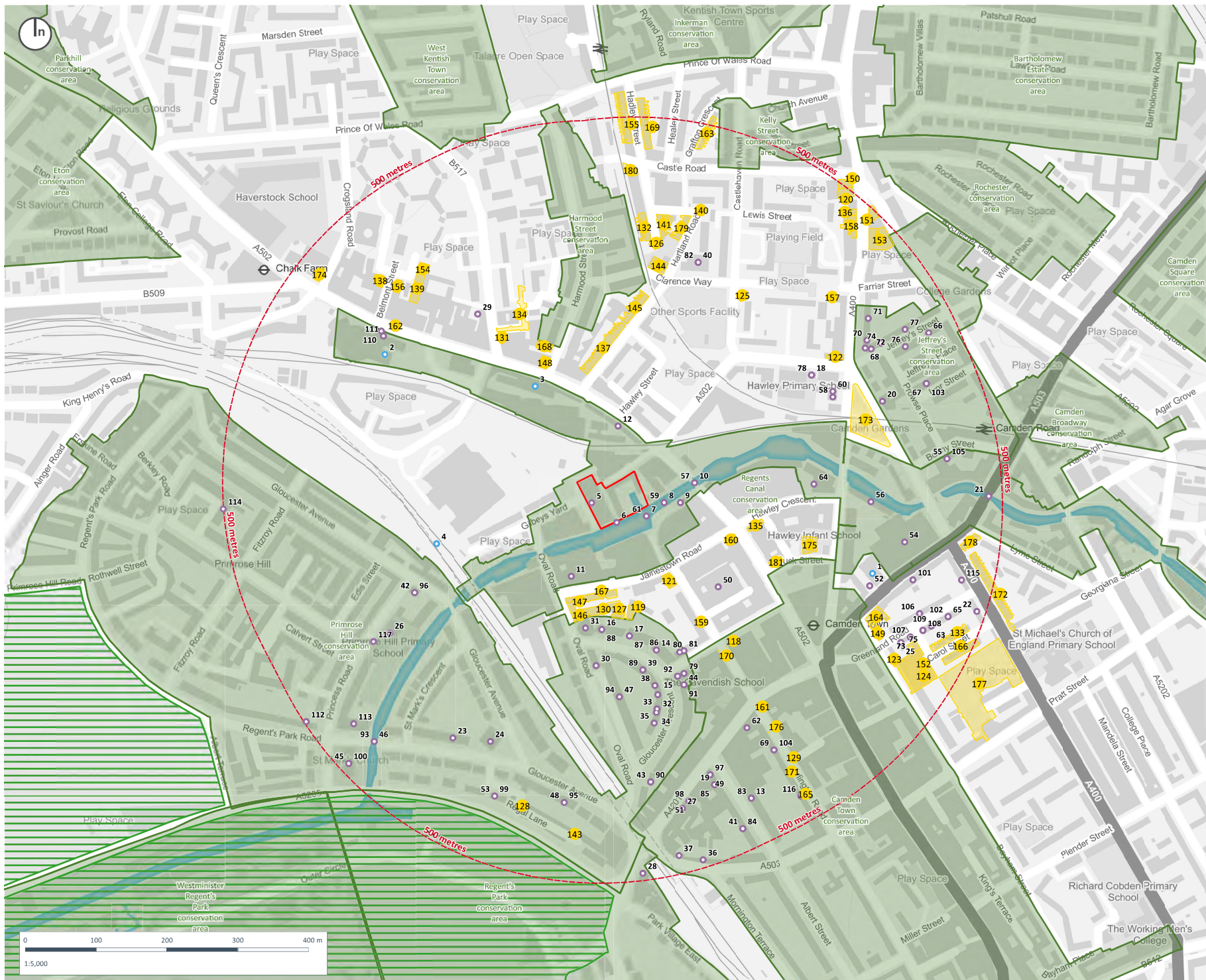
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Print Date: 07/10/2005
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Appendix 2: Heritage Asset Plan



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- Application Site
- Study Area
- Listed Buildings**
- I
- II*
- II
- Registered Park and Garden
- Locally Listed Buildings
- Conservation Area

CLIENT:
 Camden Lock Market Limited

PROJECT:
 Camden Lock Market

DRAWING:
 Heritage Asset Plan

PROJECT NUMBER:
 LABH3000

DRAWING NUMBER: GIS_100 **CHECKED BY:** HB-S

REVISION: 1.0 **STATUS:** Draft

DATE: 19/01/2022 **SCALE:** 1:5,000 @ A3

Ref	Name	Grade
1	Church Of St Michael	II*
2	The Roundhouse	II*
3	Horse Hospital With Ramps And Boundary Wall At North Of Site	II*
4	Camden Incline Winding Engine House	II*
5	The Interchange On North Side Of Grand Union Canal Including The Horse Tunnel And Stairs, Vaults And Canal Basin	II
6	The Interchange Canal Towpath Bridge Over Private Canal Entrance	II
7	Roving Bridge Over Grand Union Canal West Of Hampstead Road Lock	II
8	Hampstead Road Lock On The Grand Union Canal	II
9	Regents Canal Information Centre	II
10	Hampstead Road Bridge Over Grand Union Canal	II
11	24, 26 And 28, Oval Road (see Details For Further Address Information)	II
12	Stanley Sidings, Stables To East Of Bonded Warehouse	II
13	Numbers 90-118 And Attached Railings	II
14	24 To 29, Gloucester Crescent	II
15	23, Gloucester Crescent	II
16	36 To 41, Gloucester Crescent	II
17	30 To 35, Gloucester Crescent	II
18	1, Hawley Road	II
19	Numbers 123-139 And Attached Railings	II
20	Numbers 162-168 And Attached Railings	II
21	North Road Bridge Over The Grand Union Canal	II
22	107-117, Camden Street	II
23	10, Regents Park Road	II
24	Cecil Sharp House	II
25	6 And 8, Greenland Road	II
26	Primrose Hill Infants School	II
27	87, Parkway	II
28	Numbers 119, 121 And 123 And Attached Railings	II
29	Kent House	II
30	2-10, Oval Road And Attached Railings	II
31	Piano Factory Building	II
32	62 And 63, Gloucester Crescent	II
33	64 And 65, Gloucester Crescent	II
34	66 And 67, Gloucester Crescent	II
35	68, 69 And 70, Gloucester Crescent	II
36	Numbers 62-82 And 68a And Attached Railings	II
37	Number 84 And Attached Railings	II
38	60 And 61, Gloucester Crescent	II
39	52-59, Gloucester Crescent	II
40	Church Of The Holy Trinity With St Barnabas	II
41	Numbers 99-121 And Attached Railings	II
42	The Engineer Public House And Attached Wall	II
43	1 And 2, Gloucester Crescent	II
44	3 To 22, Gloucester Crescent	II
45	Church Of St Mark	II
46	Grafton Bridge Over The Grand Union Canal	II
47	Numbers 1-22 And Attached Railings	II
48	15 To 31, Gloucester Avenue	II
49	Spread Eagle Public House	II
50	Arlington House (former Camden Town Rowton House)	II
51	81, Parkway	II
52	War Memorial At The Church Of St Michael	II
53	1-15, Prince Albert Road	II
54	Sainsbury's Supermarket	II
55	Numbers 2-8 And Railings To Areas	II
56	1-12 Grand Union Walk	II
57	Hampstead Road Bridge Over Grand Union Canal	II
58	55, Kentish Town Road	II
59	Hampstead Road Lock On The Grand Union Canal	II
60	Numbers 57-63 And Attached Garden Railings, Wall, Pillar And Gate	II

Ref	Name	Grade
61	Roving Bridge Over Grand Union Canal West Of Hampstead Road Lock	II
62	Palmer's Pet Stores	II
63	Numbers 16 To 22 And Attached Railings	II
64	The Elephant House Including Former Coopers' Building, Boundary Walls And Gate Piers	II
65	Numbers 24 To 34 And Attached Railings	II
66	Numbers 22 To 28 And Attached Railings	II
67	8, 9 And 10, Ivor Street	II
68	46, Kentish Town Road (see Details For Further Address Information)	II
69	Numbers 157, 159 And 161 And Attached Railings To Front	II
70	Numbers 48 And 50 And Attached Railings	II
71	52-64, Kentish Town Road	II
72	Numbers 1 And 1a And Attached Wall	II
73	12, Greenland Road	II
74	Numbers 3 To 9 And Attached Railings	II
75	14, Greenland Road	II
76	Numbers 4 To 20 Jeffrey's Street And Number 10 Prowse Place And Attached Railings	II
77	Numbers 11 To 33 And Attached Railings	II
78	1, Hawley Road	II
79	Number 37 To 43 And Attached Railings	II
80	Numbers 40, 42 And 44 And Attached Railings	II
81	Two Lamp Posts Opposite Numbers 43 And 40	II
82	Church Of The Holy Trinity With St Barnabas	II
83	Numbers 90-118 And Attached Railings	II
84	Numbers 99-121 And Attached Railings	II
85	Numbers 123-139 And Attached Railings	II
86	24 To 29, Gloucester Crescent	II
87	30 To 35, Gloucester Crescent	II
88	36 To 41, Gloucester Crescent	II
89	52-59, Gloucester Crescent	II
90	1 And 2, Gloucester Crescent	II
91	3 To 22, Gloucester Crescent	II
92	23, Gloucester Crescent	II
93	Grafton Bridge Over The Grand Union Canal	II
94	Numbers 1-22 And Attached Railings	II
95	15 To 31, Gloucester Avenue	II
96	The Engineer Public House And Attached Wall	II
97	Spread Eagle Public House	II
98	81, Parkway	II
99	1-15, Prince Albert Road	II
100	Church Of St Mark	II
101	18-62, Camden Road And Attached Railings	II
102	Numbers 24 To 34 And Attached Railings	II
103	8, 9 And 10, Ivor Street	II
104	Numbers 157, 159 And 161 And Attached Railings To Front	II
105	Numbers 2-8 And Railings To Areas	II
106	Numbers 7 To 41 And Attached Railings	II
107	12, Greenland Road	II
108	14, Greenland Road	II
109	Numbers 16 To 22 And Attached Railings	II
110	Cattle Trough Opposite Debouchment Of Belmont Street, South East Of The Roundhouse	II
111	Drinking Fountain Set In Wall Next To The Roundhouse	II
112	36, Regents Park Road (see Details For Further Address Information)	II
113	Vernon House	II
114	Numbers 15-19 And Attached Railings	II
115	Numbers 119-129 And Attached Railings	II
116	Numbers 101-145 And Attached Railings To Areas	II
117	Playground Walls, Railings And Gates To Primrose Hill Infants School	II

Ref	Locally Listed Name
118	Lamp Posts - Arlington Road (various locations)
119	57A/B/C/D Jamestown Road
120	Former South Kentish Town Tube Station, 141 - 145 Kentish Town Road
121	31 Jamestown Road
122	Quinn's Pub, 65 Kentish Town Road
123	136-140 & 146-152 Bayham Street
124	116-134 Bayham Street
125	41 Clarence Way (corner Castlehaven Road)
126	39-49 (odd) and 54-76 (even) Hadley Street and 14&16 Lewis Street and street surfacing
127	57A/B/C/D Jamestown Road
128	2, 10 & 11 Regal Lane
129	Lamp Posts - Arlington Road (various locations)
130	57A/B/C/D Jamestown Road
131	2-8 (even) Ferdinand Street
132	39-49 (odd) and 54-76 (even) Hadley Street and 14 & 16 Lewis Street and street surfacing
133	Carol Street
134	Granite setted carriageway - Ferdinand Place
135	The Elephant's Head, 224 Camden High Street
136	133 Kentish Town High Street
137	1-55 Hartland Road (odd - west side)
138	4-8 (even) and 7-11 (odd) Belmont Street
139	Former Chappell's Piano Factor, 10b Belmont Street
140	Post Box - Corner of Hartland Road and Lewis Street
141	39-49 (odd) and 54-76 (even) Hadley Street and 14 & 16 Lewis Street and street surfacing
142	Post Box - Outside 147 Kentish Town Road
143	2, 10 & 11 Regal Lane
144	Holy Trinity and St Silas Primary School, Hartland Road
145	1-55 Hartland Road (odd - west side)
146	12 Oval Road
147	14-18 Oval Road
148	36-37 Chalk Farm Road
149	136-140 & 146-152 Bayham Street
150	147 Kentish Town Road (former Castle Public House)
151	347 Royal College Street, London, NW1 9QS
152	All properties and street features on Carol Street
153	106-110 Kentish Town Road / 335-341 Royal College Street
154	10-14 (even) Belmont Street
155	1-27 (odd) and 2-30 (even) Hadley Street
156	4-8 (even) and 7-11 (odd) Belmont Street
157	1 Farrier Street
158	119 to 131 Kentish Town Road
159	Lamp Posts - Arlington Road (various locations)
160	The Oxford Arms, 265 Camden High Street
161	Lamp Posts - Arlington Road (various locations)
162	Post Box - Outside 77 Chalk Farm Road
163	7-13 (odd) and 16-26 Grafton Crescent
164	8-16 Camden Road
165	Lamp Posts - Arlington Road (various locations)
166	Carol Street
167	61-85 Jamestown Road
168	1a Harwood Street
169	1-27 (odd) and 2-30 (even) Hadley Street
170	Lamp Posts - Arlington Road (various locations)
171	Lamp Posts - Arlington Road (various locations)
172	94-132 Camden Street
173	Parks \ Land \ Development Sites
174	2 Haverstock Hill and 45-47 Crogsland Road
175	Hawley Infant School, Buck Street
176	Lamp Posts - Arlington Road (various locations)
177	St Martin's Gardens, Camden Street/Pratt Street
178	64-72 Camden Road
179	69-81 Hartland Road
180	Tapping the Admiral PH, 77 Castle Road
181	The Buck's Head, 202 Camden High Street

Appendix 3: Heritage Legislation, Policy and Guidance

Statutory Duties

The Planning (Listed Buildings and Conservation Areas) Act 1990

The Planning (Listed Buildings and Conservation Areas) Act 1990 provides that listed building consent is required for;

“(s.7) ... any works for the demolition of a listed building or for its alteration or extension in any manner which would affect its character as a building of special architectural or historic interest ...”

In determining such applications the following duty is placed upon the decision maker:

“s.16(2) In considering whether to grant listed building consent for any works the local planning authority, or as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”

With regard to applications for planning permission within conservation areas, the Planning (Listed Buildings and Conservation Areas) Act 1990 sets out that:

‘s.72(1) In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.’

It has been confirmed⁵⁸ that Parliament’s intention in enacting section 66(1) of the 1990 Act, with regard to listed buildings in this case, was that decision-makers should give ‘considerable importance and weight’ to the desirability of preserving the setting of listed buildings, where ‘preserve’ means to ‘to do no harm’ This duty must be borne in mind when considering any harm that may accrue and the balancing of such harm against public benefits as required by national planning policy. Case law has confirmed that this weight can also be applied to the statutory tests in respect of conservation areas⁵⁹. The Secretary of State has confirmed⁶⁰ that ‘considerable importance and weight’ is not synonymous with ‘overriding importance and weight’.

Importantly, the meaning of preservation in this context, as informed by case law, is taken to be the avoidance of harm.

There is no statutory duty in relation to Registered Parks and Gardens.

National Policy

National Planning Policy Framework (NPPF) 2021

The National Planning Policy Framework (NPPF) was introduced in March 2012 as the full statement of Government planning policies covering all aspects of the planning process. A revised National Planning Policy Framework was published in July 2018. A revision was issued

⁵⁸ Barnwell Manor Wind Energy Limited and (1) East Northamptonshire District Council (2) English Heritage (3) National Trust (4) The Secretary of State for Communities and Local Governments, Case No: C1/2013/0843, 18th February 2014

⁵⁹ The Forge Field Society v Sevenoaks District Council [2014] EWHC 1895 (Admin); North Norfolk District Council v Secretary of State for Communities and Local Government [2014] EWHC 279 (Admin)

⁶⁰ APP/H1705/A/13/2205929

in July 2021, which replaced the previous versions published in March 2012, revised in July 2018 and updated in February 2019. Chapter 16 of the NPPF outlines the Government's guidance regarding conserving and enhancing the historic environment in more detail.

The glossary of the NPPF (Annex 2) defines conservation as the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.

Paragraph 194 requires the significance of the heritage assets, which may be affected by the proposals to be described as part of any submission, ideally as part of a Heritage Statement report. The level of detail should be proportionate to the importance of the assets and sufficient to understand the potential impact of the proposals on their significance.

Paragraph 195 sets out that local planning authorities should also identify and assess the particular significance of heritage assets that may be affected by proposals. They should take this assessment into account when considering the impact of proposals in order to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 197 states that local planning authorities should take account of the desirability of sustaining and enhancing the significance of all heritage assets and putting them into viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 199 further outlines that local planning authorities should give great weight to the asset's conservation when considering the impact on a Proposed Development on the significance of a designated heritage asset. The more important the heritage asset, the greater the weight should be.

Paragraph 200 specifies that any harm to, or loss of, significance of a designated heritage asset should require clear and convincing justification.

Paragraph 202 concerns proposals which will lead to less than substantial harm to the significance of a designated heritage asset. Here harm should be weighed against the public benefits, including securing the optimum viable use.

Paragraph 206 states that proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance), should be treated favourably. It outlines that local planning authorities should also look for opportunities for new development within conservations areas and the setting of heritage assets to enhance or better reveal their significance.

Development Plan

The London Plan 2021

The new London Plan 2021 was recently adopted in March 2021, and replaces the previous London Plan (2016 with alterations since 2011) and relevant policies. Policy HC1 of the new London Plan which states:

Policy HC1 Heritage conservation and growth:

'A. Boroughs should, in consultation with Historic England and other relevant statutory organisations, develop evidence that demonstrates a clear understanding of London's historic environment. This evidence should be used for identifying, understanding, conserving, and enhancing the historic environment and heritage assets, and improving access to the heritage assets, landscapes and archaeology within their area.

B. Development Plans and strategies should demonstrate a clear understanding of the historic environment and the heritage values of sites or areas and their relationship with their surroundings. This knowledge should be used to inform the effective integration of London's heritage in regenerative change by:

1) setting out a clear vision that recognises and embeds the role of heritage in place-making

2) utilising the heritage significance of a site or area in the planning and design process

3) integrating the conservation and enhancement of heritage assets and their settings with innovative and creative contextual architectural responses that contribute to their significance and sense of place

4) delivering positive benefits that sustain and enhance the historic environment, as well as contributing to the economic viability, accessibility and environmental quality of a place, and to social wellbeing.

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

D. Development proposals should identify assets of archaeological significance and use this information to avoid harm or minimise it through design and appropriate mitigation. Where applicable, development should make provision for the protection of significant archaeological assets and landscapes. The protection of undesignated heritage assets of archaeological interest equivalent to a scheduled monument should be given equivalent weight to designated heritage assets.

E. Where heritage assets have been identified as being At Risk, boroughs should identify specific opportunities for them to contribute to regeneration and place-making, and they should set out strategies for their repair and re-use.'

Camden Local Plan 2017

The Camden Local Plan sets out the Council's planning policies and replaces the Core Strategy and Development Policies planning documents (adopted in 2010).

The Draft Local Plan was released in 2015. Following this, public hearings were held in October 2016 and further modifications were consulted on in early 2017. Following the Inspector's

report the Local Plan was adopted in July 2017, incorporating the Inspectors recommended modifications.

The Local Plan ensures that Camden continues to have robust, effective and up to-date planning policies that respond to changing circumstances and the borough's unique characteristics and contribute to delivering the Camden Plan and other local priorities. The Local Plan will cover the period from 2016-2031.

Policy D1 (Design) sets out that:

"The Council will seek to secure high quality design in development. The Council will require that development:

- a. respects local context and character;*
- b. preserves or enhances the historic environment and heritage assets in accordance with Policy D2 Heritage;*
- c. is sustainable in design and construction, incorporating best practice in resource management and climate change mitigation and adaptation;*
- d. is of sustainable and durable construction and adaptable to different activities and land uses;*
- e. comprises details and materials that are of high quality and complement the local character;*
- f. integrates well with the surrounding streets and open spaces, improving movement through the site and wider area with direct, accessible and easily recognisable routes and contributes positively to the street frontage;*
- g. is inclusive and accessible for all;*
- h. promotes health;*
- i. is secure and designed to minimise crime and antisocial behaviour;*
- j. responds to natural features and preserves gardens and other open space;*
- k. incorporates high quality landscape design (including public art, where appropriate) and maximises opportunities for greening for example through planting of trees and other soft landscaping;*
- l. incorporates outdoor amenity space;*
- m. preserves strategic and local views;*
- n. for housing, provides a high standard of accommodation; and*
- o. carefully integrates building services equipment.*

The Council will resist development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions..."

Policy D2 (Heritage) states:

"The Council will preserve and, where appropriate, enhance Camden's rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens and locally listed heritage assets.

Designated heritage assets

Designated heritage assets include conservation areas and listed buildings. The Council will not permit the loss of or substantial harm to a designated heritage asset, including conservation areas and Listed Buildings, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a. the nature of the heritage asset prevents all reasonable uses of the site;*
- b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation;*
- c. conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
- d. the harm or loss is outweighed by the benefit of bringing the site back into use.*

The Council will not permit development that results in harm that is less than substantial to the significance of a designated heritage asset unless the public benefits of the proposal convincingly outweigh that harm.

Conservation Areas

Conservation areas are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'. In order to maintain the character of Camden's conservation areas, the Council will take account of conservation area statements, appraisals and management strategies when assessing applications within conservation areas.

The Council will:

- e. require that development within conservation areas preserves or, where possible, enhances the character or appearance of the area;*
- f. resist the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area;*
- g. resist development outside of a conservation area that causes harm to the character of appearance of that conservation area; and*

h. preserves trees and garden spaces which contribute to the character and appearance of a conservation area or which provide a setting for Camden’s architectural heritage...”

Listed Buildings

Listed buildings are designated heritage assets and this section should be read in conjunction with the section above headed ‘designated heritage assets’. To preserve or enhance the borough’s listed buildings, the Council will:

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

j. resist proposals for a change of use or alterations and extensions to a listed building where this would cause harm to the special architectural and historic interest of the building; and

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

Other Guidance and Material Considerations

National Planning Practice Guidance (NPPG)

National Planning Practice Guidance (NPPG) was first issued by the Government in 2014 as a living web resource, including a category on conserving and enhancing the historic environment. This is intended to provide more detailed guidance and information with regard to the implementation of national policy set out in the NPPF, and has been updated most recently in 2019 to reflect policy and case law changes.

National Design Guide: Planning practice guidance for beautiful, enduring and successful places 2019

The government has published the National Design Guidance to underpin the NPPF design policies. The purpose of this document is to set out how well-designed places are recognised, and to assist policy makers, decision takers and applicants preparing applications.

The document outlines and illustrates the Government’s priorities for well-designed places in the form of ten characteristics which form an overarching framework.

“Well-designed places have individual characteristics which work together to create its physical Character. The ten characteristics help to nurture and sustain a sense of Community. They work to positively address environmental issues affecting Climate. They all contribute towards the cross-cutting themes for good design set out in the National Planning Policy Framework.”

The ten characteristics are summarised as follows:

Context – enhances the surroundings;

Identity – attractive and distinctive;

Built form – a coherent pattern of development;

Movement – accessible and easy to move around;

Nature – enhanced and optimised;

Public spaces – safe, social and inclusive;

Uses – mixed and integrated;

Homes and buildings – functional, healthy and sustainable;

Resources – efficient and resilient; and

Lifespan – made to last.

A National Model Design Code will be published and consulted on in due course and will form part of this guidance. This will set standards for key elements of successful design.

Department of Culture, Media and Sport Circular: Principles of Selection for Listing Buildings 2018

The Principles of Selection for listing buildings sets out the general criteria for assessing the special interest of a building in paragraph 16, as below:

“Architectural Interest. To be of special architectural interest a building must be of importance in its architectural design, decoration or craftsmanship; special interest may also apply to nationally important examples of particular building types and techniques (e.g. buildings displaying technological innovation or virtuosity) and significant plan forms;

Historic Interest. To be of special historic interest a building must illustrate important aspects of the nation’s social, economic, cultural, or military history and/or have close historical associations with nationally important people. There should normally be some quality of interest in the physical fabric of the building itself to justify the statutory protection afforded by listing.”

When making a listing decision, paragraph 17 sets out that the Secretary of State may also take into account:

“Group value: The extent to which the exterior of the building contributes to the architectural or historic interest of any group of buildings of which it forms part, generally known as group value. The Secretary of State will take this into account particularly where buildings comprise an important architectural or historic unity or a fine example of planning (e.g. squares, terraces or model villages) or where there is a historical functional relationship between the buildings. Sometimes group value will be achieved through a co-location of diverse buildings of different types and dates.

Fixtures and features of a building and curtilage buildings: The desirability of preserving, on the grounds of its architectural or historic interest, any feature of the building consisting of a man-made object or structure fixed to the building or forming part of the land and comprised within the curtilage of the building.

The character or appearance of conservation areas: In accordance with the terms of section 72 of the 1990 Act, when making listing decisions in respect of a building in a conservation area, the Secretary of State will pay special attention to the desirability of preserving or enhancing the character or appearance of that area.”

General principles for selection are also set out in this advice, in paragraphs 18-23. These include: Age and rarity; Buildings less than 30 years old; Aesthetic merits; Selectivity; and National interest, although State of repair will not usually be a relevant consideration.

In addition to the criteria and general principles set out in the guidance, a number of Selection Guides for different building types have been published by Historic England, first in 2011 and then later updated. These Selection Guides provide further information regarding each building type, and demonstrate what features are considered significant and likely to make a building of special architectural or historic interest when assessing each building type.

Equivalent Selection Guides for registered parks and gardens of historic interest have also been published by Historic England regarding each landscape type.

Historic England, Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment 2015

This document provides advice on the implementation of historic environment policy in the Framework and the related guidance given in the PPG. For the purposes of this report, the advice includes: assessing the significance of heritage assets; using appropriate expertise; and also historic environment records.

It provides a suggested staged approach to decision-making where there may be a potential impact on the historic environment:

- “1. Understand the significance of the affected assets;*
- 2. Understand the impact of the proposal on that significance;*
- 3. Avoid, minimise and mitigate impact in a way that meets the objectives of the Framework;*

4. *Look for opportunities to better reveal or enhance significance;*
5. *Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change;*
6. *Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected."*

With particular regard to design and local distinctiveness, advice sets out that both the NPPF (section 7) and NPPG (section ID26) contain detail on why good design is important and how it can be achieved. In terms of the historic environment, some or all of the following factors may influence what will make the scale, height, massing, alignment, materials and proposed use of new development successful in its context:

- (a) *The history of the place*
- (b) *The relationship of the proposal to its specific site*
- (c) *The significance of nearby assets and the contribution of their setting, recognising that this is a dynamic concept*
- (d) *The general character and distinctiveness of the area in its widest sense, including the general character of local buildings, spaces, public realm and the landscape, the grain of the surroundings, which includes, for example the street pattern and plot size*
- (e) *The size and density of the proposal related to that of the existing and neighbouring uses*
- (f) *Landmarks and other built or landscape features which are key to a sense of place*
- (g) *The diversity or uniformity in style, construction, materials, colour, detailing, decoration and period of existing buildings and spaces*
- (h) *The topography*
- (i) *Views into, through and from the site and its surroundings*
- (j) *Landscape design*
- (k) *The current and historic uses in the area and the urban grain*
- (l) *The quality of the materials*

Historic England: Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets 2017 (2nd Edition)

GPA Note 3 provides information to assist in implementing historic environment policy with regard to the managing change within the setting of heritage assets, and also now views

analysis. This also provides a toolkit for assessing the implications of development proposals affecting setting and views. A series of stages are recommended for assessment, these are:

- (m) Step 1: identifying the heritage assets affected and their settings*
- (n) Step 2: assessing whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s)*
- (o) Step 3: assessing the effect of the Proposed Development*
- (p) Step 4: maximising enhancement and minimising harm*
- (q) Step 5: making and documenting the decision and monitoring outcomes.*

Historic England: Advice Note 1: Conservation Area Designation, Appraisal and Management 2019 (2nd Edition)

This Historic England Advice Note supports the NPPF and NPPG, and is intended to set out ways to manage change in a way that conserves and enhances historic areas through conservation area designation, appraisal and management. It seeks to offer advice to all those involved in managing conservation areas so that the potential of historic areas worthy of protection is fully realised, the need for community and owner consultation examined, and the benefits of management plans to manage change, and achieve regeneration and enhancement, fully exploited. Advice on appraisal of conservation areas is also given, as assistance in demonstrating special interest and articulating character, guiding investment, and in developing a management plan.

Historic England: Advice Note 2: Making Changes to Heritage Assets 2016

This advice note provides general advice according to different categories of intervention in heritage assets, including repair, restoration, addition, and alteration, as well as on works for research alone. This covers different types of heritage assets, including buildings and other structures; standing remains including earthworks; buried remains and marine sites; as well as larger heritage assets including conservation areas, registered landscapes, and World Heritage Sites.

Historic England: Advice Note 12: Statements of Heritage Significance 2019

This Historic England Advice Note provides general advice regarding preparation of statements of heritage significance and analysing of significance for the full range of heritage assets. This is designed primarily for applicants proposing changes to heritage assets, and accords with the Framework as revised.

English Heritage (now Historic England): Conservation Principles: Policies and Guidance 2008

This guidance document sets out Historic England's approach to making decisions and offering guidance about all aspects of England's historic environment. The contribution of elements of a heritage asset or within its setting to its significance may be assessed in terms of its "heritage values":

"Evidential Value: the potential of a place to yield evidence about past human activity.

Historical Value: the ways in which past people, events and aspects of life can be connected through a place to the present.

Aesthetic Value: the ways in which people draw sensory and intellectual stimulation from a place.

Communal Value: the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory.’ (Paras. 30-60)”

A draft has been released for public consultation and subsequent revision of this document in 2018.

Historic England: Temporary Structures in Historic Places 2010

This guidance sets out Historic England’s ‘best practice’ in the project management, design, and regulation of temporary structures, in historic places, both urban and rural, ranging from city squares to landscaped parks and archaeological sites.

The document also sets out key considerations in the evaluation of temporary proposals in the context of heritage assets. This includes:

- Location
- Physical impact
- Visual impact
- Setting
- Design
- Duration and season
- Public access
- Financial benefits
- Enabling development

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