

Planning and Heritage Statement

**11 Murray Street, London,
NW1 9RE**

Prepared For
Holly Lodge Pension Scheme

4021
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bell cornwell

CHARTERED TOWN PLANNERS

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1 INTRODUCTION

PREAMBLE

- 1.1 This Planning and Heritage Statement has been prepared by Bell Cornwell LLP ('we'; 'us'; 'our') on behalf of Holly Lodge Pension Scheme (the 'Applicant') in support of a full planning application to London Borough of Camden. The application relates to proposals at 11 Murray Street, London, NW1 9RE (the 'Site').
- 1.2 This statement provides the planning case for the proposed development and includes a heritage statement which provides a proportionate assessment of the impact of the application proposals on the significance of the identified heritage assets considering the statutory duties of the Planning (Listed Building and Conservation Areas) Act 1990, national planning policy in the NPPD and local planning policy for the historic environment alongside all other material considerations.
- 1.3 This document should be read in conjunction with the following drawings and documents:
- Completed planning application and CIL Forms (prepared by Bell Cornwell LLP)
 - Planning drawings (prepared by AtecGlobal)

REPORT STRUCTURE

- 1.4 This Statement is structured as follows:
- **Section 2** provides an overview of the site and its surrounding context.
 - **Section 3** provides an overview of the proposed development.
 - **Section 4** reviews relevant planning history for the site.
 - **Section 5** outlines the planning policy framework and other material considerations.
 - **Section 6** sets out the case for planning permission.
 - **Section 7** provides a conclusion.



2 THE SITE AND ITS SURROUNDINGS

SITE DESCRIPTION

- 2.1 The site comprises a terraced, four storey (plus basement) building located on the western side of Murray Street. The application site comprises the ground and basement levels of the building which are currently occupied as an office (Use Class E).
- 2.2 The property is situated in the Camden Square conservation area. Murray Street is a no-through road between Camden Square and Agar Grove. Opposite the property is the London Irish Centre.
- 2.3 No. 11 Murray Street is within a designated Neighbourhood shopping and service centre. There is an existing parade of shop fronts, many of which have been converted to residential use (8-9 Murray St. included) at ground level with residential flats in the upper floors. The streetscape of Murray St has a unified appearance due to the architectural language of shopfronts at ground level, with filigree metalwork at first floor level - above the fascia signs. There is a varied roofline along Murray Street, where mansard and dormer roof developments have taken place.
- 2.4 The rear of Murray Street contains a mix of domestic extensions, outbuildings and commercial mews premises. The scale, footprint and massing of the developments to the rear of Murray Street varies significantly, with a range of building heights between one and three stories. The land to the rear of Murray St faces South-West, receiving evening light. The land is a patchwork of development and amenity space with some mature trees in places. The development is a mix of single and two storey high extensions, a few outbuildings and a larger mews development.
- 2.5 Adjacent to the site is No. 10 Murray Street whose garden is separated by a boundary wall. Alongside the boundary is a low outbuilding that is approximately of equal height. The site is screened by a row of trees to the West limiting overlooking onto the project site from dwellings at Stratford Villas. The site is screened from view to the rear of villas on Agar Grove to the Southeast by one and two storey rear extensions to no. 10 Murray Street and no. 1 Cobham Mews.
- 2.6 The site has good access to the existing public transport network and has PTAL 3 rating. Camden Road Overground station lies 0.4 mile walk southwest of the Site which provides regular connections to central London. There are also several bus routes available in the vicinity of the site.



3 PROPOSAL

3.1 This section summarises the main details of the proposed development for which planning permission is sought.

3.2 The application proposals comprise the following salient elements:

- To the front:
 - Enlarged windows and glazed door to basement fronting lightwell.
- To the rear:
 - Construction of a new single storey extension at ground floor. The extension will have a total depth of 1.85 metres.



4 PLANNING HISTORY

Planning History

4.1 The planning history available for the site is limited, with a single application of relevance as listed below.

- **2019/5514/P** – Use as office (Class B1). Planning permission granted on 18 December 2019.



5 PLANNING POLICY FRAMEWORK

STATUTORY DEVELOPMENT PLAN

- 5.1 The Government's planning policies, as set out in the National Planning Policy Framework (NPPF) published in December 2023, are a significant material consideration. Further guidance on the interpretation of the Framework's policies is provided by the Planning Practice Guidance (PPG).
- 5.2 Consideration of national policy and guidance set out in the NPPF (2023) and NPPG alongside the legal tests of The Planning (Listed Buildings and Conservation Area) Act 1990, Sections 66(1) and 72(1).
- 5.3 The statutory development plan relevant to this planning application comprises the following documents:
- The London Plan (2021); and
 - Camden Local Plan (2017)
- 5.4 The London Borough of Camden has several Supplementary Planning Documents, Supplementary Planning Guidance Documents and other documents which are relevant to this application include:
- Camden Planning Guidance (2021)
 - Camden Square Conservation Area Appraisal and Management Strategy (2011)
- 5.5 The NPPF is also an important material consideration and was last updated in December 2023.



6 PLANNING AND HERITAGE ASSESSMENT

- 6.1 In this section we refer to the relevant planning considerations and how the proposed development responds to these.

HERITAGE STATEMENT

- 6.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications should be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 6.3 The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system only to the extent that it is relevant, proportionate and necessary to do so. It provides a framework within which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities.
- 6.4 NPPF Paragraph 7 states: *"The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs"*.
- 6.5 In this context, the NPPF identifies three dimensions to 'sustainable development':
- An economic role;
 - A social role; and
 - An environmental role.
- 6.6 The NPPF states that there is a presumption in favour of sustainable development, which for decision-taking means, *"...approving development proposals that accord with an up-to-date development plan without delay"* (paragraph 11). Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. In accordance with the requirements of the NPPF the significance of the heritage asset, the Grade II listed building and the Conservation Area, which



will be affected by the proposal, has been considered in the first instance. Consequently, the proposals have been informed by a clear understanding and appreciation of the historical development and architectural significance of the building and the character and appearance of the Site and its surroundings, as found today.

6.7 The legislative framework relevant to these proposals comprises:

- The Town and Country Planning Act 1990;
- The Planning and Compulsory Purchase Act 2004; and
- The Planning (Listed Buildings and Conservation Areas) Act 1990 (“the Planning (LBCA) Act 1990”).

6.8 A heritage asset is defined within the National Planning Policy Framework 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)”* (NPPF Annex 2: Glossary).

6.9 To be considered a heritage asset *“an asset must have some meaningful archaeological, architectural, artistic, historical, social or other heritage interest that gives it value to society that transcends its functional utility. Therein lies the fundamental difference between heritage assets and ordinary assets; they stand apart from ordinary assets because of their significance – the summation of all aspects of their heritage interest.”* (‘Managing Built Heritage: The Role of Cultural Values and Significance’ Stephen Bond and Derek Worthing, 2016.)

6.10 ‘Designated’ assets have been identified under the relevant legislation and policy including, but not limited to: World Heritage Sites, Scheduled Monuments, Listed Buildings, and Conservation Areas. ‘Non-designated’ heritage assets are assets which fall below the national criteria for designation.

6.11 The property as mentioned is Grade II Listed and the significance of the building is in the aesthetics. ‘Significance’ lies at the core of these principles, the sum of all the heritage values attached to a place, be it a building, an archaeological site, or a larger historic area such as a whole village or landscape. The document sets out how heritage values can be grouped into four categories:



- *“Evidential value: the potential of a place to yield evidence about past human activity*
- *Historic 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”.*

6.12 It states that:

“New work or alteration to a significant place should normally be acceptable if:

- a. There is sufficient information comprehensively to understand the impacts of the proposal on the significance of the place;*
- b. the proposal would not materially harm the values of the place, which, where appropriate, would be reinforced or further revealed;*
- c. the proposals aspire to a quality of design and execution which may be valued now and in the future;*
- d; the long-term consequences of the proposals can, from experience, be demonstrated to be benign, or the proposals are designed not to prejudice alternative solutions in the future” (Page 58)”.*

6.13 The concept of significance was first expressed within the 1979 Burra Charter (Australia ICOMOS, 1979). This charter has periodically been updated to reflect the development of the theory and practice of cultural heritage management, with the current version having been adopted in 2013. It defines cultural significance as the *“aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups”* (Page 2, Article 1.2).



- 6.14 We are mindful of the great weight that is given to the conservation of heritage assets; case law has made clear that the statutory duty to preserve must be accorded ‘considerable importance and weight’.
- 6.15 The heritage policy and guidance context for consideration of the proposals is considered above. This includes the statutory duties of the Planning (Listed Building and Conservation Areas) Act 1990.
- 6.16 Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 explains that the council should *‘determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desired to preserve or enhance’*.
- 6.17 Under section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 LPAs are required to pay special attention to the desirability of preserving or enhancing the character or appearance of a Conservation Area.
- 6.18 London Plan Policy HC1 states that 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.
- 6.19 There is a strong presumption against the grant of permission for development that would harm (i.e., not preserve) the character and appearance of a conservation area, though the presumption may be lessened if the harm can be minimised or mitigated. For these purposes ‘preserve’ means to do no harm, as is established in case law. ‘Harm’ is defined by Historic England as change which erodes the significance of a heritage asset.

Significance

- 6.20 ‘Significance’ is how the cultural importance of a place and its component parts are identified and compared, both absolutely and relatively. It is essential for effective conservation and management because the identification of areas and aspects of higher and lower significance, based on a thorough understanding of a place, enable proposals for change to be developed which protect, respect and where possible enhance, a building’s character and cultural values.



- 6.21 The assessment of significance can assist in identifying areas where only minimal changes should be considered, as well as locations where change might be acceptable and enhance understanding and appreciation of the building's significance. Changes need to be carefully designed to ensure that significant features are not compromised and will be judged within the legislative context governing the historic environment.
- 6.22 The primary planning considerations in relation to the proposals relate to the impact upon the character and appearance of the Conservation Area.
- 6.23 The proposals are considered to represent an enhancement to the existing position. The external works will remove all unsympathetic windows and doors to the front light well and improve the appearance of the existing rear extension.
- 6.24 The design of the new extension will be enhanced through the use of the highest quality materials. The rear addition will be constructed of brick matching the existing façades. The windows and doors to the front and rear will be traditional style which will ensure a cohesive appearance with the original historic lower floors.
- 6.25 The proposed rear extension will visually consolidate the mass and architectural detailing in place of piecemeal extensions. The result will create a more uniform rear elevation which better relate to the historic appearance of the building both in height and massing. The proposals are considered to provide a functional use whilst remaining wholly sympathetic to the heritage assets through appropriate design.
- 6.26 The design approach has evolved to ensure that the proposals remain wholly appropriate in context of their surroundings and setting. This rationale has been informed by the setting of the heritage assets and an understanding of their significance.

DESIGN CONSIDERATIONS

- 6.27 High quality and inclusive design are encouraged at all policy levels. The NPPF notes that good design is a key aspect of sustainable development and should contribute positively to making places better for people.
- 6.28 Paragraph 132 of the NPPF 2023 sets out some key requirements that decisions should consider.



- 6.29 London Plan policy D3 states that Development should respond to the character of a place, be of high-quality design and protect the special features of the locality.
- 6.30 Local Plan Policy D1 Policy D1 adds that the Council will seek to secure high quality design in development. The Council will require that development respects local context and character.
- 6.31 The proposals will make sensitive alterations to the front and rear elevations of the property. These comprise the sensitive enlarging of the windows and doors in the existing front light well which are both modern features and currently detract from the visual appearance of the building.
- 6.32 To the rear, the new extension effectively enlarges an existing single storey extension at the property. At an additional depth of 1.85 metres the extension is minor and will be subservient to the host building.
- 6.33 This design will reflect the aims set out within the Camden Town Conservation Area Appraisal and the principle of the proposed design is to be in keeping with the character of the conservation area and respect the local distinctiveness of the area. It is our opinion that the design complies with London Plan Policies and Camden Development Management
- 6.34 The salient elements of the proposed development will match the detailing and architectural character of the existing building. In the wider context the proposed extension will assimilate seamlessly into the streetscape and will be a subtle addition that will appear as entirely subservient when viewed in the context of the area that is significantly varied in architectural terms.

RESIDENTIAL AMENITY

- 6.35 The proposal would not cause a detrimental loss of daylight / sunlight to the neighbouring residential properties given the height of the extension will be single storey. A Daylight / Sunlight Assessment prepared by T16 Design in support of the application corroborates our view.

The proposed development would also not result in a mass and bulk which would result in a harmful level of overshadowing. The level of development considered that the proposed development would not harm the amenity of neighbouring residents at the site.



7 CONCLUSION

- 7.1 We consider that the above clearly shows that the principle of a development of this nature is acceptable in this location.
- 7.2 Within the application we have been able to prove that the proposals would be reflective of the character of the conservation area. As such we believed that the proposals maintain the significance of the conservation area overall, in keeping with the aims of Section 16 of the National Planning Policy Framework. The work would also be in accordance with the relevant local planning guidance and parts of local policies.
- 7.3 For these reasons, the proposed development accords with legislation governing the Conservation Area and the Development Plan resulting in a proposal that is wholly acceptable.