

Delegated Report		Analysis sheet	Expiry Date:	13/11/2024
		N/A	Consultation Expiry Date:	20/10/2024
Officer			Application Number(s)	
Lauren Ford			2024/4025/P	
Application Address			Drawing Numbers	
46 Hollycroft Avenue, London NW3 7QN			<i>See draft decision notice</i>	
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature	
Proposal(s)				
Installation of a ramped access and remodelling of the existing external stair; replacement of the existing front boundary wall and retaining side boundary walls; erection of a new enclosed bin store; remodelling of the existing planting beds.				
Recommendation(s):		Refuse Planning Permission		
Application Type:		Full Planning Permission		

Conditions or Reasons for Refusal:	Refer to Draft Decision Notice			
Informatives:				
Consultations				
Adjoining Occupiers:	No. of responses	0	No. of objections	0
Summary of consultation responses:	Site Notices: displayed 25/09/2024, expired 19/10/2024. Press Notice: published 26/09/2024, expired 20/10/2024.			
Redington Frogmal Neighbourhood Forum	An objection has been received from the Redington Frogmal Neighbourhood Forum, which can be summarised as follows: <ul style="list-style-type: none"> • Strong objections – introduction of metal and removal of original boundary treatment • The side gate and any pedestrian gate and canopy should be constructed from timber • Object to the proposed removal of the front wall and its replacement by new staggered front walls and railings, as well as to the removal of the original steps The proposal to introduce native planting and new tree species is supported by the Neighbourhood Plan.			
Redington Frogmal CAAC	No response			

Site Description

The application site at 46 Hollycroft Avenue is located in the Redington/Frogmal Conservation Area.

The large, detached two-story (with basement) Arts & Crafts style building was completed in 1907 by English Architect Sir Guy Dawber and identified as a Positive Contributor. The dwelling occupies a prominent position on the western bend of the road, elevated above street level with a low brick front boundary retaining wall and landscaped sloping bank with two existing entrance step accesses.

Redington/Frogmal CA is defined by its sloping topography, mature street trees, and private garden plantings that contribute to an established and verdant, leafy character that softens the townscape setting of the large detached and semi-detached dwellings. Traditional boundary treatments including low brick walls, and paths, contribute to the area's cohesive material characteristics.

Relevant History

APPLICATION SITE:

29690: The erection of a double garage in the front garden. **Refused** 25/02/1980

9300026: Formation of a double garage to front of the house, the erection of a two-storey side extension to the south-west of the house and the erection of a single-storey extension to the rear.

Refused 23/09/1993

2008/1144/P: The erection of a 2-storey side and rear extension to the south eastern & south western side of the existing dwellinghouse, including the relocating of the front chimneystack and the insertion of three new dormer windows (one to the front elevation, one to the side elevation and one in the rear elevation) and the enlargement of the existing rear dormer and the erection of a single storey side extension to the north-western elevation. **Granted** 12/05/2008.

2009/4288/P: The erection of a 2-storey side extension with pitched roof and rear extension at ground level with associated external alterations; excavation to create basement level; relocation of front chimney to south, to existing dwelling house (Class C3). **Granted** 20/11/2009. Note that this was not subject to a S.106 agreement, and there was thus no requirement for a Construction management Plan.

2010/0065/P: Change of use and works of conversion from single family dwelling house (Class C3) to provide two residential units, involving the erection of 2-storey side extension with pitched roof and rear extension at ground level with associated external alterations, excavation to create basement level, and relocation of front chimney to south. **Granted** 16/03/2010

2010/2622/P: Submission of details of hard and soft landscaping and tree protection procedures pursuant to conditions 2 and 3 of planning permission dated 16/03/2010 (ref no. 2010/0065) for (change of use and works of conversion from single family dwelling house (Class C3) to provide two residential units, involving the erection of two storey side extension with pitched roof and rear extension at ground level with associated external alterations, excavation to create basement level, and relocation of front chimney to south). **Granted** 17/06/2010

2012/1809/P: Creation of new vehicular crossover and associated engineering works to create one parking space within landscaped bank, together with cycle parking and hard/soft landscaping in front garden all in connection with existing dwellinghouse (Class C3). **Refused** 17/05/2012

2023/4501/P: Replacement of rear glazed doors with new steel framed doors at ground and lower ground levels, reinstatement of traditional sash window to rear at ground level and introduction of a new balustrade to rear at ground level. **Granted** 15/01/2024

2024/1727/P: Introduction of a ramped access and remodelling of the existing external stair; replacement of the existing front boundary wall and retaining side boundary walls; erection of a new enclosed bin and cycle store; remodelling of the existing planting beds. **Refused**, 26/06/2024.
Reasons for refusal:

- The proposed front boundary and regrading works together with overly dominant bin store and retaining walls by reason of their design, siting, size and scale would be obtrusive and would disrupt the established pattern of the front boundary walls and gardens which would have a detrimental impact on the character and appearance of the streetscene and would fail to preserve the character and appearance of Redington and Frogna Conservation area, contrary to policies D1 (Design) and D2 (Heritage) of the Camden Local Plan 2017 and policies SD4 (Redington Frogna Character), SD5 (Dwellings: Extensions and garden development) and BGI 1 (Gardens and ecology) of the Redington and Frogna Neighbourhood Plan 2021.
- The proposed development, in the absence of an adequate tree report would be likely to be detrimental to the existing trees on the street adjacent to the site and would be contrary to policy A3 (Biodiversity) of the Camden Local Plan 2017 and policy BGI 2 (Tree planting and preservation) of the Redington and Frogna Neighbourhood Plan 2021.

Relevant policies

National Planning Policy Framework (2023)

London Plan 2021

Camden Local Plan 2017

D1 - Design

D2 – Heritage

A1 – Managing the Impact of Development

A3 – Biodiversity

Redington Frogнал Neighbourhood Plan 2021

SD1 – Refurbishment of Existing Building Stock

SD2 – Redington Frogнал Conservation Area

SD4 – Redington Frogнал Character

SD5 – Dwellings: Extensions and Garden Development

SD6 – Retention of Architectural Details in Existing Buildings

BGI1 – Gardens and Ecology

BGI2 – Tree Planting and Preservation

Camden Planning Guidance

CPG Design 2021

CPG Amenity 2021

CPG Home Improvements 2021

CPG Biodiversity 2018

Redington / Frogнал Conservation Area Character Appraisal & Management Plan (RFCACAMP) 2022

Assessment

1. Proposal

1.1. The applicant seeks planning permission for the following

- The construction of a ramped side access
- New entrance stairs, with lower riser heights
- Replacement of the traditional 900-1000mm stepped low front boundary retaining wall with a maximum height of 1420mm
- Erection of a new 1450mm high enclosed bin and cycle store
- New 1840mm stepped side boundary wall
- Provision of iron railings along upper level, front garden 'landing'
- New metal canopy to the side access entrance door
- Remodelling of the existing planting beds

1.2. This application is the resubmission of a previously refused application (2024/1727/P). The key differences between this application and 2024/1727/P are as follows:

- A slightly lowered height to the rebuilt front boundary wall with an added step (maximum height of 2080mm proposed in 2024/1727/P, and maximum height of 1420mm proposed in this application).
- Setting back of the proposed bin storage off the front boundary and reduction in its size.
- Reduction in width of ramp by approximately 100mm, to minimise the loss of planted area
- Increase in planted area from 73.9sqm including the green roof on the storage shed, to 77.5sqm.

2. Considerations

2.1. The key planning issues to be considered are as follows:

- Design and heritage
- Amenity
- Trees and landscaping

3. Policy Background

3.1. The Planning (Listed Buildings and Conservation Areas) Act 1990 (“the Listed Buildings Act”). Section 72(1) of the Act requires that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a Conservation Area when considering applications relating to land or buildings within that Area.

3.2. The subject property at 46 Hollycroft Avenue is in the Redington and Frogna Conservation Area and identified as a Positive Contributor. Under section 3.4 of **RFCACAMP** it is noted that throughout the Conservation Area, including Hollycroft Avenue, the contribution that the streetscape makes is significant; *“this includes the trees (public and private), the vegetation, the boundaries between private gardens and the street, and the rear gardens. The general layout and landscape character creates a green and leafy character”*. This is based on layout with front and rear gardens. An important characteristic of Hollycroft Avenue is the range of mature trees and hedges which results in a very green and leafy character, with properties sometimes partly screened from view.

3.3. Section 3.4 further states that the townscape characteristics of the avenue provides a coherence to the character, despite the differing scales, heights and massing of buildings. Most buildings are set-back behind front gardens or grassed and landscaped strips. This creates a green character to street, but also creates a clear enclosure and definition of those streets by the set-back building frontages and front boundary treatments. The topography of the road is reflected in the townscape character of many streets in the area, with stepped roofscapes and some properties being elevated above street level, in response to the slope.

3.4. Paragraph 4.13 of the Redington and Frogna Conservation Area Character Appraisal and Management Plan (**RFCACAMP**) notes that Hollycroft Avenue is a curving road that rises from both ends towards a peak and is lined with irregularly spaced trees of varied type and age. Houses are three-to-four storeys, some with raised ground floors and basement levels.

3.5. Section 3.6 of the **RFCACAMP** identifies the main kinds of harm to the character and appearance of the area which includes boundary treatments –

‘In addition to loss of front boundaries for parking, other front and side boundaries have had low walls, railings or hedges removed and replaced by higher timber fences or unsympathetic metal railings. Particular harm has been caused by concrete post and timber board fences to street frontages, which are at odds with the character of the area. In some properties, garages with large metal doors have been constructed near to or on the boundary of road frontages.’

3.6. Section 5.1 of the **RFCACAMP** notes that the key principle is to preserve or enhance the buildings, townscape, landscapes, public realm and other characteristics that contribute to the special architectural or historic interest of the area, whilst also ensuring that new interventions are of high quality and appropriate to their context.

3.7. Section 6.1 sets out clear development principles regarding landscape character:

a) Development should complement its surroundings in terms of landscape character, in

particular the pattern and size of front and rear gardens, hedges and trees.

- b) Development, including garden buildings, should not encroach significantly onto existing rear garden areas or harm the landscape character created by the amalgam of rear gardens. This is especially important for gardens adjacent to street frontages.*
- c) Loss of garden trees and hedges should be avoided, and all trees which contribute to the character of the Area should be retained and protected. Where removal of a tree is unavoidable, there should be a replacement tree of similar species in close proximity.*
- d) For new development, discreet and screened storage space for refuse and recycling bins and secure storage for cycles should be provided, away from front boundaries, as an integral part of the design and layout.*

3.8. It is clear from the conservation management strategy that frontages form part of the range of small scale development that can, cumulatively, have a significant impact on the character of the Conservation Area. This demonstrates that care must be taken in assessing proposals for frontages to prevent significant negative impact on the character of the Conservation Area.

3.9. Policy SD2 of the Redington and Frognal Neighbourhood Plan states that new developments must preserve or enhance the green garden suburb character and appearance of the Conservation Area. This includes retention of buildings or features that contribute to that special interest, including gaps between buildings, trees, hedges and the open garden suburb character created by well-vegetated front, side and rear gardens.

3.10. Policy SD4 continues - the area of soft natural garden space within the site should be maintained or increased. viii. Landscaping should be an integral part of the design and layout of development and should include trees and other planting using species with a high value to biodiversity.

3.11. Policy D1 (Design) of the Camden Local Plan states that The Council will require development to respect local context and character, integrate well with the surrounding streets, comprise details and materials that are of high quality and complement the local character, as well as incorporate high quality landscape design.

4. Design and heritage

4.1 The arrangement of the sloped front garden, access stairs and low boundary wall are traditional features that are considered to contribute to the open verdant quality of the streetscape and the character of this part of the conservation area. The DAS Paragraph 3.6 highlights the neighbouring boundary treatments and double garage at 30, 28 and 44 as being tall and defensive, detracting from the character of the CA. As proposed, the 760 - 1420mm high front boundary wall, 1840mm side walls and front boundary storage would be substantially taller and result in a more extensive hard edged built frontage than these other, identified harmful boundary treatments which have a defensive and obtrusive impact in the streetscape.

4.2 Whilst the proposal attempts to reduce the impact to the streetscene by including staggered walls, a green roof and the addition of trees/soft landscaping, the terracing would lead to a planted area of approximately 77.5sqm (including the green roof on the storage shed), where the existing slope proves approximately 100.80 sqm. This results in a net loss of permeable planting area (and therefore associated habitat for biodiversity) of 23.3 sqm. The associated effects of the height and solidity to the front boundary are not considered to align with the

garden suburb character of the area. It is noted that while the maximum height of the front boundary wall has been reduced from 2080mm in 2024/1727/P, the 660mm reduction in height, is not considered to have addressed the previously identified harm posted to the conservation area.

- 4.3 The majority of front boundary treatments in the wider context of the Hollycroft Avenue streetscape maintain the established character of the area with low brick walls and hedging. Where higher boundary treatments do exist, they serve as examples of how these more solid boundary treatments contrast with the character of the area and should not be used as precedent for future development.
- 4.4 The proposal includes a proliferation of the retaining walls associated with the regrading. The proposed walls, by reason of their extent, design, size and siting would be obtrusive, would diminish the soft, green nature of the frontage, appear oppressive in views from the street and would disrupt the established pattern of the front gardens within the area.
- 4.5 Although it is acknowledged that there are other examples in the area where boundary treatments have been replaced with higher walls, these were approved prior to the updated **RFCACAMP's** adoption which specifically identifies the harm these alterations have caused to the character of the area with the aim of preventing such future development.
- 4.6 No information has been provided showing the detail of the proposed entrance door canopy. A canopy in this location is likely to be acceptable subject to further details regarding its size and materials. If permission was granted, a condition requesting details of the proposed canopy prior to the commencement of works would be attached to the decision notice.
- 4.7 The proposed bin storage would measure 1450mm H x 900mm D x 2100mm W and has been reduced in scale, and moved further towards the rear than the bin storage proposed through 2024/1727/P.
- 4.8 Although screening of the bin/cycle store is proposed through planting, it is considered that the installation of a bin/bike store of this scale in this location would appear dominant within the front garden of this property and detract from the character and appearance of the host property and wider conservation area. While the size has been reduced, and location moved back from that proposed through 2024/1727/P, when considering its bulk, scale, location, visibility within the streetscene and fact that it would occupy garden space that would provide additional soft landscaping and increase biodiversity it is considered unacceptable.
- 4.9 The construction of a bin/cycle store in this location would have a detrimental impact to the character and appearance of the site and the wider conservation area and would be inappropriate development in principle.
- 4.10 While the proposal includes the provision of ramps to the front of the property, this does little to improve overall accessibility to the site, with steep access retained to the main and south side property entrances. Therefore, accessibility has been given limited weight in terms of benefits.
- 4.11 In summary, it is considered that the justification for both the works to the frontage and bin/cycle store do not outweigh the harm caused to the character and appearance of the conservation area, street scene and host dwelling and is inappropriate development in principle. While this application includes the partial lowering of the rebuilt front boundary wall and relocation and reduction in size of the bin storage area when compared with 2024/1727/P, it is not considered that such changes have sufficiently addressed the harm posed by the proposal to the character and appearance of the Redington Froggnal Conservation Area.

4.12 When considered cumulatively, the proposed hard landscaping and engineering works to facilitate the boundary retaining walls (including the retaining walls themselves), terracing, storage and steps are considered to those harmful adverse effects and less than substantial levels of harm to the character and appearance of the Redington Froggnal CA. The works are therefore contrary to the National Planning Policy Framework 2023, Paragraph 209, and **Policy HC1** (Heritage conservation and growth) of the London Plan 2021, and policy D2 of Camden's Local Plan 2017, and there are no associated public or conservation benefits of the scheme that can be used to balance the harm incurred. Special attention has been paid to the desirability of preserving or enhancing the character or appearance of the conservation area, under **s.72** of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by the Enterprise and Regulatory Reform Act 2013.

5. Amenity

5.1. Policy A1 seeks to protect the quality of life of occupiers and neighbours by only granting planning permission to development that would not harm the amenity of residents. This includes factors such as privacy, outlook, and implications to natural light, artificial light spill, odour and fumes as well as impacts caused from the construction phase of development. Policy A4 seeks to ensure that developments have no adverse impacts by virtue of noise or vibrations.

5.2. Given the scale, nature and location of proposed works, it is not considered that the proposal would result in any unacceptable amenity related effects. The development is thus considered to be in accordance with planning policy A1.

6. Trees and landscaping

6.1. The scheme involves the removal of two hedges and a camellia to facilitate the proposed development. An Arboricultural report and planting schedule have been provided, which have been reviewed by Council's Tree and Landscape Officer. The planting to be removed is not considered significant to the character and appearance of the Conservation area and is of low visibility in the public realm. The most significant trees are proposed to be protected and retained and the submitted tree protection details demonstrate that the trees to be retained will be sufficiently protected. Overall, the impact of the scheme on trees to be retained and protected is considered acceptable. If permission was granted, compliance conditions would be included for tree protection and landscaping compliance.

7. Conclusion

7.1. The proposed front boundary and regrading works together with the overly dominant bin store and retaining walls by reason of their extent, design, size and siting would diminish the soft, green nature of the frontage, appear oppressive in views from the street and would disrupt the established pattern of the front gardens within the area. As such, the proposals would have a detrimental impact on the character and appearance of the streetscene and the Redington and Froggnal Conservation area, contrary to policies D1 (Design) and D2 (Heritage) of the Camden Local Plan 2017 and policies SD4 (Redington Froggnal Character), SD5 (Dwellings: Extensions and garden development) and BGI 1 (Gardens and ecology) of the Redington and Froggnal Neighbourhood Plan 2021.