

HERITAGE ASSESSMENT

THE INTERCHANGE

OVAL ROAD, CAMDEN, NW1 7DZ



1. Aim

This Heritage Assessment is submitted in support of the application for listed building consent and planning permission for The Interchange, Oval Road, Camden NW1 7DZ. The proposals are for the addition of two antennas in the roof of the property, and associated cat6 cables from the roof to the communications area.

2. Location and urban context

The Interchange is a listed Grade II building located within the Regent's Canal Conservation Area, in the London Borough of Camden.

The Regent's Canal, part of the Grand Union Canal, winds its way through the London Borough of Camden on its way to joining the river Thames, forming a corridor of unique character. The Canal is linked to a 3,000 mile network of waterways. The concentration of industrial archaeology along the Camden section of the canal, with its associated railway features is of exceptional interest and quality, unparalleled in London. It is an important feature of historic and visual interest in the wider townscape and, following the decline of traditional canal-related commercial activities, has been increasingly recognised as a valuable resource for water-based leisure activities, for its tranquil seclusion, for its ecological value and its potential for transportation and informal recreation. Regent's Canal Conservation Area Appraisal and Management Strategy, London Borough of Camden, adopted 11 September 2008, pp.5.

The Regent's Canal Conservation Area was designated in 1974 and extended in several occasions; the boundary was latest adjusted in 2004 following the revised King's Cross Conservation Area Statement.

A particular contributor to character is the original planning of the canal's route, descending lock by lock into the valley of the River Fleet, zigzagging to negotiate the nascent rectangular street pattern of Camden Town [...]

The widenings on the offside of the canal were made as lay-bys for barges and narrow boats to lie alongside wharfs, while a few of the docks for unloading goods off-line also remain. The role of horses in transport is reflected in the several complexes of multi-levelled stables remaining in this area. 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 [...]

Many of the industrial buildings and structures are fine examples of industrial brickwork, illustrating styles of engineering construction characteristic of the 19th and early 20th centuries and using various types of brick, some produced in London and others brought in by the railways from their respective regions. Cast iron and wrought iron are also well represented.

The historic industrial use of the canal meant that warehouses and similar buildings on the canal edge had to be secure, as did the canal itself, so the ground floors often comprise solid brick structures. These add to the sense of enclosure of the canal and are an important part of its historic character. The change in use of the canal from industrial to leisure will be reflected in new approaches to the treatment of the canal edge, and this can be accommodated without necessarily losing the industrial quality of the area. Regent's Canal Conservation Area Appraisal and Management Strategy, London Borough of Camden, adopted 11 September 2008, pp.12.

The redevelopment of the underused sites after the decline of canal-related activities and the conversion of wharves for the craft markets in the 1970s, contributed greatly to the economic and physical regeneration of Camden and to the present character of the area.

The markets developed into one of London's top tourist attractions giving a new iconography to Camden. Today the place is mostly known for its famous market, restaurants, café and entertainment facilities but this was never part of any planned development policies. This market attracts large numbers of Londoners and tourists because of the character, the goods on sale and the uniqueness of the location.

The Interchange Building is an imposing presence dominating the views from the Hampstead Bridge, in the background of the Camden Lock Market.

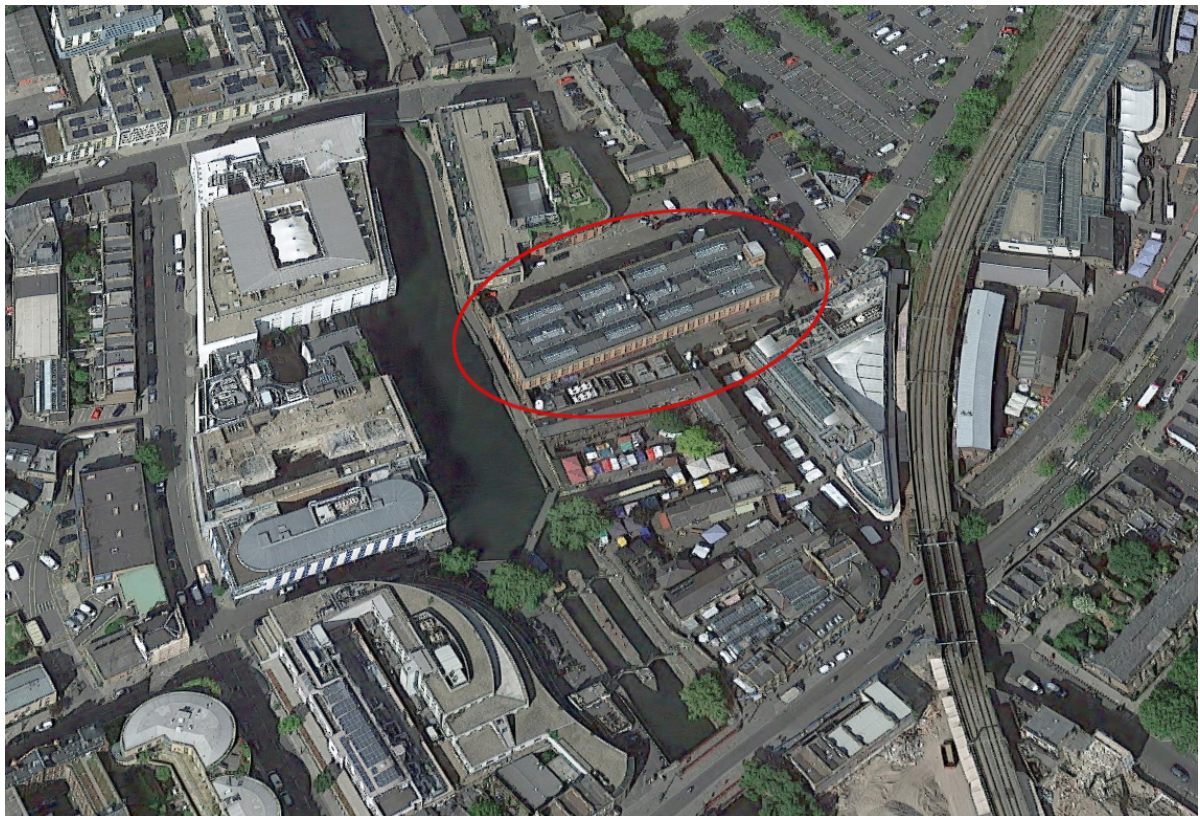


Fig. 1 The Interchange by the Regent's Canal circled in red.

3. Setting

The NPPF makes it clear that the setting of a heritage asset is the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. According to Historic England's Good Practice Advice in Planning Note 3 document, "The Setting of Heritage Assets", March 2015, *In primary legislation, the setting of conservation areas is not a statutory duty. However, the NPPF states that the setting of a designated heritage asset can contribute to its significance [...]*

The contribution of setting to the significance of a heritage asset is often expressed by reference to views, a purely visual impression of an asset or place which can be static or dynamic, including a variety of views of, across, or including that asset, and views of the surroundings from or through the asset, and may intersect with, and incorporate the settings of numerous heritage assets.

There is no visual impact appraisal within this document since the proposed aerials in the roof of the Interchange do not alter the appearance and scale of the building nor do they affect its setting or that of any building within the conservation area.

4. Listed Building Description

List Entry Summary

Name: THE INTERCHANGE ON NORTH SIDE OF GRAND UNION CANAL INCLUDING THE HORSE TUNNEL AND STAIRS, VAULTS AND CANAL BASIN

List entry Number: 1113238

Grade: II

Date first listed: 14-May-1974

Date of most recent amendment: 28-Jan-2013

List entry Description

Summary of Building

Warehouse. Built 1901-5 but incorporating 1850s dock basin, vaults and horse tunnel. Warehouse converted into offices in 1989.

Reasons for Designation

The Interchange including the associated vaults, dock basin and horse tunnel and stairs, are listed at Grade II for the following principal reasons:

* Architectural interest: a good example of a large-scale, late-Victorian warehouse with a prominent water tower, bold detailing and fire-proof construction;

* Historic interest and group value: a key component of the Camden Goods Depot, one of the most complete examples of Victorian railway buildings in the country. It is of particular interest as a link between the railway and the earlier canal system. The horse tunnel and stairs illustrate the continuing importance of horse-drawn transport within the railway system.

History

The complex of railway and canal structures in the vicinity of Camden Lock represents one of the best preserved examples of C19 transport infrastructure in England.

The Camden Goods Depot was originally constructed as the London terminus for goods traffic on the London and Birmingham Railway (L&BR), the capital's first inter-city main line railway and the largest civil engineering project yet attempted in the country. The site was chosen by Robert Stephenson (1803-59), the company's engineer, since it allowed interconnection for freight with the London docks via the Regent's Canal, built between 1812 and 1820.

Work started on a 25-acre site north of the canal purchased from Lord Southampton in January 1837 and the goods depot opened to traffic in 1839. The site included the stationary winding engine house for pulling trains up the incline from Euston to Camden (listed at Grade II*); a locomotive house; 18 coke ovens for making smokeless fuel for locomotives; two goods sheds and stabling for 50 horses; stores and a wagon repair shop. There were also cattle pens and offices. The sidings, the locomotive shed and No.1 Goods Shed were all constructed on brick vaults. Further goods sheds and stabling was subsequently built for the public carriers, such as Pickford & Co, who had rights to the distribution of goods on the L&BR until 1846 when the L&BR decided to carry out the carriage of goods through their own agents – the same year L&BR merged with other lines to become the London and North-Western Railway (LNWR). The Pickford goods shed was built in 1841 (enlarged in 1845) by William Cubitt (1791-1863) on the south side of the canal and linked to the goods yard by a wooden rail bridge and was the first such rail, road and canal interchange building. In 1846-8 due to the rapid growth in passenger and goods traffic and the increase in locomotive size, the Goods Depot was overhauled to the designs of the Resident Engineer, Robert Dockray (1811-71). New buildings were constructed including two engine houses, notably that for goods engines (now the Roundhouse – listed at Grade II*) to the north of

the main line tracks, and one for passenger engines to the south (demolished in 1966). There was also a construction shop for repairs to the north of No. 1 Goods Shed and other structures including a second wooden railway bridge to the former Pickford & Co warehouse.

In 1854-6 another major upgrading of the site was undertaken following the addition of the tracks of the rail link to the London docks (East and West India Docks and Birmingham Junction Railway, renamed the North London Railway (NLR) in 1853) in 1851, and further increases in goods traffic which required a larger marshalling yard. The NLR lines were repositioned to the north of the site and the recently built construction shop dismantled (leaving its vaults) to make way for this. Sidings were extended to the edge of the canal either side of the interchange basin which was realigned and enlarged to its present size. As a result of these changes in layout a new stables yard was constructed between the NLR tracks and the Hampstead Road. This contained four new stable ranges with a horse tunnel (the Eastern Horse Tunnel) linking them to the marshalling yards to the south. At the same time further stables were built on the western side of the mainline tracks off Gloucester Road (now Gloucester Avenue) and linked to the goods depot by the Western Horse Tunnel. Further changes to the site took place in the later C19 including the construction of the LNWR goods shed in 1864, then the largest in the country (enlarged in 1931 and subsequently demolished). Additional stabling was built in 1876 to the north of Gloucester Road and linked to the Western Horse tunnel by the still existing horse stairs. The stables were demolished in 2000. The goods depot itself closed around 1980.

The surviving elements of Camden Goods Yard, along with the Roundhouse, stationary winding engine house, Primrose Hill Tunnel Eastern Portals (also listed at Grade II*) and Regent's Canal represent a particularly important concentration of C19 transport and industrial buildings illustrating the development of canal and rail goods shipment.

The Interchange Warehouse In 1845, following the construction of Pickford's interchange building on the south side of the canal in 1841, LNWR agreed to purchase the freehold of Semple's Wharf on the north side of the canal adjoining the goods yard to provide interchange facilities of their own. A towpath bridge was built over the entrance of the basin by 1846 (listed at Grade II). The sale of the freehold was completed in 1847 and the 90 ft (27m) long basin was enlarged by the addition of a 60ft (18m) long dock to the north and a rail link from the goods depot provided. On the east side of the basin was a single-storey wooden shed and two cranes with a further two on the western side.

In the 1854-6 changes to the goods depot, the basin was rebuilt to a size of 210ft (64m) long by 45ft wide (14m) and realigned, enabling it to take six barges. On the western side of the basin the land level was raised by a set of vaults in an L-plan running along the side of the basin and canal built to provide storage for Alsopp's ales and beers. This resulted in the demolition of the 1839 coke ovens. An open-sided single-storey shed in three spans was built over the basin and the vaulted area to the west. An extension of this building ran along the canal to the west which was partly replaced in 1860 by two two-storey office blocks. These were later raised to three storeys and became the main offices for the LNWR. Some of the elevations survive in the 2007 30 Oval Road development.

The current Interchange Warehouse which replaced the 1860s warehouse was probably built around 1901-2 since the building is shown in a LNWR plan of 1903. The building opened in 1905, straddling the canal basin and included railway tracks and platforms on the east side of the building with access to the barges in the basin via trap doors. However, since by 1905 canal transport had greatly declined in importance, the building was mainly used for transferring goods to road transport and as a storage warehouse.

The 1854-6 vaults to the west of the building were augmented by a further vaulted basement on the east side which was used from 1906 by Gilbeys, who had a gin distillery on the opposite bank of the canal, as a bottle store. Gilbeys had a long association with the Goods Depot and in 1869 had occupied the Roundhouse where they matured whisky and brandy, and had a number of other buildings in the Goods Depot including bond stores and bottle stores in Stables Yard.

The Interchange Warehouse was refurbished and converted to offices in 1989 and further restored in 2007 when many additions were removed. It is now known as The Interchange.

The Eastern Horse Tunnel

The Eastern Horse Tunnel was constructed during the 1854-6 remodelling of the goods depot to enable horses to get from Stables Yard to the marshalling yards. It also connected to the vaults to the west of the interchange basin built at the same time. Between 1856 and 1866 two spurs were added to connect the earlier 1839 vaults under No.1 Goods Shed and a large goods shed constructed in 1864 to the west of the site. These spurs were probably used for moving beer barrels by barrows rather than horse-drawn vehicles.

Details

Interchange Warehouse Four-storey block built directly over the canal basin with the ground floor supported on a line of octagonal steel columns running down the centre of the basin. Built of orange stock brick laid in English bond with blue engineering brick dressings and red brick used for the dentil cornice and the heads of the window arches. The building consists of a rectangular block with the long east and west elevations of 24 window bays and with six window bays to the north and south elevations. The east elevation has segmental arched windows with multi-light metal frames to the upper three storeys (the lower storey to both elevations has modern panelled and glazed infill inside the supports of the original steel frame). The western elevation is similar except that three of the bays have loading bays on each floor rather than windows. The south elevation fronts onto the canal and has round window arches on the ground floor and segmental arches on the upper storeys. The north elevation has a prominent water tower with blind arches and corbelling rising above the roof line of the central two bays. Either side of the building along the canal frontage are the end walls (each with three round arched windows) of single-storey blocks, originally with glazed canopies which ran the length of the building and on the east enclosed railway tracks and platforms, while the western side was used for distribution by road.

Interior: retains its brick-arched fireproof construction to the ground and first floors. The floors above are wooden, constructed of thick joists abutting each other.

Basement vaults and dock basin

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.

The canal basin is roofed with brick jack arches supported on steel joists and the octagonal steel columns running down the centre of the basin. The basin is linked on its eastern side to the 1901-5 vaults. These have brick jack-arch vaulting on steel beams, supported on brick encased steel columns, and connected to the basin through four narrow doors which originally had self-closing iron fire doors. The surviving part of the 1854-6 vaults is approximately 55m long by 28 m wide. The main vaults run east-west and are about 3.7m wide and about 2.9m high from the floor to the crown of the vault. The segmental transverse arches in the vaults are only about 1.8m in height and vary in width from 3.4 to 4m. (The extension of the vaults west along the canal, now under 30 Oval Road, have been

largely demolished and incorporated into the modern fabric of the building. They are not of special interest and are not included in the listing)

Horse tunnel and stairs

The Eastern Horse Tunnel runs along the northern edge of the vaults. At the north-eastern end it is blocked but extends beyond this in a north-eastern direction to Stables Yard (where it is now incorporated into the Horse Tunnel Market). A later spur, which continues into what was originally the western part of the goods depot, is also blocked. The original tunnel turns south at this point, along the western side of the vaults, and exits via a section of horse stairs under what is now 30 Oval Road (the above-ground elements of 30 Oval Road are modern and are not included in the listing). The tunnel is of round-arched brick construction with damp-proof cavities in the walls draining to a 15cm pipe below the setted floor. The tunnel is 3m wide and 2.7m high to the crown of the arch. Cast-iron ventilation grilles are placed about 3m apart in the roof of the tunnel and would have originally provided the only light source.

5. Recent Planning History

<i>Application Number</i>	<i>Site Address</i>	<i>Development Description</i>	<i>Date Registered</i>	<i>Decision</i>
2015/6884/L	The Interchange Oval Road London NW1 7DZ	Replacement of rear ground floor window with a double door.	09-12-2015	Granted
2015/6536/P	The Interchange Oval Road London NW1 7DZ	Replacement of rear ground floor window with a double door.	09-12-2015	Granted
2010/6742/P	The Interchange Oval Road London NW1 7DE	Installation of double doors to the west (rear) elevation at ground floor level.	04-01-2011	Granted
2010/6676/L	The Interchange Oval Road London NW1 7DE	Installation of double doors to the west (rear) elevation at ground floor level and internal refurbishment works to commercial building.	04-01-2011	Granted
2008/4235/P	The Interchange Oval Road London NW1 7DE	Retention of four and installation of four new satellite dishes on the roof.	09-09-2008	Granted
2008/4230/L	The Interchange Oval Road London NW1 7DE	Works associated with the retention of additional satellite dishes on roof.	09-09-2008	Granted
2007/3200/P	The Interchange Oval Road London NW1 7DE	Siting of a 5 storey temporary building to provide office accommodation and installation of 3 satellite dishes on the roof.	29-10-2007	Withdrawn Decision

2007/4524/L	The Interchange Oval Road London NW1 7DE	Internal alterations to second floor of building.	24-09-2007	Granted
2007/2091/P	The Interchange Oval Road Camden Lock London NW1 7DZ	External alterations to existing ground floor entrances on east and west elevations and installation of a new external plant enclosure in car park	03-07-2007	Granted

6. Proposed works

The proposed development consists in the addition of two antennas mounted in wall brackets to the roof of the Interchange Building, and associated cat6 cables from the roof to the communications area. Please refer to 13. Method Statement for equipment details.

7. Significance Assessment

As recommended by NPPF (March 2012) proposals for the alteration or redevelopment of listed building or buildings within a Conservation Area should be informed by an understanding of the significance of the site.

Paragraph 128 of NPPF states 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 also be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on that significance'*.

'Conservation Principles, Policy and Guidance', English Heritage 2008, sets out a recommended approach to assessing the significance that can be ascribed to a place by grouping the heritage values into four categories:

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 - it tends to be illustrative or associative.

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.

Aesthetic value

The architectural interest of the Interchange Building derives largely from its functional utilitarian design and distinctive features for the transshipment process. The building dominates this part of the Regent's Canal Conservation Area and the immediate canal/docks wharf complex which now comprises the Camden Lock Market. Its aesthetic value is considered as **medium**.

Historical value

The Interchange Building embodies the industrial past of Camden and significant infrastructural innovation, being constructed for three-way transit changes between road, rail and canal. It is a rare example of its typology with only one other similar in the UK (the Great Northern Warehouse in Manchester). Its historical value is therefore considered as **high**.

Evidential value

The form and function of the building was significantly compromised by the removal of glazed canopies and rail tracks and platforms to the upper transit levels. This destroyed legibility and the connection to the goods yard to the north. Other surviving features do however provide evidence of the original function of the building. The extent of preserved historic fabric contributes greatly to the special interest and character of the site. Its evidential value is considered as **medium to high**.

Communal value

The building lacks prominent cultural associations because it has always been used for private business. Since the early 1990s it has been used by the Associated Press Television News (APTN); a global news network. The site area was previously redundant and unused other than for limited storage for many decades. Its communal value is considered as **low**.

8. NPPF Considerations

This section discusses the impact of the proposals according to the recently published National Planning Policy Framework (NPPF). The policies contained within the NPPF seek to attain the Government's aim of achieving sustainable development. Resolution 42/187 of the United Nations General Assembly defined "sustainable development" as development that meets the needs of the present without compromising the ability of future generations to meet their own needs".

Paragraph 6 of the NPPF states: *"The purpose of the planning system is to contribute to the achievement of sustainable development. The policies in paragraphs 18 to 219, taken as a whole, constitute the Government's view of what sustainable development in England means in practice for the planning system."* The entire Framework constitutes a definition of "sustainable development" with no one part assuming greater weight than any other.

Change is at the heart of sustainable development. The three dimensions of sustainability: economic, social and environmental, are not static; neither is the built environment. Buildings need to change in order to adapt to climate change and move towards a low carbon economy (NPPF Paragraph 7).

This statement deals principally with Section 12 of the NPPF, *"Conserving and enhancing the historic environment"*; however Heritage considerations and issues are prevalent throughout the framework.

NPPF Paragraph 128 states that *"In determining applications local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contributions 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 that significance"*.

A brief assessment of the significance of the heritage asset has been carried out earlier in this report.

It is considered that the addition of the two antennas and associated cat6 cables to those existing in the roof will not affect the current appearance nor the significance of the heritage asset.

NPPF Paragraph 131 states: *'In determining applications, local planning authorities should take account of:*

- *The desirability of sustaining and enhancing the significance of heritage assets and putting them to 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 desire of new development making a positive contribution to local character and distinctiveness'.*

"Conservation" is defined in the NPPF only for heritage policy as: "the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance." This implies that enhancement is not a requirement, but sustaining the heritage asset, is.

The established use of the building as part of Camden's media 'village' within Camden requires a constant upgrade of antennas and aerials to support the business development and secure the long term future of the heritage asset. It is considered that the addition of two antennas of reduced size will not affect the current appearance of the building.

NPPF Paragraph 134 states: *'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including its optimum viable use'.*

The impact caused by the addition of the antennas is negligible; therefore it is considered that no harm is caused to the significance of the heritage asset. The proposed installation of two further antennas to the roof will preserve the use of the building, and this is in the interest of the heritage asset 'long term conservation'. This is in agreement with NPPF as the framework recognises that change and alterations must occur if historic buildings are to survive at all.

9. CONCLUSION

The design of the proposal has been informed, and the result adheres to the NPPF and the Council's relevant policies. The design and scale of the proposed antennas is in accordance with the existing roof layout and it is considered to have a negligible impact on the listed

building and on the Regent's Canal Conservation Area. It is hoped therefore that the application will be supported with a recommendation for approval.

10. References

The following publications have been consulted for the production of this report:

- NPPF National Planning Policy Framework, 27 March 2012.
- Planning Practice Guidance for the National Planning Policy Framework and the planning system, 12 June 2014.
- Conservation principles, policies and guidance for the sustainable management of the historic environment, Historic England (HE), April 2008.
- Good Practice Advice in Planning Note 3 document, "The Setting of Heritage Assets", March 2015, HE
- Camden Development Policies 2010 – 2025, Local Development Framework
- Local Development Framework - Camden Core Strategy 2010 – 2025

11/04/16

Nadina Reusmann
MSc Sustainable Heritage