

16 Millfield Lane

Planning, Heritage, Design and Access Statement

Formation of a new driveway and entrance gate at 16 Millfield Lane including the provision of a new vehicle crossover, demolition of existing entrance gate, erection of fencing across the existing entrance and the removal of trees within a conservation area.

Cold As Ice Ltd 9 February 2016

14471/DG/OW

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Contents

1.0	Introduction Documentation			
	Structure of Statement	I		
2.0	Development Site and Surroundings	2		
	Site Description			
	Conservation Area Context			
	Relevant Planning History	3		
3.0	Context for the Proposals	6		
4.0	Development Proposals: Design and Access 7			
	Pre-Application discussions with London E	Borough of Camden officers7		
	Proposed Development			
	Access and Car Parking			
	Trees			
	Landscaping			
	Conservation Area	8		
5.0	Planning Policy and Guidance	9		
	Policy Context			
	Site Designation and Relevant Policies			
	Other Material Considerations			
	National Planning Policy Guidance			
	Emerging 'draft' Local Plan			
	Key Policy Considerations	12		
6.0	Planning Considerations	13		
	Principle of Development			
	Heritage Considerations			
	Access and Impacts on Highways	14		
	Parking Provision			
	Trees and Landscaping			
	Planning Obligations	15		
7.0	Summary and Conclusion	16		

1.0 Introduction

This Planning, Heritage Design and Access Statement has been prepared by Nathaniel Lichfield & Partners (NLP) to accompany an application for full planning permission on behalf of Cold As Ice Ltd. The application relates to no. 16 Millfield Lane, Highgate and is for:

"Formation of a new driveway and entrance gate at 16 Millfield Lane including the provision of a new vehicle crossover, demolition of existing entrance gate, erection of fencing across the existing entrance and the removal of trees within a conservation area"

Documentation

- In addition to this Statement the application is accompanied by the following documents:
 - 1 Planning Application Drawings including Swept Path Analysis of new crossover;
 - Tree Survey, Tree Location Plan and recommended Root Protection Area schedule;
 - 3 Relevant Planning Application Forms and Certificates; and
 - 4 Community Infrastructure Levy Additional Information Form.

Structure of Statement

- 1.3 This Statement contains the following:
 - Description of the development site and surrounding area including planning history (Section 2);
 - Context for the Proposals (Section 3);
 - Description of Development Proposals including Design and Access (Section 4);
 - Identification of key relevant national and local planning policies and guidance (Section 5);
 - Consideration of the relevant planning issues including Heritage considerations (Section 6); and
 - Summary and conclusions (Section 7)
- This Statement should be read in conjunction with the application plans, drawings and other supporting documentation.

Development Site and Surroundings

Site Description

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- 16 Millfiled Lane ('the site') is located to the east of Hampstead Heath within the Highgate Conservation Area. The site is approximately 0.13 hectares in size and is designated as falling within an area of Private Open Space within the Camden Planning Policy Proposals Map.
- The site comprises a large 3-storey detached dwelling located on Millfield Lane. The site has one existing point of access and egress for both pedestrians and vehicles. This access is located to the south east of the site and comprises an electronic gate leading to a hard surface driveway.
- 2.3 The building is neither statutorily nor locally listed. There are three listed buildings in close proximity to the site. Further north along Millfield Lane is No 24, which is a grade II detached two-storey house from the early 18th century. Opposite the site to the south is Millfield Cottage (a grade II listed building) and further east is number 5 Millfield Lane which is again a grade II listed building. 16 Millfield Lane is set back from Millfield Lane and is well screened by planting along its southern boundary, preventing many views from public areas of the conservation area and neighbouring listed buildings.
- The site has a PTAL rating of 2. The closest London Underground station is Archway, to the east of the site approximately 1.6 km away. Gospel Oak Overground Station is 1.2 km to the south. The nearest bus stops are located approximately 335m away on Highgate West Hill.

Conservation Area Context

- The prevailing character of the Highgate Conservation Area is residential and the area benefits from generous areas of open and green spaces. The Conservation Area is situated in north London and occupies the north-east of the Borough of Camden. The Highgate Conservation Area Character Appraisal and Management Plan describes the area as being informed by the relationship of topography, open space, urban form and architectural details.
 - The site falls into Sub Area 5 of the Character Appraisal document ("Merton Lane & Millfield Lane"). The Character Appraisal makes specific reference to the application property and immediate townscape, commenting that the area is characterised by a collection of small scale houses built from a variety of materials, and which set a good example for modern infill development.
- 2.7 With specific reference to No 16 Millfield Lane the document states that "the house on the northern corner of the bend in the road, is a post-war property located in generous landscaped gardens behind an electronic gate. The property has been extended and remodelled in a dynamic fashion, with accommodation over three floors including a roof garden and two balconies".

P2 10715734v1

Relevant Planning History

The available planning history on the London Borough of Camden online system relates to the use of the property for residential development. The online planning system dates back to 1986 and confirms that the site contains a single dwelling, converted from two dwellings, and has undergone multiple extensions and alterations.

2.9 Set out below is a summary of the relevant planning history:

- LPA REF: 8502175- 16 Millfield Lane: "Erection of a single-storey extension above the side garage to provide one 1-bedroom flat as shown on drawing nos. 1MW 2MW 3MW and 4MW and as revised on 26th March 1986". This planning application was granted.
- LPA REF: 9003351- 16 Millfield Lane: "Continued use of roof to existing extension above garage as roof terrace as shown on one unnumbered received on 18.07.90." This planning application was granted.
- LPA REF: P9601678- 16 Millfield Lane: "Certificate of proposed development for the erection of a conservatory to the side, a single storey utility room to the front and a stair enclosure above the hallway, as shown on drawing nos. WHES06a, WH15, WH20, 1, 2 and site plan." This application was refused.
- LPA REF: P9602608- 16 Millfield Lane: "Conversion of two dwelling units into one house, erection of a two storey extension (south side) and formation of glazed areas to the roof, as shown on drawings WHPP 001, WHPP 002 and WHPP 003". This planning application was approved.
- LPA REF: PE9700893- 16 Millfield Lane: "The erection of an additional storey at roof level. As shown on Drawing Numbers: D1096/199 T0207" This application was refused. A subsequent appeal was allowed.
- LPA REF: PE9800610- 16 Millfield Lane: "Retention of 2 metre high posts and sliding gate and bin store. (Plans submitted)." The application was withdrawn.
- LPA REF: PE9800610R1- 16 Millfield Lane: "The retention of two gate posts, and the installation of a sliding gate at the entrance to the site, and the erection of a bin store adjacent to the front boundary, as shown on drawing numbers> LML 001; SK0010, SK0011 and one unnumbered sketch". This application was approved.

- LPA REF: PE9900385- 16 Millfield Lane: "Approval of details of materials to be used to clad the external walls and roof of the extension and glazing to be used in windows and roof pursuant to conditions 2 and 3 of planning permission granted 1 October 1998. As shown on drawing numbers> SK001, SK002. The details of materials to be used in the extension granted planning permission on appeal reg no. T/APP/X5210/A/98/297820/P7 on 1st October 1998 as follows: Roof 'Rheinzink' standing seam pre-patenated 'Okalux' glazing; Walls Ivoko timber boarding and Pikkingtond E-control glazing." This application was approved.
- LPA REF: 2006/2174/P- 16 Millfield Lane: "Renewal of planning permission PEX0100964 dated 10th June 2002, for erection of additional storey at roof level." This application was approved.
- LPA REF: 2012/2644/P- 16 Millfield Lane: "The installation of new balustrades at the 2nd floor rear elevation level to facilitate the use of the existing flat roof as a terrace, in connection to existing residential dwelling (Class C3)." This application was approved.
- LPA REF: 2012/2645/P- 16 Millfield Lane: "Reduction in depth of north-facing balcony from 2.7m to 1m following the removal supporting columns, replacement of glass balustrades with wood/metal balustrades to rear and side elevations and replacement of all existing windows and doors with natural wood-finished fenestration to dwelling house (Class C3)." This application was approved.
- LPA REF: 2012/3876/P- 16 Millfield Lane: "The installation of new balustrades at the 2nd floor rear elevation level to facilitate the use of the existing flat roof as a terrace, in connection to existing residential dwelling (Class C3)." This application was refused. A subsequent appeal was dismissed.
- LPA REF: 2015/1600/P- 16 Millfield Lane: "Erection of a single storey rear extension." This application was approved.
- 2.10 Various works have also been undertaken to trees within the site including:
 - LPA REF: 8692149- 16 Millfield Lane: "Prune tress overhanging from neighbouring garden" Part of this application was approved and part of the application was refused.
 - LPA REF: 8791124- 16 Millfield Lane: "Advice on Poplar tress" Part of this application was approved and part of the application was refused.
 - LPA REF: 919203- 16 Millfield Lane: "Several trees at front and side of property: prune all trees by 40%." Agree to pruning of Trees.
 - LPA REF: 2006/076- 16 Millfield Lane: "FRONT GARDEN: 5 x Chinese Poplar Reduce by 25% & shape". No objections to works to trees in the Conservation Area.

P4 10715734v1

- LPA REF: 2014/2325/T- 16 Millfield Lane: "FRONT GARDEN: 1 x Ash Remove low limb growing into the Cherry and Horse Chestnut. 1 x Black Poplar Remove weak, suppressed, crossing and dangerous branches greater than 40mm in diameter." No objections to works to trees in the Conservation Area.
- The above planning history has little direct relevance to the application proposal, which is detailed in Section 4 of this statement. The proposals will include the relocation and re-use of the electronic gate, which was permitted in planning permission REF: PE9800610R1. We note that the design and appearance of the electronic gate was approved by the Council in 1998 and therefore the principle of re-using the same gate should be acceptable.

Context for the Proposals

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The applicant purchased the property at the site approximately 3 years ago. The property has one entrance, located to the southeast of the site, for both pedestrians and vehicles. The entrance is controlled by an electronic gate. The entrance is accessed from the road via a cobbled vehicle cross over. Between the road (under ownership of the highways authority) and the entrance gate (under the ownership of the applicant) is a small parcel of land, lying the width of the entrance (referred to as 'the land').

Before the applicant purchased the property, the instructed solicitors wrote to Camden Council and requested that the Council complete a local search and confirm the location of highways and pavements. It is our understanding that the Council provided a plan clearly showing that the land lying across the entrance formed part of the public highway. This meant that the applicant had a right of access over the land and would not be prevented from gaining access to their private property. The applicant was entitled to, and did, rely on this confirmation prior to purchasing the property.

However, having subsequently purchased the site, the owner of the land across the entrance, disputed this right of access. It has since materialised that Camden Council was incorrect to state that the land formed part of the public highway. The land in question is privately owned land forming part of the neighbouring property (No 22 Millfield Lane).

Given that the land is not a public highway; this alters the rights of access to the site. As there is only one entrance/exit to the property, a situation arises whereby the property owner needs to ensure they have a right to access their property and surrounding site. In order to achieve this, the applicant seeks the installation of an alternative entrance for which passage is not over land owned by another private land owner.

P6 10715734v1

Development Proposals: Design and Access

Pre-Application discussions with London Borough of Camden officers

- The application team have engaged in informal pre-application discussions with Camden Borough Council Transport Strategy Department (Mr. Duffy) to discuss the proposals to move the vehicle cross over at 16 Millfield Lane. The proposals have been developed in accordance with the officer's advice.
- It was their informal view that the proposed location of the crossover would be acceptable in highways terms providing vehicle tracking could demonstrate acceptable accessibility. Tracking diagrams have been submitted with this application as requested by Camden Highways officers.
- Following submission, discussions with officers have resulted in changes being made to the location of the driveway. Amended plans, tracking diagrams, tree report and this Planning Heritage, Design and Access Statement have been submitted to reflect these changes.

Proposed Development

- The proposed development seeks permission for the formation of a new crossover adjacent to the existing driveway.
- The proposed development would include the installation of a vehicle crossover in the revised location and the installation of a gate (relocation of the existing automated gate). The crossover would be formed of cobbled stones as per of the existing. The existing cross over (where it consists of highway land) would be repaired and a kerb upstand replaced. This works would be undertaken under separate agreement with the highways authority.
- The existing fence line to the west of the new driveway would be set back marginally to improve visibility. Internally, a porous surface would be installed to link the new driveway to the existing driveway.
- In line with the Council's guidance on Vehicular Crossovers the applicant team has engaged with Camden's Transport Strategy Services. Once the relevant planning permissions have been obtained and prior to undertaking any works to the property a Vehicular Crossover (VC) application will be submitted for approval.

Traffic Management Order

The applicant is aware that in order to create a new crossover, changes will be necessary to the public highway. Any such changes will require a separate Traffic Management Order (TMO) which will be discussed with the Highway Authority and Camden Borough Council.

The TMO will be progressed once the relevant planning permission to carry out the associated works has been secured.

Trees

- The site is located within a Conservation Area and therefore works to all trees requires prior consent from Camden Council.
- The application proposal would necessitate the removal of three trees as detailed in the tree report. The applicant proposes to replant a tree in an area behind the existing entrance gate, to improve the tree coverage to the front of the site. The removal of the trees and replanting proposed has been discussed with Council officers prior to submission.

Conservation Area

- The proposals for the new entrance include the re-use of the existing electronic gate currently used to access the site. The existing entrance will be replaced by a timber fence to match the fencing around the property.
- The revised proposals have been discussed with the Council's planning officer who does not consider the proposal to have a detrimental impact on the character of the conservation area.

P8 10715734v1

Planning Policy and Guidance

This section identifies key relevant planning policy and guidance at a national and local level relevant to this proposal. The proposed development is then assessed against these policies in Section 6.

Policy Context

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- 5.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004, states that:
 - "If regard is to be had to the development plan for the purpose of any determination to be made under the planning acts the determination must be made in accordance with the plan unless material considerations indicate otherwise"
- The statutory development plan for the site comprises the London Plan (Further alterations to the London Plan 2015), London Borough of Camden Core Strategy 2010-2025 (adopted in 2010) and the Camden Development Policies DPD 2010-2025 (adopted in 2010).
- Local Planning Authorities are required to review their plans to ensure consistency with the National Planning Policy Framework (NPPF). The NPPF advises that for the purpose of decision taking, policies in the Local Plan should not be considered out-of-date simply because they were adopted prior to the publication of the NPPF (para 2.11). Where there is inconsistency, the NPPF should prevail.

Site Designation and Relevant Policies

- 5.5 There is no site specific land use allocations on LB Camden's Policies Map; however the site is located within the Highgate Conservation Area and within a Private Open Space Area.
- There are no statutory or locally listed buildings on the site. The site is within Flood Zone 1, where there is a low probability of flooding occurring.
- Having regard to the statutory development plan and site designations identified above, and the existing circumstances and context of the site, we consider that the local planning policies below are relevant to this application.

Core Strategy 2010-2025

Policy CS5- Managing the impact of growth and development.
 Ensuring development meets the full range of objectives of the Core Strategy and other Local Development Framework documents and protecting the amenity of Camden's residents and those working and visiting the borough.

- Policy CS13- Tackling climate change through promoting higher environmental standards. The Council will require all development to take measures to minimise the effects of, and adapt to, climate change. Including minimising the potential surface water flooding.
- Policy CS14- Promoting high quality places and conserving our heritage. Design to respect local context and character, preserve and enhance Camden's heritage including Conservation Areas, high quality landscaping and the highest standards of access in places.
- Policy CS15- Protecting and improving our parks and open space and encouraging biodiversity. Protection of Camden's parks and open spaces.

Camden Development Policies 2010-2025:

- Development Plan Policy DP16- The transport implications of development.
- Development Plan Policy DP17- Walking, cycling and public transport.
- Development Plan Policy DP18- Parking standards and limiting the availability of car parking.
- **Development Plan Policy DP19** Managing the impact of parking.
- **Development Plan Policy DP21**-Development connecting to the highway network.
- Development Plan Policy DP22-Promoting sustainable design and construction.
- Development Plan Policy DP23- Water.
- Development Plan Policy DP24- Securing high quality design.
- Development Plan Policy DP25- Conserving Camden's heritage.
- Development Plan Policy DP26- Managing the impact of development on occupiers and neighbours.

Other Material Considerations

Highgate Conservation Area

- The Highgate Conservation Area Appraisal (CAA) and Management Strategy were adopted on 4 October 2007. The CAA outlines the Council's approach to the preservation and enhancement of the Highgate Conservation Area.
- The document includes a detailed assessment of the character of specific sub areas including Millfield Lane (Sub Area 5 "Merton Lane & Millfield Lane").

 Specific reference is made to 16 Millfield Lane within the CAA.

P10 10715734v1

Camden Planning Guidance

- London Borough of Camden has adopted a number of Supplementary Planning Documents (SPDs) which support the Core Strategy and Development Management Polices, providing further advice and guidance on policies. These are material considerations in the determination of this application.
- 5.11 The Camden Planning Guidance covers a range of topics (such as design, sustainability, amenity and transport) and should be considered in conjunction with, and within the context of, Camden's Development Plan policies.

National Planning Policy Guidance

- 5.12 The NPPF (March 2012) sets out the Government's overarching objectives for the planning system to enhance and improve the places in which people live their lives, and at the heart of it is a:
 - "presumption in favour of sustainable development which should be seen as a golden thread running through both plan-making and decision taking" (para 14).
- Good design is a key aspect of sustainable development and should contribute positively to making places better for people (para 56) and should promote or reinforce local distinctiveness (para 50).
- 5.14 The NPPF also requires that consideration is given to the impacts of development on the significance (including setting) of designated and non-designated heritage assets (paras 131 135).

Emerging 'draft' Local Plan

- 5.15 Camden Council is in the process of reviewing its main planning policies and a public consultation on the first iteration of the new Local Plan was undertaken in April 2015. Following this the Council will produce an updated version of the Local Plan for further consultation later in 2015.
- The NPPF (paragraph 216) makes it clear that decision-takers may give weight to relevant policies in emerging plans according to their stage of preparation (the more advanced the preparation, the greater the weight that may be given), the extent to which there are unresolved objections to relevant policies, and their degree of consistency with policies in the NPPF.
- Emerging local plans start to gain weight as a material planning consideration as they progress to adoption (e.g. Pre-submission stage), however the degree of weight given to each draft policy will vary, depending on whether or not the issue is contentious and to what extent it is consistent with the NPPF.
- Given that the new Local Plan is at its earliest stage of consultation, in line with the intent of the NPPF, policy which differs from the objectively assessed policy within the extant Core Strategy and Development Management Policies DPD is

not considered to be a material consideration in the determination of this application.

Key Policy Considerations

From our analysis of the statutory development plan, national policy and other planning guidance, we consider the following planning consideration represent the key planning issues against which the planning application should be considered.

- 1 The principle of the development
- 2 Heritage considerations
- 3 Access and the impacts on Highways
- 4 Parking Provision

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- 5 Trees and Landscaping
- 6 Planning Obligations

5.20 The assessment in Section 6 sets out the material considerations relevant to this proposal and concludes that when taking these into account the application should be granted planning permission.

P12 10715734v1

Planning Considerations

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Principle of Development

The proposal does not seek to change or intensify the use at this site, the changes are minor and considered acceptable in principle. The application is submitted in order to regularise the access to the property and remove any risk that currently exists in respect to the applicant's right to access their own property.

On creation of the new access, the existing access will cease to be used. The proposal is not harmful; accords with the development plan and in the absence of material consideration to the contrary should be acceptable. The proposals should be supported by the Council in line with the core planning principles of NPPF and the presumption in favour of sustainable development, supported by Development Policies Policy DP22.

Heritage Considerations

Para 137 of the NPPF states Local Planning Authorities should look for opportunities for new development within Conservation Areas 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.

Core Strategy Policy CS14 states that 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; and (b) preserving and enhancing Camden's rich and diverse heritage assets and their settings, including conservation areas. Development Plan Policy DP24 requires all developments to be of the highest standard of design and will expect developments to consider character, setting, context and the form and scale of neighbouring buildings. Policy DP25 requires all development within conservation areas to preserve and enhance the character and appearance of the area. This is reflective of the Councils duty under Policy 7.8 of the London Plan.

The existing property at 16 Millfield Lane does not have a statutory listing although it is located within the Highgate Conservation Area, which was designated in 1968 and then extended in 1978 and 1992. The application site falls within Character Sub Area 5 - 'Merton Lane & Millfield Lane' as stated within the Highgate Conservation Area Appraisal and Management Strategy, 2007 (HCAA).

The dwellinghouse at 16 Millfield Lane is described in the Council's Conservation Area Appraisal as "The house on the northern corner of the bend in the road is a post-war property located in generous landscaped gardens behind an electronic gate. The property has been extended and remodelled in

a dynamic fashion, with accommodation over three floors including a roof garden and two balconies".

The property at 16 Millfield Lane is considered within the HCAA as a building that makes a positive contribution to the Conservation Area (HCAA Appendix 2). The proposed development does not involve any works to the building and will therefore not impact on its positive contribution to the Conservation Area. The proposed changes to the external appearance of the boundary will not have a significant impact to the existing property or on public views from within the surrounding Conservation Area.

The changes to the site access will not impact on the generous landscaped gardens as the existing driveway will still be used. The existing gate will be reused in the new location.

These proposals therefore do not raise any concerns in relation to heritage.

Access and Impacts on Highways

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Development Plan Policy DP16 seeks to ensure that development integrates effectively with the transport network.

Under Development Plan Policy DP21, the Council will expect developments connecting to the highway network to ensure the use of the most appropriate roads by each form of transport and purpose of journey, in accordance with Camden's road hierarchy.

The proposals do not propose direct access to the Transport for London Road Network (TLRN) or a Major Road and will not encourage the use of local roads by through traffic. In line with Policy DP21 disruption to the highway network will be avoided.

Camden Planning Guidance 7 on Transport gives guidance on designing developments to provide safe access and use by motor vehicles, ensuring that new means of access do not cause harm to the safety of other users of the development and the adjacent highway.

The submitted swept path analysis and visibility splay diagram confirm that adequate sightlines for vehicles leaving the site will be maintained and will not cause any harm to highway safety or hinder pedestrian movement.

The proposals have had full consideration of any impact on the local highways, have been discussed with officers and the scheme is considered acceptable in respect to these matters.

Parking Provision

Development Plan Policy DP18 seeks to ensure that developments provide the appropriate level of car parking.

P14 10715734v1

The proposals would have no material impact on car parking. The proposals are considered to comply with the intent of Policy DP19.

Trees and Landscaping

- The design and location of the new site access has been influenced by the existing natural features of the site including the topography and trees.
- There are 24 trees on or around the site with varying arboricultural quality.
- The majority of the existing landscaped area on site will be protected. There will be no significant reduction in garden space in line with the area's private open space designation and Core Strategy Policy CS15.
- By proposing a porous material for the new driveway there should be no increase in localised surface water flooding in line with Core Strategy Policy CS13 and Development Plan Policy DP23.

Planning Obligations

- From 1 April 2012 the Mayor of London's Community Infrastructure Levy (CIL) was applied throughout Greater London. However, the proposed development does not involve the creation of new floorspace and therefore will not be CIL liable development.
- We have reviewed Camden's Planning Guidance 8 (February 2015). Whilst the guidance not a material consideration, as it is at draft stage, it takes into account the requirements of the Community Infrastructure Levy and the Regulation 123 List which is a material consideration under Legislation.
- Therefore, we consider it to be a relevant to this application as the amendments are a direct response to established legislation.
- On this basis, we believe the site specific obligations should be limited to highways improvements/repair works as necessary.

Summary and Conclusion

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- 7.1 This planning application has been submitted in respect to proposals for the formation of a replacement vehicle crossover and associated works.
- The applicant purchased the property at the site approximately 3 years ago. The dwelling has only one existing entrance. A small parcel of land across the entrance, which was previously believed to be public highway has been found not to be so. It is therefore necessary to move the existing vehicle crossover to allow unrestricted access to the private property at 16 Millfield Lane.
- The proposed development will respect the character and appearance of the surrounding houses within the Highgate Conservation Area. The scheme will not have a detrimental impact on the merit of 16 Millfield Lane, nor the setting and character of this part of the Conservation Area.
- 7.4 The Tree Survey, Tree Location Plan and recommended Root Protection Area schedule, submitted with this application, demonstrates that full consideration of the on-site trees has been given throughout these proposals.
- The proposals comply with the intent of the NPPF, London Plan and local Camden planning policies.
- As a result, we respectfully request the proposals be granted planning permission.

P16 10715734v1





Applications & Appeals

Climate Change & Sustainability

Community Engagement

Daylight & Sunlight

Economics & Regeneration

Environmental Assessment

Expert Evidence

GIS & Spatial Analytics

K Graphic Design

Heritage

Property Economics

Q Site Finding & Land Assembly

Strategy & Appraisal

Urban Design

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