

Camden Lock Market

Planning Application

Heritage, Townscape and Visual Impact Assessment



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On Behalf of Castlehaven Row Ltd

August 2015
PART 2



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Issued August 2015

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6 DESCRIPTION OF PROPOSAL

The majority of the buildings on site are to be retained and reconditioned for re-use. New buildings/structures will be erected in place of 1990's timber Pavilion building, Middle Yard west range building and canopy structures and internal floors in East Yard. The new buildings will comprise basement and part three, part five storeys, as well as a single storey Pavilion building, a bridge over the canal basin and a double glazed pitched roof structure to replace the existing over East Yard.

Within the listed Interchange building, the basin (dock) and vaults will be made physically accessible to the public for the first time, containing new restaurant which will extend over the dock, and a retail space linked to the main market area in West Yard.

Please refer to the Design and Access Statement completed by Piercy & Co for a more detailed presentation of the proposed development. The images below illustrate the proposal, and more detailed views are contained and assessed in the Impact appraisal below. Refer to the Listed Building Consent Application for details of works to the Interchange dock and vaults.



Figure 28 Proposed new Middle Yard building, Piercy & Co



Figure 29 Proposed new canopy in East Yard, Piercy & Co.

7 IMPACT ASSESSMENT

7.1 VISUAL IMPACT ASSESSMENT

We have carried out an appraisal of the visual impact of proposed development using Accurate Visual Representation (AVR) compiled by INK for Piercy&Co. A description of the baseline view is provided to identify the importance of the assets and of the view itself. The value/importance (receptor sensitivity) of individual heritage assets identified within the view and the value/importance of the view as a whole are measured as being high, moderate or low.

The baseline views have been carefully selected for assessing the potential visual impact of the new buildings on the surrounding areas. Specific points have been chosen where the construction might impact on streetscape, scale, height, urban grain, natural topography, significant skyline views, landmark buildings, listed buildings and conservation areas including backdrops, and important local views, prospects and panoramas.

Each baseline view has been given values in terms of Levels of Importance for the view as a whole and of the Heritage Assets in the view, according to criteria set out in Tables reproduced from *English Heritage, Seeing History in the View: A method for assessing heritage significance within views, 2011*. They are described in Tables 1 and 2 in Appendix

CGI images have been created from these baseline views from which to assess the visual impact of the proposal at greater detail. The CGIs are verified views, which accurately represent the proposed development.

The impact is summarised through criteria set out in Tables 3 and 4 in Appendix and as follows:

The overall impact:

- adverse;
- minor adverse;
- neutral;
- beneficial

The magnitude of the change:

- negligible: no material change
- minor: changes that only make a small difference to the ability to understand and appreciate the context or setting;
- moderate: a change that makes an appreciable difference to the ability to understand the context or setting;
- major: a fundamental change in the appreciation of the resource and context or setting.

These impacts are listed at the end of each verified view commentary.

7.1.1 Viewpoint 1

Baseline



Figure 30 View of Camden Lock Place showing the northern side of Camden Lock Market

Figure 30 depicts the existing view along Commercial Place and was taken at the junction with Chalk Farm Road. The northern side of the subject site is clearly visible on the left side. The view falls within Regents Canal Conservation Area and includes in the background, the Grade II listed Interchange building.

The composition of the street front is dominated by a section of the 1990s northern range of the East Yard which hosts one of the entrances to the market, and which is different from the rest of the buildings in mass and height; the composition and materials reflect the former industrial/utilitarian character of the area. The other buildings to the north of the subject site running west are of three storeys with low-pitched roofs, enabling partial views of the landmark Interchange building. These are positive contributors, despite the fact that the two buildings forming a gateway with Middle Yard is from the 1990s. To the right is a modern glass building, which contrasts sharply with all the other brick buildings present in the view. This is regarded as a neutral contributor. The listed Interchange building forms a termination to the view, and its bulk, mass and height and particularly its ridged orthogonal taxis, gives it a dominant effect.

VALUE OF THE HERITAGE ASSETS IN THE VIEW	
LOW	<p>This view includes a grade II listed building (Interchange building) within a conservation area (Regents Canal Conservation Area), which does not form a main focus of the view but whose significance is still well represented in the view.</p> <p>In this case the Viewing Place (and/or Assessment Point) is not the best or only place to view the heritage asset.</p>

From the criteria in Table 2 in the Appendix 3, the importance of the view as a whole is **low**.

VALUE/IMPORTANCE OF THE VIEW AS A WHOLE	
LOW	<p>The view is likely to be a locally valued view but the characteristics of the Regents Canal Conservation Area and the Grade II listed Interchange Building are not best represented in this view.</p>

Impact Appraisal



Figure 31 3D view of the proposal – view from Camden Lock Place

Figure 31 shows the impact the new development will have on the Camden Lock Place and on the designated heritage assets present in the view. The mass and scale of the new development reflects that of the existing buildings on site and adjacent to it and establishes a stronger roofscape in the view. The top storey of the proposed new building is set back which balances the roofscape and minimizes its impact in views towards the Interchange building. The scale, design features and materials of the proposed new buildings reflect the surrounding unlisted market buildings and, more importantly, the listed Interchange building. The latter remains the dominant element within the view, with very minor incursion into its façade, which does not devalue or subjugate its heritage values. The earlier, most significant buildings are preserved; the later buildings are replaced with contemporary buildings of superior quality, thus maintaining the positive contribution awarded to the previous buildings. The new buildings provide much needed additional space to ensure viable use of the market and ease congestion. The quality of design the new buildings and the spaces and uses created are positive contributors and enhancing.

The demolition of part of the existing northern range of the western yard, which is an unlisted building of low significance, and the erection of the new proposed development of similar scale and higher architectural quality therefore comprises a **low adverse impact**, in accordance with Table 3 in Appendix. The replacement of positively contributing buildings in this way would have a **neutral effect**.

CRITERIA FOR DETERMINING MAGNITUDE OF IMPACT ON HERITAGE SIGNIFICANCE WITHIN A VIEW	
Low adverse	The development erodes to a minor extent the heritage values of the heritage assets in the view, or the view as a whole, or the ability to appreciate those values.

Using the cross-reference from Table 4 in the Appendix 3, a low value view with a medium magnitude of impact results in a tangible "**negligible effect**". A combination of tangible and non-tangible, e.g. new uses would be assessed as "**beneficial**".

7.1.2 Viewpoint 2

Baseline



Figure 32 Existing view of the entrance path to Middle Yard from Camden Lock Place

Figure 32 depicts the existing view towards the Middle Yard from Camden Lock Place. Usually the walkway across and the south range of the Middle Yard are visible. There are no designated heritage assets within the view, but it is within the Regents Canal Conservation Area. The utilitarian/industrial character of the area and the subject site is represented in the buildings fronting Camden Lock Place, which are of the 1990s. The building on the right is denoted as a positive contributor. The view is towards the canal and the buildings on the south bank but is terminated by elements of recent buildings.

VALUE OF THE HERITAGE ASSETS IN THE VIEW	
LOW	<p>The view is within a conservation area (Regents Canal Conservation Area),</p> <p>In this case the Viewing Place (and/or Assessment Point) is not the best or only place to view the heritage asset.</p>

From the criteria in Table 2 in Appendix 3, the importance of the view as a whole is low.

VALUE/IMPORTANCE OF THE VIEW AS A WHOLE**LOW**

The view is likely to be a locally valued view but the characteristics of the regents Canal Conservation are not best represented in this view.

Impact Appraisal

Figure 33 3D model of the proposed entrance path to Middle Yard from Camden Lock Place

Figure 33 shows the proposed new buildings of the West Yard from Camden Lock Place. The architecture on the elevations has been infused with the architectural language and materials of the nearby East Yard building. The shape, scale and proportion of the fenestration also draw from the building's neighbours; they follow the rhythm and proportion of the adjacent buildings, thereby enhancing the character and appearance of the Conservation Area. The design of the building and the new walkway enhance the utilitarian character of the area. The definition of the Middle Yard as a separate space is preserved. The removal of intrusive recent buildings allows a view across the canal enhancing the conception of space and distance, and the horse creep is fully revealed.

CRITERIA FOR DETERMINING MAGNITUDE OF IMPACT ON HERITAGE SIGNIFICANCE WITHIN A VIEW**Low beneficial**

The development enhances to a minor extent the heritage values of the heritage assets in the view, or the view as a whole, or the ability to appreciate those values.

Using the cross-reference from Table 4 in Appendix, a low value view with a medium magnitude of impact results in a "**low beneficial effect**".

7.1.3 Viewpoint 3

Baseline



Figure 34 Existing view of Camden Lock Market from in front Regents Canal Information Centre, 289 Camden High Street, Grade II (former lock keeper's cottage)

Figure 34 depicts the existing view of Camden Lock Market along Regents Canal taken just in front of the Grade II listed Regents Canal Information Centre. The view falls within the Regents Canal Conservation Area and includes on the left, the Grade II listed Interchange Building forming an important backdrop. The Grade II listed Hampstead Road Lock is also present in the view and is prominent in the foreground. The view is dominated by the buildings within the East Yard, although these are partially covered by a willow tree during the summer months. The remaining buildings to the north and west of the subject site are screened behind the buildings on the east of the Middle Yard, but the south range of the Middle Yard with the roof terrace of the restaurant is partially visible; these buildings do not reflect the character and appearance of the Conservation Area and are identified as negative features of the area in the Regents Canal Conservation Area Statement.

VALUE OF THE HERITAGE ASSETS IN THE VIEW

MEDIUM

This view includes two grade II listed structures within a conservation area. Hampstead Road Lock is a central focus of the view and its significance is well represented in the view.

The Viewing Place (and/or Assessment Point) is a good place to view the assets and but is not the only place from which to view that particular asset.

From the criteria in Table 2 in Appendix 3, the importance of the view as a whole is medium.

VALUE/IMPORTANCE OF THE VIEW AS A WHOLE

MEDIUM

The view is of importance at the borough level and contains two grade II listed heritage assets within a conservation area, whose heritage significance is well represented in the view and which benefit from being seen in combination with each other.

Impact Appraisal



Figure 35 3D view of the proposal from in front Regents Canal Information Centre, 289 Camden High Street, Grade II (former lock keeper's cottage)

Figure 35 shows the impact the new development will have on the Regents Canal and on the designated heritage assets present in the view. By limiting the proposed building to three storeys and setting back the storeys above the ground floor, as well as sloping the ridgeline of the roof, the proposal will remain subservient to the listed lock which will remain the dominant feature in the view, despite the minor incursion which conceals some of the bays of the façade. This varies with kinetic experience. The listed Interchange building will still be the dominant background feature in the view; the refurbished East Yard building will still be screened by the willow tree, but the unsympathetic existing restaurant terrace and umbrellas will be removed and replaced with a building which has been designed carefully to better integrate with its surroundings. The new glazed canopy replaces the existing pastiche with a more appropriately proportioned structure, which is subservient to the existing buildings but is of compatible scale. It attaches to all existing buildings without major intervention. The east yard 1990s building is not denoted as a positive contributor so connection to that façade are less critical; the Middle Yard building ("Dingwalls") has connection via industrial weight special brackets, which leave the face ally unencumbered and fully exposed. The fixings are specially designed to match the brick coursing. The mass and height and strong utilitarian design features of the proposed buildings will remain subservient to the Interchange building, and will also emphasize the historical character of the area.

CRITERIA FOR DETERMINING MAGNITUDE OF IMPACT ON HERITAGE SIGNIFICANCE WITHIN A VIEW**Medium beneficial**

The development enhances to a clearly discernible extent the heritage values of the heritage assets in the view, or the view as a whole, or the ability to appreciate those values.

Using the cross-reference from Table 4 in Appendix 3, a low value view with a medium magnitude of impact results in a "**moderate effect**".

7.1.4 Viewpoint 4

Baseline



Figure 36 Existing view of Eastern and middle Yards from across the canal

Figure 36 depicts the existing view of Camden Lock Market along Regents Canal taken across the canal. The view falls within Regents Canal Conservation Area and includes on the left, the grade II listed Interchange Building. The Grade II listed Roving Bridge is also present in the view. The view is dominated by the west range of the East Yard with its large arched openings, and the south range of the Middle Yard with its glazed restaurant front and roof terrace above. This latter range provides a weak frontage to the canal and at best makes a neutral contribution to the setting of the designated heritage assets by not reflecting their industrial and utilitarian character in terms of form and materials, and also makes the tripartite nature of the site difficult to interpret.

VALUE OF THE HERITAGE ASSETS IN THE VIEW	
MEDIUM	<p>This view includes three grade II listed structures within a conservation area (the Interchange building, Hampstead Road Lock and the Roving Bridge). Hampstead Road Lock is a central focus of the view and its significance is well represented in the view.</p> <p>The Viewing Place (and/or Assessment Point) is a good place to view the assets and but is not the only place from which to view that particular asset.</p>

From the criteria in Table 2 in Appendix 3, the importance of the view as a whole is medium.

VALUE/IMPORTANCE OF THE VIEW AS A WHOLE	
MEDIUM	<p>The view is of importance at the borough level and contains three grade II listed heritage assets within a conservation area, whose heritage significance is well represented in the view and which benefit from being seen in combination with each other.</p>

Impact Appraisal



Figure 37 Proposed view of Eastern and middle Yards from across the canal

Figure 37 shows the impact the new development will have on the canal and on the designated heritage assets present in the view. The scale, bulk and mass of the new development, as well as the proportions of the windows, reflect that of the surrounding buildings and create a much stronger canal frontage in which the historic uses of the subject site and the character of the Conservation Area can be better appreciated. The setting back of the proposed building and the lighter construction proposed to the first and second storeys enable it to remain subservient to the designated heritage assets in the view, whilst reflecting the historic industrial uses of the area. The canted articulation of the twin gables tend to diminish the perception of bulk and add visual interest in kinetic views and leave the façade of the Interchange as a dominant feature. The physical separation between the range of the East Yard and proposed building enhances an interpretation of the tripartite division of the site and defines more clearly the Middle Yard. The construction of a continuous walkway to the first floor across the entire canal frontage allows freedom of circulation and access whilst reflecting its industrial past in its utilitarian design features.

CRITERIA FOR DETERMINING MAGNITUDE OF IMPACT ON HERITAGE SIGNIFICANCE WITHIN A VIEW

Medium beneficial

The development enhances to a clearly discernible extent the heritage values of the heritage assets in the view, or the view as a whole, or the ability to appreciate those values.

Using the cross-reference from Table 4 in Appendix, a medium value view with a medium magnitude of impact results in a "**moderate effect**".

7.1.5 Viewpoint 5

Baseline



Figure 38 Existing view of Camden Lock Market from the Roving Bridge.

Figure 38 depicts the existing view of Camden Lock Market taken from the listed Roving Bridge. The view falls within Regents Canal Conservation Area and includes the Grade II listed Hampstead Road Lock which sits prominently in the foreground. The Interchange building, West Yard and most part of the Middle Yard are screened for at least six months of the year by the willow tree, and only the eastern range of the Middle Yard and East Yard are visible. The eastern range of the Middle Yard, denoted as making a positive contribution to the character of the Conservation Area, appears here as one which lacks character. The roof terrace of the restaurant with its associated timber structures, umbrellas and other paraphernalia is detrimental to an understanding of the industrial character of the area and the setting of the designated heritage assets in the view.

VALUE OF THE HERITAGE ASSETS IN THE VIEW

MEDIUM

This view includes two grade II listed structures within a conservation area. Hampstead Road Lock is a central focus of the view and its significance is well represented in the view.

The Viewing Place (and/or Assessment Point) is a good place to view the assets and but is not the only place from which to view the assets.

From the criteria in Table 2 in Appendix 3, the importance of the view as a whole is medium.

VALUE/IMPORTANCE OF THE VIEW AS A WHOLE

MEDIUM

The view is of importance at the borough level and contains two grade II listed heritage assets within a conservation area, whose heritage significance is well represented in the view and which benefit from being seen in combination with each other.

Impact Appraisal



Figure 39 Proposed view of Camden Lock Market from the Roving Bridge.

Figure 39 shows the impact the new development will have on the setting of the Hampstead Lock in views from the listed Roving Bridge. The development proposes a building which contributes positively to the former industrial character of the site while respecting the historical features of the surroundings. The proposal creates a strong separation between the Middle and West Yards whilst simultaneously providing a unifying yet modern interpretation on the literacy and grain of the conservation area. The scale, bulk and mass of the new development better reflect that of the surrounding buildings and create a much stronger canal frontage in which the historic uses of the subject site and the character of the Conservation Area can be better appreciated.

The canted articulating of the twin gables of the new building is very apparent in this view, providing visual interest and reducing effect of the bulk. The new walkway and bridge provide easily identifiable way finding and access routes.

The twin gables of the new glazed canopy to East Yard is also apparent, adding visual interest and forming a marker for the activities it shelters. The gables and structure are compatible in scale to the adjoining buildings and the glass and steel materiality is appropriate for the function and aesthetic of the market.

CRITERIA FOR DETERMINING MAGNITUDE OF IMPACT ON HERITAGE SIGNIFICANCE WITHIN A VIEW

Medium beneficial

The development enhances to a clearly discernible extent the heritage values of the heritage assets in the view, or the view as a whole, or the ability to appreciate those values.

Using the cross-reference from Table 4 in Appendix 3, a low value view with a medium magnitude of impact results in a "**moderate effect**".

7.1.6 Visual Assessment Conclusion

The above section assessed the impact that the proposal has on the settings of the grade II Interchange building, the Roving Bridge, the Hampstead Road Bridge, the Hampstead Road Lock, The Interchange canal Towpath Bridge, the former lock keeper's cottage. The other heritage assets nearby (the Stanley Sidings Stables, Horse Hospital, 24, 26, 28, Oval Road and 38-46, Jamestown Road) are not affected by the proposed scheme.

In conclusion, the proposal will have a **medium beneficial** impact on the Regents Canal Conservation Area and to the setting of the nearby designated heritage assets. This greatly enhances the sustainability of the proposal. The proposal is a more refined design which relates much more closely to the neighbouring buildings and reflects the literacy of the conservation area. The proposals, which respect the historic pattern of the site, will be a modern interpretation on the character and grain of the conservation area. The overall visual impact of the proposals will be **moderate**.

7.2 IMPACT ON FABRIC

The following table addresses the baseline conditions, potential effects, mitigation and residual effects on the fabric for each of the buildings on site.

In assessing the impact of the proposed works upon the buildings and structures within the site, consideration has been given to the significance assessed in Section 5 of this document.

BUILDING	DESCRIPTION, DESIGNATION AND SIGNIFICANCE	PROPOSED ALTERATIONS	IMPACT	MITIGATION STRATEGY
East Yard Buildings	<ul style="list-style-type: none"> Built in early 1990's Not listed No significance The window openings adjacent to the lock at ground floor are considered a negative feature in the Conservation Area Appraisal. 	<ul style="list-style-type: none"> Internal and external alterations – demolition of internal floors and reconfiguration of internal spaces. Removal of canopy at upper ground level and construction of new steel frame fabricated from lightweight steel sections and plates. The frame is split into two bays, with the main trusses spanning across the bays. 	<ul style="list-style-type: none"> Medium beneficial <p>The works will improve the appearance and usability of the building.</p>	Not required – all fabric is post-1990s and of little or no heritage significance.

BUILDING	DESCRIPTION, DESIGNATION AND SIGNIFICANCE	PROPOSED ALTERATIONS	IMPACT	MITIGATION STRATEGY
Middle Yard, east range buildings ("Dingwalls")	<ul style="list-style-type: none"> • Footprint created between 1856 and 1870 as stables and later a packing case factory. • Major reconstruction during early 1990's but retains some remains of significant 19th-century fabric. • Not listed • Part of it identified as making a positive contribution to the Conservation Area • Medium significance 	<ul style="list-style-type: none"> • Internal and external alterations principally affecting 1990s works. • Altered and extended by adding two floors. The existing king post trusses will be relocated and preserved. • Facilitates improved east-west permeability, and accessibility, by resolving differences in levels. 	<ul style="list-style-type: none"> • Medium beneficial. 	<p>The alterations to fabric are necessary as part of the establishment of optimum viable use</p> <p>The vertical extension will be of compatible materials and design. The roof trusses and associated structure hold the highest significance, and these will be preserved and re-used in the new extension.</p> <p>The vertical extension of the ex-stable block re-using fabric, has precedent in similar works undertaken in the stables at Stanley siding adjacent to the subject site.</p>
Middle Yard, southern range (Restaurant/bar)	<ul style="list-style-type: none"> • Built in early 1990's • Not listed • No significance – detrimental contribution to the character of the conservation area and the setting of designated heritage assets. 	<ul style="list-style-type: none"> • Demolition 	<ul style="list-style-type: none"> • High beneficial 	<p>Not required</p> <p>The existing building is considered a negative feature in the Conservation Area Appraisal.</p>

BUILDING	DESCRIPTION, DESIGNATION AND SIGNIFICANCE	PROPOSED ALTERATIONS	IMPACT	MITIGATION STRATEGY
West Yard, east range	<ul style="list-style-type: none"> Built in 1990's Not listed Identified as making a positive contribution to the Conservation Area Low significance 	<ul style="list-style-type: none"> Demolition Construction of a new Middle Yard Building of high quality contemporary design comprising basement and part three, part five storeys. Construction of a single-storey pavilion to the south of the West Yard. 	<ul style="list-style-type: none"> Medium beneficial 	It is considered that the overall impact of the proposals on the site as a whole and the nearby area is beneficial in economic and social terms. New building improves legibility and coherence, provides new market accommodation and improves facilities. It highly contributes to economic viability and thus serves the future of heritage assets and preserves character. It improves way finding and accessibility and eases congestion.
West Yard, north range	<ul style="list-style-type: none"> Rebuilt 1870-1891; may contain earlier fabric. Largely altered and extended in 1970's but retain some early elements. Not listed Its easternmost building is identified as making a positive contribution to the Conservation Area Medium significance 	<ul style="list-style-type: none"> Minor internal and external alterations. 	<ul style="list-style-type: none"> Medium beneficial <p>No significant fabric will be affected.</p>	Not required

BUILDING	DESCRIPTION, DESIGNATION AND SIGNIFICANCE	PROPOSED ALTERATIONS	IMPACT	MITIGATION STRATEGY
West Yard, west range	<ul style="list-style-type: none"> Originally open sided transit shed c.1891-4 but largely altered during 1970s walkway added 1990s Not listed Identified as making a positive contribution to the Conservation Area Medium significance. The upper storeys, which are later, contain much mutilated king post roof trusses. 	<ul style="list-style-type: none"> Internal and external alteration elevation New opening to Interchange building created by using new steel lintels and new pad stones The frontage is proposed to be partially extended out and be under the walkway to enlarge the retail units. Alteration to roof covering 	<ul style="list-style-type: none"> Medium beneficial 	<p>Rear west wall is originally part of transit shed. Shopfronts are 1990s and of no value. The proposal seeks reveal the original structure and openings of shed.</p> <p>The west pitch of the northern roof will be removed to allow the installation of plant. However the existing mutilated trusses will be preserved. Has no visual impact from the market area or public realm.</p>
East vaults under Interchange building	<ul style="list-style-type: none"> Grade II High significance 	<ul style="list-style-type: none"> Internal and external alterations, including the lowering of the floor level by 380-430mm. New opening to West Yard and multiple new openings to the dock. New uses as retail and restaurant. New services. 	<ul style="list-style-type: none"> Low adverse 	<p>The alterations are necessary for the new use, which is considered the most viable one and an intrinsic part of regeneration of market area.</p> <p>The heritage of the interchange and dock will be revealed to the public for the first time.</p> <p>Works on historic fabric will be carried out at the highest conservation standard to ensure minimum effect on historic structure.</p>

BUILDING	DESCRIPTION, DESIGNATION AND SIGNIFICANCE	PROPOSED ALTERATIONS	IMPACT	MITIGATION STRATEGY
Dog Dead Basin (Dock)	<ul style="list-style-type: none"> • Grade II • High significance 	<ul style="list-style-type: none"> • Insertion of new structure attached to steel stanchions, to form an extension to the restaurant. 	<ul style="list-style-type: none"> • Low beneficial 	<p>Impact upon spatial qualities of basin: new structure will be minimal and reversible, allowing the entire space and soffits to be experienced.</p> <p>Connection of supporting structure to existing stanchions allows minimal physical intervention.</p> <p>See Listed Building Consent application for further details</p>
Historic granite setts in Middle Yard, West Yard and Commercial Place	<ul style="list-style-type: none"> • Not listed • Medium significance • Not regarded as a positive contributor in Conservation Area Appraisal 	<ul style="list-style-type: none"> • Minor alteration to allow access • Relaying where appropriate. • Areas covered by inappropriate flag stones will be revealed or relayed 	<ul style="list-style-type: none"> • Medium beneficial 	<p>The significance of the early setts will be preserved. New access ways will be in the same material. Priority will be given to the reuse of older setts.</p>
Former dock extension in west yard, now buried	<ul style="list-style-type: none"> • Not listed • Identified as making a positive contribution to the Conservation Area 	<ul style="list-style-type: none"> • Alteration to surface 	<ul style="list-style-type: none"> • Low beneficial 	Not required

8 JUSTIFICATION STATEMENT

8.1 NPPF CONSIDERATIONS

In March 2012, the National Heritage Policy, Planning Policy Statement 5 (PPS5) was replaced by the National Planning Policy Framework (NPPF). The NPPF sets out the Government's planning policies for England and outlines how these should be applied.

This section discusses the impact of the proposals according to the NPPF. The NPPF contains a presumption in favour of sustainable development sympathetic to the conservation of designated heritage. The government's definition of sustainable development is one that incorporates all the relevant policies of the Framework contained within paragraphs 18 to 219. The conservation of heritage assets is one of the NPPF's 12 core principles.

Paragraph 58. Planning policies and decisions should aim to ensure that developments:

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;*
- respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation.*

Paragraph 60. Planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.

Response: Careful consideration of the alignment, scale, massing and materiality has been given to the proposed development. The proposed development responds to the context of the site's surroundings through the materials used and does not affect negatively the setting of the Conservation Area or any listed building. The proposed development reflects an understanding of the local character and of the historical evolution of the area and its setting, providing a well-informed architectural response through the sensitive manipulation of the architectural vocabulary. Therefore, the proposals comply with Section 7 of the NPPF 'Requiring Good Design'.

Paragraph 132. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

Response: The majority of existing buildings and particularly the most significant, older structures, remain preserved with minimal or no interventions. **It is considered that the**

proposed demolition of some of the existing buildings would not cause damage or loss of significance to the Conservation Area as they are modern and of mediocre quality. The proposal offers potential for enhancement. The proposal relates to the massing, materials, proportions, fenestration and architectural features of the surrounding buildings in order to enhance the Conservation Area.

The existing elevations of those elements proposed for demolition embody little of the historic, evidential or aesthetic value that the surrounding area contains. The proposed development has been carefully designed to be sympathetic to the heritage values of the neighboring buildings, the setting and character of the Regents Canal Conservation Area. The proposals will not cause loss or damage to the value of the Conservation Area nor harm to the setting of the designated heritage assets situated on or adjacent to the subject site.

Paragraph 134. 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 securing its optimum viable use.

Response:

Our assessment concludes that the proposal will cause no harm to the significance of the settings, following the heritage assets identified in Figure 2:

1. The Interchange building, including the associated vaults, dock basin and horse tunnel and stairs, Grade II
2. Stanley Sidings Stables to east of bonded warehouse, Grade II
- 2a. Horse Hospital. Grade II*
3. Hampstead Road Bridge over Grand Union Canal, Grade II
4. Regents Canal Information Centre, 289 Camden High Street, Grade II (former lock keeper's cottage)
5. Hampstead Road Lock on the Grand Union Canal, Grade II
6. Roving Bridge over Grand Union Canal, Grade II
7. The Interchange canal towpath bridge over private canal entrance, Grade II
8. 24, 26, 28, Oval Road and 38-46, Jamestown Road, Grade II

Although it could be considered that the proposed removal of two of the buildings identified as positive contributors to the Conservation Area may involve "less than substantial harm", they are of the 1990's and their significance has been assessed as low. The benefits brought by the development of the site and the improvement of the overall quality of the area outweigh any apparent harm. There will also "less than substantial harm" to the fabric of the Listed Interchange building by forming new openings. (See separate Listed Building Consent application).

The intended development will enhance the conservation area as a whole, and that of the development area in particular.

Paragraph 137. Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

Response: The proposed development is a carefully considered opportunity site, allowing removal of mediocre existing buildings and poor quality structures to facilitate optimum viable use and accessibility. The design is in keeping with the scale of the Regents Canal Conservation Area. The relationship is maintained by the choice of materials, alignment and massing, in keeping with design ethos of the development and its surrounding properties. The appreciation of the character and historic values of the subject area have been a key consideration in the design concept of the proposed alterations, driven by a creative approach aiming at memory and identity, sensitivity and viability. Additionally, the scheme proposes to reveal the heritage setting of the horse creep as well as the East Vaults and Dead Dog Basin, thus enhancing their significance.

The overall impact and significance of effects of the proposed development on the historic environment has been assessed as **medium beneficial**.

8.2 NPPF Planning Practice Guidance (PPG) – March 2014; ID 18a: Conserving & enhancing the historic environment (Updated: 10 04 2014)

PPG Paragraph: 003 - Reference ID: 18a-003-20140306

What is meant by the conservation and enhancement of the historic environment?

The conservation of heritage assets in a manner appropriate to their significance is a core planning principle. Heritage assets are an irreplaceable resource and effective conservation delivers wider social, cultural, economic and environmental benefits.

Conservation is an active process of maintenance and managing change. It requires a flexible and thoughtful approach to get the best out of assets as diverse as listed buildings in everyday use to as yet undiscovered, undesignated buried remains of archaeological interest. (...)

Part of the public value of heritage assets is the contribution that they can make to understanding and interpreting our past. So where the complete or partial loss of a heritage asset is justified, the aim then is to capture and record the evidence of the asset's significance which is to be lost, interpret its contribution to the understanding of our past, and make that publicly available.

Response: The proposals recognise that the conservation of heritage assets must be in a manner appropriate to its determined significance and that heritage assets are an irreplaceable resource. This is implicit in the proposed development. Equally important is the definition of 'conservation' as the 'active process of maintenance and managing change'. The site and the wider Conservation Area is not a static place. It has been subject to change and in order to remain a sustainable welcome and pleasing place it will continue to change. The proposed scheme has been driven by the need to ensure a sustainable solution for the site in conjunction with a positive and imaginative response to the significant context. The proposed scheme will represent a sympathetic yet contemporary approach respecting the historic significance of the site and its surrounding.

PPG Paragraph: 009 - Reference ID: 18a-009-20140306

Why is 'significance' important in decision taking?

Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the

potential impact and acceptability of development proposals.

Response: Heritage assets can be adversely affected by physical change or change in their setting. It is contended that the nature, extent and importance of the significance of the affected heritage assets – including the settings of the Interchange building, the Interchange canal towpath bridge, Roving Bridge and lock – has been properly assessed thereby enabling an acceptable and justifiable proposal to be developed. Key to this process has been the consideration of the impact on the historic environment which in this case is positive and enhancing.

PPG Paragraph: 017 - Reference ID: 18a-017-20140306

How to assess if there is substantial harm?

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

While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm.(...)

Response: The impact on the significance of the heritage assets has been fully considered in the proposal. It was assessed that 'no harm' would be caused to the designated listed buildings nearby. No "key elements" of significance are substantially affected.

The proposals are considered to cause "less than substantial harm" to the Conservation Area, only in the acknowledgement of the Conservation Area Appraisal denoting certain parts of the 1990s buildings as positive. Alterations to other existing buildings are the minimum required to achieve the benefits of the scheme. Details upon the impact on the significance of the Interchange building is addressed in the Listed Building Consent. However, the elements of brickwork denoted as removed to form new openings do not constitute elements of 'special architectural or historic interest'.

PPG Paragraph: 019 - Reference ID: 18a-019-20140306

How can proposals avoid or minimise harm to the significance of a heritage asset?

A clear understanding of the significance of a heritage asset and its setting is necessary to develop proposals which avoid or minimise harm. Early appraisals, a conservation plan or targeted specialist investigation can help to identify constraints and opportunities arising from the asset at an early stage. Such studies can reveal alternative development options, for example more sensitive designs or different orientations, that will deliver public benefits in a more sustainable and appropriate way.

Response: This Heritage Statement documents the extensive assessment which we have undertaken for this application. Visual inspections of the site informed constraints and opportunities and there was a conscious effort to minimize the impact of the proposed new building and other proposed alterations upon the fabric of the buildings on the subject site and on the settings of the various listed buildings and the Regent's Canal Conservation Area. It is considered that 'no harm' is caused to designated listed buildings nearby and that less than substantial harm is caused by the overall proposal.

PPG Paragraph: 020 - Reference ID: 18a-020-20140306

What is meant by the term public benefits?

Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework (Paragraph 7). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.

Public benefits may include heritage benefits, such as:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting*
- reducing or removing risks to a heritage asset*
- securing the optimum viable use of a heritage asset in support of its long term conservation*

Response: Public benefit will deliver economic, social and environmental advantages and should result or 'flow' from the proposed development. It will benefit the public at large and will not just be a private benefit. Although such benefit does not always have 'to be visible or accessible to the public in order to be genuine public benefits', that is the case here. Public benefits include heritage benefits and in this scheme include increasingly accessibility to designated heritage assets, removing detrimental or neutral elements from the settings of designated heritage assets, preserving and enhancing the settings of designated heritage assets, including the character and appearance of the Regent's Park Conservation Area. Most importantly, the proposed scheme will ensure the long-term future of the subject site as a positive and welcoming place, which will also ensure the future preservation of the settings of the designated assets surrounding the subject site, but also the enhancement of an appreciation of the local historic environment and an understanding of the its historical functions and uses. Additionally, the proposal seeks to open to the public the East Vaults under the Interchange building as well as providing visual access to the 'Dead Dog Basin', thus 'revealing' the heritage. In this way, and according to this definition, the development proposal represents tangible public benefit in its total sense.

8.3 Camden Development Policies 2010-2025

DP24 Securing High Quality Design

24.12 In order to best preserve and enhance the positive elements of local character within the borough, we need to recognise and understand the factors that create it.

Designs for new buildings, and alterations and extensions, should respect the character and appearance of the local area and neighbouring buildings. Within areas of distinctive character, development should reinforce those elements which create the character. Where townscape is particularly uniform attention should be paid to responding closely to the prevailing scale, form and proportions and materials. In areas of low quality or where no pattern prevails, development should improve the quality of an area and give a stronger identity.

Response: This Heritage Statement has analysed the Conservation Area in detail and has assessed the key elements that contribute to its special character and appearance, including the contribution made by the various buildings and spaces within the subject site. This understanding has guided the development of the proposals in order that they respond positively to the distinctive industrial/utilitarian character of the sub-area of the Regent's Canal Conservation Area. The owners have commissioned award-winning architects of national if not international repute, who were briefed to respond to heritage significance. Particular attention has been paid to the scale, height, mass and proposed materials of the proposed buildings, as well as the design features such as the fenestration, all of which have been designed carefully in a modern idiom to better reflect the character and appearance of the conservation area and the surrounding buildings than the existing structures which are proposed to be demolished.

DP25 Conserving Camden's heritage

25.6 The Council has a general presumption in favour of retaining buildings that make a positive contribution to the character or appearance of a conservation area, whether they are listed or not so as to preserve the character and appearance of the conservation area. We will not grant conservation area consent for the total or substantial demolition of such a building where this would harm the appearance of the conservation area, unless exceptional circumstances are shown that outweigh the case for retention. Applicants will be required to justify the demolition of a building that makes a positive contribution to a conservation area, having regard to Policy HE7 of Planning Policy Statement (PPS) 5: Planning for the Historic Environment, Camden's conservation area statements, appraisals and management plans and any other relevant supplementary guidance produced by the Council.

Response: The proposals have identified elements within the subject site that are currently detrimental to the character and appearance of the Regent's Canal Conservation Area or make only a neutral contribution, and positively seek to replace or improve those buildings or spaces with designs that better reflect the historic character, appearance and uses of the subject site. The majority of demolition works proposed involve those buildings which have either no heritage significance, low significance or are detrimental to the Conservation Area.

The proposed works to the former stables buildings to the east of Middle Yard and west of East Yard, which have been identified as positive contributors, will retain those few surviving but significant 19th-century features which contribute to the character of the Conservation Area. The other buildings identified as positive contributors on the north-east of the West Yard are proposed to be demolished, but these are of 1990s origin. The building which will replace it will not only create a stronger streetscape and entrance to Middle Yard from Commercial Place, but will also better reflect the character of the surrounding buildings in terms of mass and height and the proportions of the fenestration. By responding positively to the literacy and architectural grain of the Conservation Area, the character and appearance of the area will be preserved, maintained and enhanced.

Moreover, the considerable public benefit in terms of social and economic advantages gained by the construction of the proposed building will outweigh the loss of this building which, although a positive contributor, possesses little or no heritage significance.

25.15 The setting of a listed building is of great importance and should not be harmed by unsympathetic neighbouring development. While the setting of a listed building may be limited to its immediate surroundings, it often can extend some distance from it. The value of a listed building can be greatly diminished if unsympathetic development elsewhere harms its appearance or its harmonious relationship with its surroundings. Applicants will be expected to provide sufficient information about the proposed development and its relationship with its immediate setting, in the form of a design statement.

Response: The existing buildings to the south the Middle Yard at best make a neutral contribution to the setting of various listed buildings despite parts of the 1990 buildings denoted as positive contributors to the conservation area character.. The scale, height and mass of the proposed new buildings on the subject site have been carefully designed to minimize the impact on the settings of the listed buildings, particularly the lock, the Interchange building and the Roving Bridge. The setting back of the upper storeys and the light touch design of the proposed building in Middle Yard ensures that the lock, bridge and Interchange building remain dominant features in those important views in which their significance can best be appreciated. The setting back of the roof storey of the same building on Camden Lock Place also minimizes the impact of the new building in views of the Interchange building along that road. The features of the proposed new buildings better reflect the industrial and utilitarian character of the subject site than the existing buildings which are to be demolished and have responded positively to this in terms of design, fenestration and materials.

8.4 Camden Core Strategy 2010-2025 (Policy CS14)

The Council will ensure that Camden's places and buildings are attractive, safe and easy to use by:

- a) requiring development of the highest standard of design that respects local context and character;*
- b) preserving and enhancing 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;*
- c) promoting high quality landscaping and works to streets and public spaces;*
- d) seeking the highest standards of access in all buildings and places and requiring schemes to be designed to be inclusive and accessible.*

Response: The proposal has used the services of a noted award-winning architectural practice to produce the highest standard of design which has been guided by a detailed understanding of the character and appearance of the Regent's Canal Conservation Area and the immediate context of the subject site. The design of the proposed new buildings therefore responds positively to those characteristics by better reflecting the scale, height and mass, character and palette of materials than the existing buildings which are to be demolished. The design has also ensured that the settings of the identified listed buildings surrounding the subject site will be preserved, maintained and enhanced. The landscaping preserves the majority of the historic granite setts on Camden Lock Place

and in Middle Yard and the West Yard, thereby preserving the industrial character of the site and the area. The proposed works have been designed to be fully accessible and will enable an enhanced public appreciation of designated heritage assets, particularly the East Vaults of the listed Interchange building which will be opened for public access.

9 CONCLUSION

The site falls within the setting of Regent's Canal Conservation Area, which has an identifiable character, largely derived from the nature of the canal.

The site also mirrors the development of the borough generally, and the elements, together with the Regent's Canal, which contribute towards the neighbourhood identity, are Chalk Farm Road, the Railway viaduct and the market activities.

It is a well-defined neighbourhood which extends beyond the obvious Conservation Area boundaries. Historic uses included residential, low built, largely terraced housing, with shops and pubs, apart from wharves and area adjacent to the railways that are occupied by industrial related activities.

The area has an interesting and vibrant mix of building types from modest terraced housing to warehousing. Uses are predominantly residential and retail, with some light industry in the back streets adjacent the railway viaducts.

The dominant architectural style of the environs, other than that of 19th-century terraced, dense housing, is the industrial architecture connected with the height of the canal and railway age.

The predominant form and grain of the market buildings has remained remarkably intact. This is expressed in the articulation of ranges of north-south and relatively narrow blocks extending from the east west alignment, perpendicular to Camden Lock Place. Two of the three docks still remain and despite the loss of Bridge Wharf and its dock (outer basin), the form of the site is legible, reflecting its morphology and history. The majority of the existing buildings and all of the highest significance remain and will be repaired and reconditioned.

Although, other than the Interchange there are no listed buildings within the site, the significance of the group is recognised and those elements have been preserved. The settings of other designated heritage assets has been acknowledged and preserved. The need for expansion to accommodate ever increasing numbers safely is now urgent and such expansion is destined only to areas where there is limited or no significance.

The north - south alignment of built form is preserved, and the general massing, which steps down to the canal is also an important characteristic. The buildings all have a uniformity of scale, which is of small scale industrial, almost domestic, expressed in the taxis and massing of the buildings. The Interchange building dominates the group, proclaiming its status and function, which is marked by a grander scale.

New buildings within the market area will continue this expression of scale and respect the hierarchy of significance.

As Camden Town continues to develop and change, the setting and spatial configuration of the new development will acquire greater importance in relation to the Conservation Area and listed buildings nearby.

The subject site is one of the very few obvious "opportunity" sites within the immediate environs, and thus presents an occasion to provide a sustainable solution for the site and major enhancing redevelopment that will be of benefit to the settings of Conservation Areas and Camden Town neighbourhood.