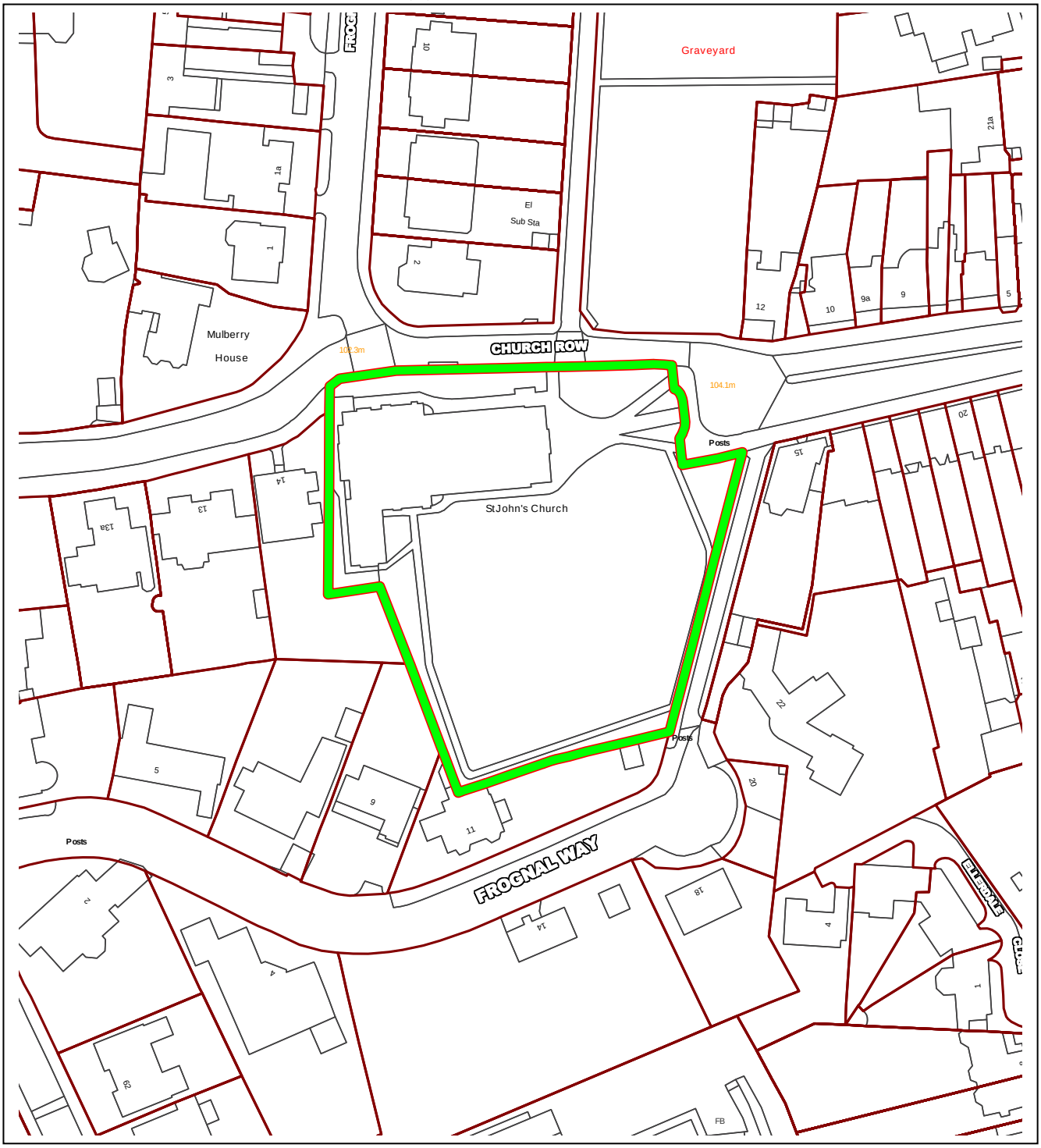
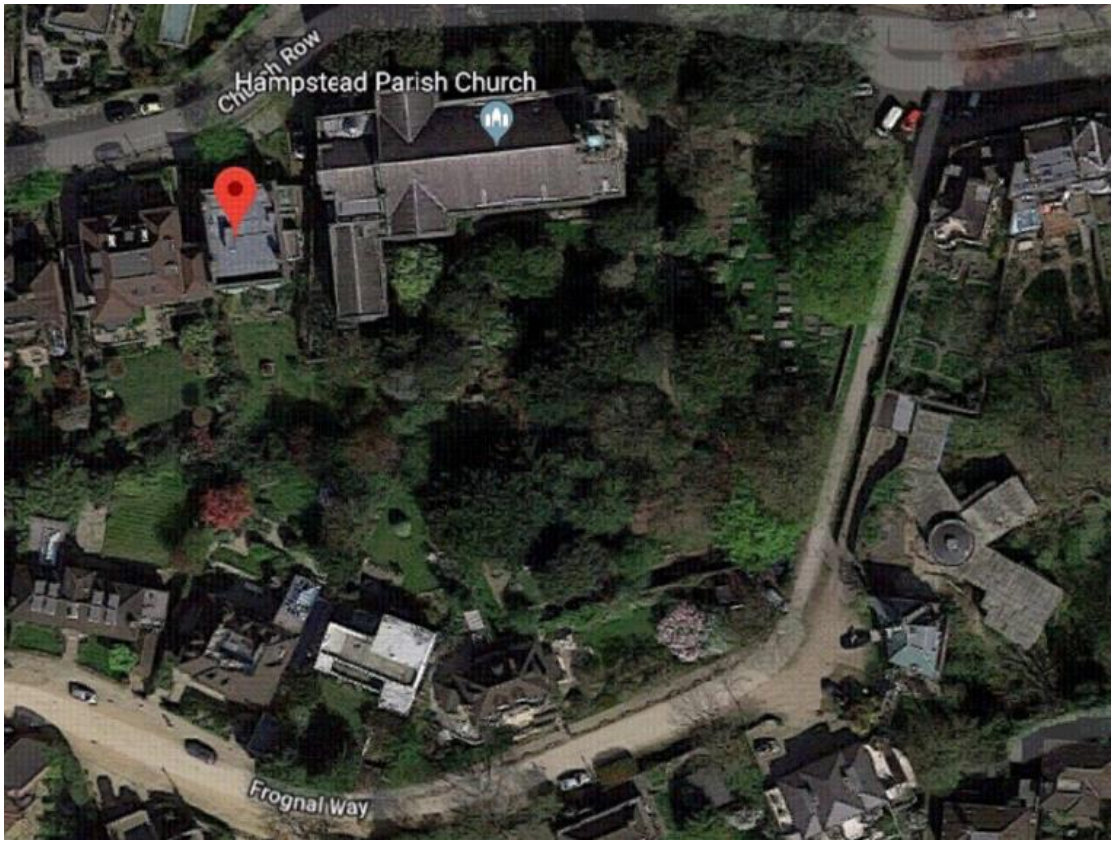
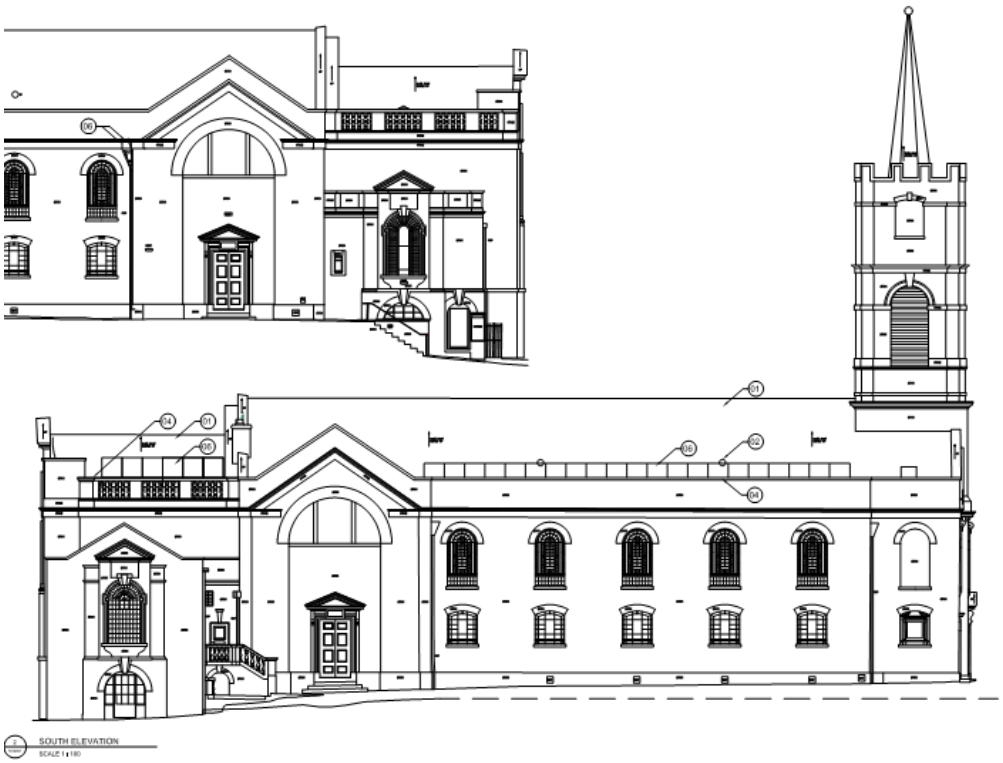
Hampstead Parish Church, Church Row
London NW3 6UU- 2018/4099/P



Site photographs



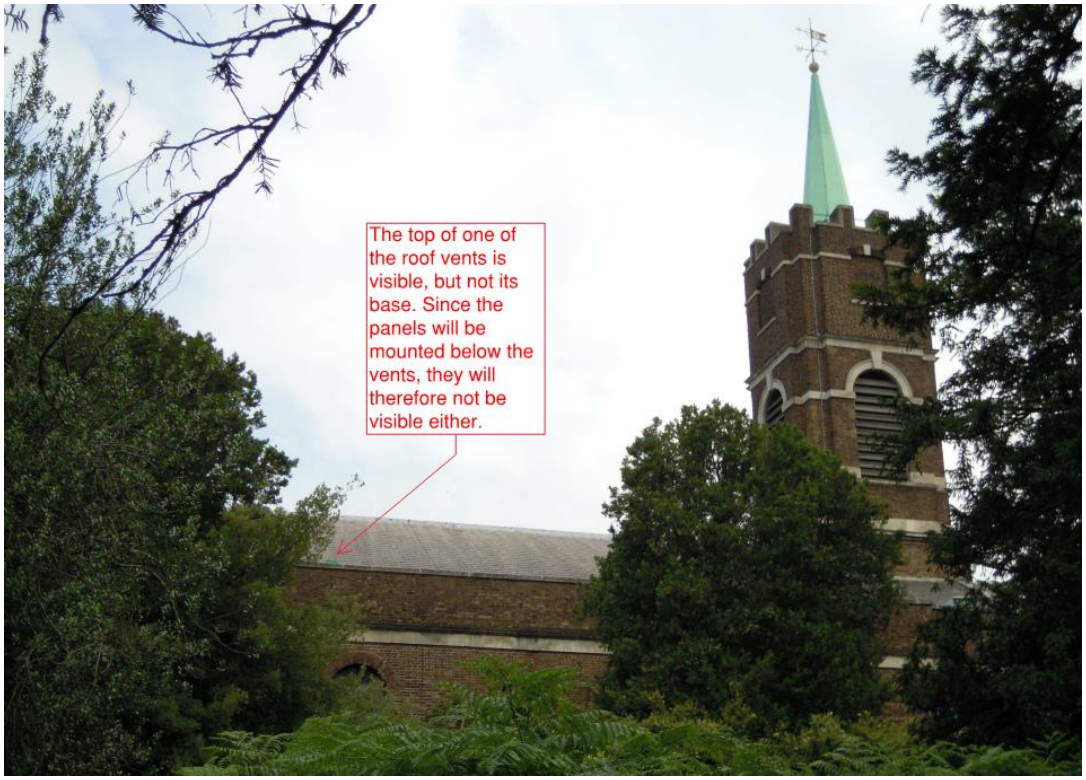
1. Aerial view of churchyard



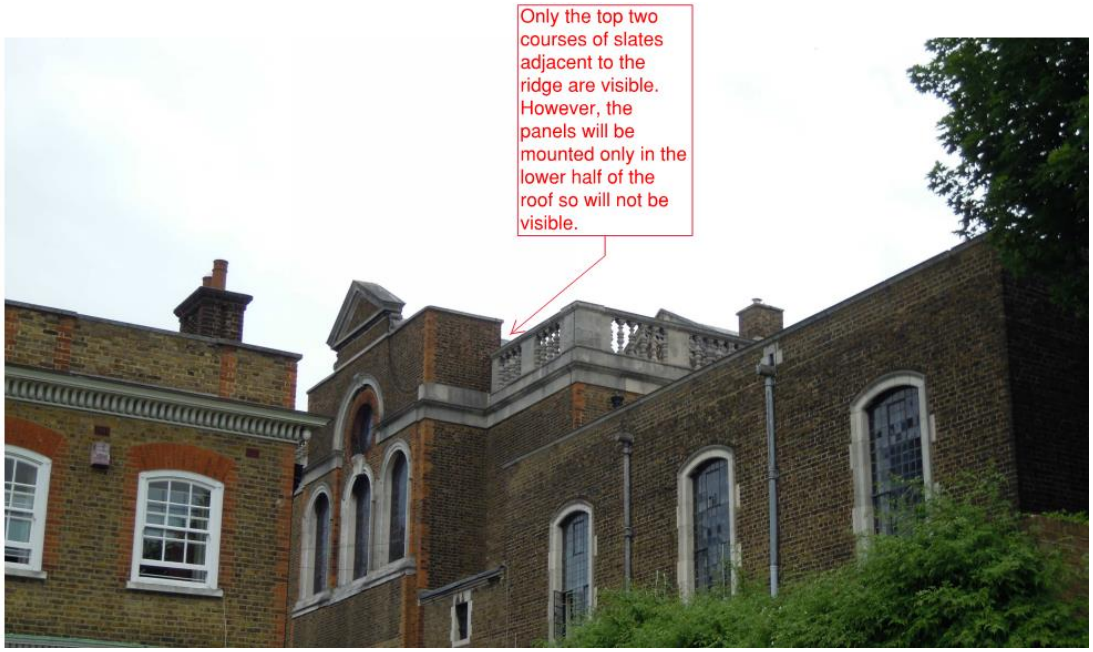
2. South elevation showing proposed PV panels

3. View of south facing nave roof from clearing in churchyard (July 2018)

4. View of south facing chancel roof from 14 Church Row



5. Annotations by applicant to photo 3 above



6. Annotations by applicant to photo 4 above

Delegated Report (Members Briefing)	Analysis sheet	Expiry Date:	23/10/2018
	N/A / attached	Consultation Expiry Date:	30/09/2018

Officer	Application Number(s)
Charles Thuaire	2018/4099/P
Application Address	**Drawing Numbers**
Hampstead Parish Church Church Row London NW3 6UU	See decision notice

PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature

Proposal(s)

Installation of 33 photovoltaic panels on the south facing roof-slopes of the south nave and chancel.

Recommendation(s):	Grant planning permission
Application Type:	**Full Planning Permission**

Conditions or Reasons for Refusal:	**Refer to Draft Decision Notice**					
Informatives:						
Consultations						
Adjoining Occupiers:	No. notified	**00**	No. of responses	**02**	No. of objections	**00**
Summary of consultation responses:	Site notice displayed 31/08/2018 to 24/09/2018; Press advert published 06/09/2018 to 30/09/2018 <u>One comment</u> from a resident in Hampstead- Cables should not be allowed to run down the exterior walls. They should be chased inside the church, and be invisible from the exterior. <u>*Officer comment*</u>- *See paras 4.2 and 6.3 below.* <u>One comment of support</u> from 21 Church Row- 'The design is sensitive and sensible, and will not (certainly not meaningfully) affect the aspect of the Church from the south. Those who walk in the beautiful churchyard tend to do so in order enjoy the atmosphere of the tombs, trees and shrubs, and a row of solar panels on the roof - to the extent visible at all for the few who look up in the very few places where the roof is visible through the leaves - will not deflect from that'.					
CAAC/Local groups* comments: *Please Specify	<u>Church Row and Perrins Walk Neighbourhood Forum</u> object - The proposal tries to minimise the visual impact by setting the panels on the lower section of the south side of the roof, but even in summer, and despite non-deciduous and deciduous trees, this section of roof is visible from the gravestones that surround the church and will cause visual harm to the building and its separately listed gravestones. It is thus almost inevitable that the proposal will cause physical harm to the building's fabric. There is no evidence that alternative efficiency measures recommended by English Heritage have been exhausted at this church. Contravenes Local Plan Policy D2 on Heritage- results in loss of detailing on roof, materials do not complement, causes harm to designate heritage asset with minimal justification, causes harm to fabric and appearance, is unsympathetic to the Church and its surrounding listed gravestones. Does not comply with NPPF guidance- applicant has neither demonstrated that the harm is insubstantial, nor properly considered alternative efficiency measures necessary, nor successfully argued that the harm is outweighed by public benefits. <u>*Officer comment*</u>- *See paras 6.1-6.3 and 7.1-7.4 below.* <u>Heath and Hampstead Society</u> object- Fully support comments from the Church Row Neighbourhood Association. Despite motives in wanting to reduce carbon emissions and energy use, such a proposal must be balanced against the harm which would arise. The panels would be unavoidably shiny and reflective; their considerable size, colour and location would be extremely conspicuous, and be in distinct conflict with the roof architecture of the Church; there would be other visual					

	disruption from the connecting cables, junction boxes and other electrical paraphernalia. *Officer comment*- *See paras 6.1-6.3 and 7.1-7.4 below.* Hampstead CAAC object- - Potential damage to the envelope of this important Heritage Asset- Grade I listed; - Potential for harm to the CA and by extension to others especially if by precedent; - Lack of justification by technical or other report/analysis of the need for the proposal and implied dismissal of alternative solutions; - Noting the comments of Historic England with which we would at least initially agree; - Lack of sufficient drawing and technical report detail on the proposal so as to assess the statement of unobtrusiveness/invisibility. *Officer comment*- *See paras 6.1-6.3 and 7.1-7.4 below.*

Site Description

1. The application site is the Church of St John, Hampstead, which is Grade I listed and situated in the Hampstead Conservation Area. It is located on the southern side of Church Row, closing the perspective of the street as seen from the east.

2. Statutorily listed in 1950, the church building originally dates from 1745-47 and was built in brick with stone dressings to a classical design by John Sanderson, with later additions in the 18th and 19th centuries including the spire, transepts, an extension to the west, a later chancel and galleries. The building comprises a 6-bay nave, aisles, sanctuary and tower and spire at its east end. It has a comparatively shallow pitched Welsh slate roof, which manifests itself at the eastern end in a gable, but in large part is set behind a parapet.

3. The church is set back from the road within a generous churchyard bounded by railings. It contains a number of mature trees as well as several historic graves of eminent figures. The churchyard is bounded by Church Row to the north, the rear gardens of residential properties in Frognal Way to the south, the rear gardens of residential properties in Church Row and Frognal Way to the west, and the pedestrian path linking Church Row and Frognal Way to the east. To the south and west of the church, the land levels of the churchyard drop down, in line with the downward slope of the land from Hampstead village towards Finchley Road in the south-west.

4. The site is within the 'Church Row and Perrins Walk Neighbourhood Forum' boundary, for which no plan has been prepared nor adopted.

Relevant History

No decisions relevant to this case.

Relevant policies

National Planning Policy Framework 2018

London Plan 2016

Camden Local Plan 2017
A1 Managing the impact of development
D1 Design

D2 Heritage
CC1 Climate change mitigation
CC2 Adapting to climate change

Camden Planning Guidance
CPG1 Design 2015 (updated March 2018)
CPG3 Sustainability 2015 (updated March 2018)
CPG Amenity (March 2018)

Hampstead Conservation Area Statement (October 2001)

Assessment

1. Proposal

1.1 The proposal is to install 33 x 300 watt PV panels on the south facing roof-slopes of the church. Each panel is sized 992 x 1640mm and is black coloured to help blend into the slate-clad roof. There would be a double row of 12 panels (arranged 6 x 2) on the chancel roof and a long single row of 21 panels on the nave roof. All would be at low level below the existing roof vents so they are concealed in most part by the surrounding parapet walls.

1.2 The application is submitted by the Parochial Church Council who have indicated that they need to install the panels by March for funding reasons. Their stated intention is that 'the panels will generate electricity from a renewable resource which will reduce the purchase cost of electricity for the church, or will enable it to support additional activities, which will be of community benefit. In addition, any surplus electricity will be exported to the national grid. All electricity generated will reduce the church's carbon footprint and assist in achieving the carbon savings target laid out in the UK Climate Change Act 2008.'

1.3 Following advice from officers, further information has been sought on the design details to prevent the need to attach pre-commencement conditions on a decision which would create further delays. Notably more and better information has been provided on the panel specifications (design, size and fixing), cable routing and fixing, and a maintenance plan.

1.4 As the church is a Church of England place of worship, only planning permission is required, not listed building consent, as it has Ecclesiastical Exemption. A Faculty has been sought from the Diocese of London. The church has a programme of relighting to reduce consumption which has received Diocesan Advisory Committee Approval with the aim to carry out the lighting works inside the Church in early 2019.

1.5 The application's submission follows on from positive pre-application advice given by officers in July 2018 stating that such panels would be acceptable subject to more details on their precise impact on historic fabric. Camden did not formally consult Historic England (HE) on this planning application as it was not required to do so for this type of application; however the applicants did seek separately pre-app advice from HE which was positive- see para 4.3 below.

2. Issues

2.1 Issues to consider are the impact on heritage assets, ie. the conservation area and the grade 1 listed building, and on neighbouring amenity.

3. Context- views of the application site

3.1 The church is visible from a number of locations within the conservation area; of particular note is the view from Heath Street in the east looking westwards along Church Row towards the eastern entrance façade and tower and spire of the church, which has been highlighted as a view of significance in the Hampstead Conservation Area Statement. The western end of the church including the chancel, comprising a large brick elevation, is a dominant feature of the view looking up hill from

the western end of Church Row. The northern aisle, nave and chancel of the church is seen in views from the north from Holly Walk the adjacent graveyard on the north side of Church Row, Holly Place, and from Mount Vernon beyond. The church is more concealed on its southern side, although there are views of the southern aisle, nave and chancel from the churchyard itself and partial views from the rear gardens of the Frognal Way properties. There are also oblique views from the pedestrian public path on the south-east side which is at a lower level.

3.2 As the church is surrounded by mature trees and planting, views of the church are clearer in summer than in winter due to the reduced leaf cover. It was noted on site in July 2018 that only one view was possible of the roof from a clearing due to heavy tree cover- see photos in report pack.

4. Context- proposal's aims and details

4.1 The intention is that the panels will generate electricity from a renewable resource which will reduce the purchase cost of electricity for the church, or will enable it to support additional activities, which will be of community benefit. In addition any surplus electricity will be exported to the national grid. All electricity generated will reduce the church's carbon footprint and assist in achieving the carbon savings target laid out in the UK Climate Change Act 2008. They state that in the long term the UK and the Church of England have set targets of reducing carbon emissions by 80% by 2050, and in the intermediate term, both the Church of England and the Diocese target a 42% reduction by 2020. As such, the applicant makes the case that the installation will have a public benefit which should be considered against any harm to designated heritage assets in relation to NPPF paragraph 133 (see below).

4.2 The proposed product for the installation is a monocrystalline PV panel, which is black/dark grey in colour so intended to be a good match to the existing slate colour; however, it will contrast due its shiny glazed, somewhat metallic appearance derived from its solar function. A section drawing shows the panels to be secured to aluminium rails, bolted to stainless steel roof brackets, secured to rafters, with the intention of being fully reversible, whereby at the end of the panels' life they can be removed and a replacement slate inserted. It is proposed to install Zeverlution single phase inverters in association with the panels. The drawings more recently provided indicate the cable runs which will generally follow existing service runs externally. It is considered that they will be discreetly and sensitively located. The installation will be connected to the local power grid to enable participation in the national feedback tariff system. A Structural Engineers report has been since provided which states that overall the increase in loading on the roof is not significant and it is structurally feasible to install the panels above the nave and chancel as shown, so that there should be harm to historic fabric on the roof.

4.3 Historic England gave pre-application advice to the Diocese of London in October and raised no objection. In particular they stated that in most views the panels would be entirely concealed behind the parapet; because the panels are coloured grey in an unbroken row, in the rare cases where they are visible (such as from upper floors of nearby houses), they will appear as a smooth regular line at the base of the roofslope. They conclude that 'given the extremely limited visibility, the sensible positioning and muted semi-matching colour in those rare partial views, and the reversibility of the works, we consider harm caused to the significance of the building is likely to be negligible'.

5. Policy and guidance context

5.1 Policy CC1 'Climate change mitigation' of the Camden Local Plan 2017 states that 'The Council will require all development to minimise the effects of climate change and encourage all developments to meet the highest feasible environmental standards that are financially viable during construction and occupation. We will … d) support and encourage sensitive energy efficiency improvements to existing buildings'. However, it accepts that some sustainable design measures may be challenging for listed buildings and some conservation areas. In addition Policy D2 'Heritage' further explains that the Council will take into consideration the public benefits gained from the improved energy efficiency of existing buildings.

5.2 CPG3 Sustainability gives further guidance on renewable energy technologies including photovoltaic cells to create electricity.

5.3 Clearly this proposal is supported and welcomed by Camden policies on encouraging renewable energy production onsite.

5.4 Historic England (then English Heritage) published on 1 September 2012 a guidance note. 'Solar Electric (Photovoltaic) Panels and Slates on Listed Places of Worship'. The document's purpose is to assist congregations, local communities, advisory bodies and decision makers in the planning process. The document sets out decision-makers must satisfy themselves that congregations considering the installation of solar electric panels have addressed the requirements of the NPPF.

5.5 NPPF para 131 requires that those assessing applications take account of 'the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.' Para 132 states that, 'When considering the impact of a proposed development on the significance of a heritage asset, great weight should be given to the asset's conservation', and notes that substantial harm to a listed building of any grade should be exceptional. Where the harm to a designated heritage asset is less than substantial, para 134 advises that 'this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.'

5.6 The HE guidance note states, 'Many places of worship have larger south-facing roof slopes which present opportunities to generate energy through solar electric panels… Such roofs are highly visible and therefore contribute to the character of the building in its setting. Minimising visual impact is desirable but often difficult and will depend upon the form of the roof and the situation of the building. Where places of worship have shallow-pitched roofs which are largely hidden from view behind parapets, or internal roof slopes which cannot be seen from ground level, solar electric panels may be accommodated more easily. It may be harder for other places of worship to find a suitable location which does not harm the building or its setting; possible solutions may be a ground mounted solar collector or placing equipment on another building.'

5.7 It continues, 'Even when carefully designed and managed, the installation, maintenance and eventual decommissioning of solar electric panels… is likely to cause some damage to the existing historic fabric of a place of worship. To mitigate this harm it is, therefore, critical that the means of fixing and the operation of the panels … are planned and agreed in advance, whilst also ensuring that their location does not impede rainwater disposal or hinder maintenance work such as clearing gutters.'

5.8 Congregations are advised in the document to, 'Seek advice well in advance of any application for permission to undertake works and before making any financial or contractual commitments', as well as to 'Develop an energy strategy for the place of worship and associated land and structures before making any decision about installation of microgeneration equipment.'

5.9 Congregations are also advised to assess the potential of microgeneration equipment, taking into account:

- The impact on the appearance of the place of worship and significance of the heritage asset;
- The method of fixing: this may cause damage to the fabric of the building, may impact on the maintenance of the building or affect roof drainage;
- The cost of installation, maintenance, insurance, de-commissioning and removal relative to the benefits gained and savings made; and
- The projected life and efficiency of the equipment relative to its impact and cost.

6. Heritage assessment

6.1 The Church of St John, like many church buildings, is a prominent building in a sensitive historic context with large south-facing roof slopes. As such, it presents an opportunity for the church to generate energy through the installation of a photovoltaic system. However, the designated heritage

asset status of the grade I listed host building, its setting, and the surrounding conservation area context potentially presents a conflict with the aims of the project in terms of the visual and physical impact of the installation on these assets.

6.2 As outlined above, the building is visible in a number of identified views, partially in summer months and more prominently in winter when the leaves are off the trees. Notwithstanding, the church has comparatively low-pitched roofs concealed behind parapets where solar panels can be discreetly installed. Although the upper section of the solar panels are shown on the submitted elevations to be above the level of the parapets, in reality these panels will minimally visible, if at all, as the church is uphill from northwards views in Frognal Way. Given this perspective, upward-looking sightlines as well as significant screening by coniferous trees will prevent any clear and full views of the panels from the south, south-east and south-west. The panels will be most noticeable in winter from upper floors of houses in Frognal Way, with very minimal impact in views from the churchyard due to the drop in land levels. However, annotated photos have been submitted by the church that show that no panels on the nave roof should be visible from one clearing in the churchyard, as they are lower than the roof vents, and that none on the chancel roof will be visible from the rear garden of 14 Church Row, as they are hidden behind balustrades (see photos in report pack). The panels certainly will not be visible from street views to the north, east or west and will have no impact on prominent features such as the tower and spire on the eastern end of the church, which frames arguably the most important view from Church Row and Heath Street.

6.3 The recently submitted details of cabling, installation, maintenance, etc and the structural report on loading are now considered satisfactory by officers and demonstrate that there should be no visible harm to the listed building by the ancillary cabling runs nor structural harm to historic fabric by the equipment. There will be no physical harm from the project as the fixings and servicing are reversible and the roof finish is non-original.

7. Conclusion on heritage issues

7.1 It is concluded, based on all the information now submitted, that there is a low level of harm arising from the PV panel installation, derived from the very minimal visual impact on both the grade 1 listed building and on the overall conservation area. More detail has now been submitted regarding installation and location of infrastructure to enable officers to assess the full degree of impact caused to historic fabric. Furthermore, it is clear that the applicants wish this to be a project of a reversible nature, and this aspect is addressed by imposing an appropriate condition. The listed building can be viewed from all angles but the most significant views are those westwards and southwards from Church Row, as noted in para 6.2 above, where the proposed panels will not be visible. Consequently, there will be no impact on the prominent features of the church such as the tower and spire nor on key public views of these features in this part of the conservation area. However, the panels may be visible in winter from parts of the publicly accessible churchyard to the south and these will have some impact on the overall setting of the listed building and character of this part of the conservation area. It is considered that the harm here to designated heritage assets is minimal and 'less than substantial'. On the basis that there is only a very low level of harm, paragraph 134 of the NPPF is applicable here, as noted in para 5.5 above, which advises that 'harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.'

7.2 The applicants have set out the sustainability and community benefits of the planned project, meaning the proposals do have a net environmental benefit. As sustainability measures including microgeneration and energy-saving are welcomed by Camden's policies, the public benefits of the scheme are clearly evident. It is therefore considered that these benefits outweigh the minimal 'less than substantial' harm caused by the installation of such features, in accordance with the balancing exercise as set out in the NPPF.

7.3 Special regard has been attached to the desirability of preserving the listed building, its setting and its features of special architectural or historic interest, and the desirability of preserving or enhancing the character or appearance of the Conservation Area, under s.66 and s.72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by the Enterprise and Regulatory

Reform Act 2013.

7.4 A condition will be attached requiring details of the removal of equipment in the event of the installation becoming redundant and details of the reinstatement of any removed fabric, to ensure there will be no negative visual impact and no irreversible harm caused to historic fabric.

8. Amenity-

8.1 There will be no impact on residential amenity; the panels are almost flush with the roof-slope and do not directly face any residential buildings.

9. Recommendation

9.1 Grant planning permission.

The decision to refer an application to Planning Committee lies with the Director of Regeneration and Planning. Following the Members Briefing panel on Monday 11th February 2019, nominated members will advise whether they consider this application should be reported to the Planning Committee. For further information, please go to www.camden.gov.uk and search for 'Members Briefing'.

Application ref: 2018/4099/P
Contact: Charles Thuaire
Tel: 020 7974 5867
Date: 4 February 2019

Development Management
Regeneration and Planning
London Borough of Camden
Town Hall
Judd Street
London
WC1H 9JE

Phone: 020 7974 4444

planning@camden.gov.uk
www.camden.gov.uk

Love Architecture Ltd
59 Lambeth Walk
London SE11 6DX

Dear Sir/Madam

DECISION

Town and Country Planning Act 1990 (as amended)

Full Planning Permission Granted

Address:
Hampstead Parish Church
Church Row
London NW3 6UU

Proposal:
Installation of 33 photovoltaic panels on the south facing roofslopes of the south nave and chancel.

Drawing Nos: Design and Access Statement by Love Architecture dated August 2018 ref 761a810 rev p02; annotated views from churchyard and 14 Church Row; letter dated 26.11.18 from Stand Consulting engineers; operations and maintenance statement by Treadlighter dated 30.1.19; letter from ofgem dated 25.1.18; A/100-P00, 200-P00, 400-P00, 500-P00, 501-P00; X/100-P01, 200-P00, 400-P00, 500-P00, 501-P00, 700-P00; E/200-P00, 701-P00, 702-P00, 703-P00, 704-P00, 705-P00

The Council has considered your application and decided to grant permission subject to the following condition(s):

Condition(s) and Reason(s):

1 The development hereby permitted must be begun not later than the end of three years from the date of this permission.

Reason: In order to comply with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended).

2 All new external and internal works and finishes and works of making good to the retained fabric, shall match the existing adjacent work with regard to the methods used and to material, colour, texture and profile unless otherwise specified in the approved application.

Reason: To safeguard the appearance and special architectural and historic interest of the building and the character of the immediate area in accordance with the requirements of policies D1 and D2 of the London Borough of Camden Local Plan 2017.

3 The development hereby permitted shall be carried out in accordance with the following approved plans- Design and Access Statement by Love Architecture dated August 2018 ref 761a810 rev p02; annotated views from churchyard and 14 Church Row; letter dated 26.11.18 from Stand Consulting engineers; operations and maintenance statement by Treadlighter dated 30.1.19; letter from ofgem dated 25.1.18; A100, 200, 400, 500, 501; X100-P01, 200, 400, 500, 501, 700; E200, 701, 702, 703, 704, 705

Reason: For the avoidance of doubt and in the interest of proper planning.

4 In the event of the installation becoming redundant, details of the removal of PV panels and equipment (including cabling, piping and boxes) and details of the reinstatement of any removed fabric and the making good of historic fabric, shall be submitted to and approved in writing by the local planning authority before the panels and associated equipment hereby approved are removed from the roof.

Reason: In order to safeguard the special architectural and historic interest of the building in accordance with the requirements of policy D2 of the Camden Local Plan 2017.

Informative(s):

1 Your proposals may be subject to control under the Building Regulations and/or the London Buildings Acts that cover aspects including fire and emergency escape, access and facilities for people with disabilities and sound insulation between dwellings. You are advised to consult the Council's Building Control Service, Camden Town Hall, Judd St, Kings Cross, London NW1 2QS (tel: 020-7974 6941).

2 Noise from demolition and construction works is subject to control under the Control of Pollution Act 1974. You must carry out any building works that can be heard at the boundary of the site only between 08.00 and 18.00 hours Monday to Friday and 08.00 to 13.00 on Saturday and not at all on Sundays and Public Holidays. You are advised to consult the Council's Noise and Licensing Enforcement Team, Camden Town Hall, Judd St, Kings Cross, London NW1 2QS (Tel. No. 020 7974 4444 or search for 'environmental health' on the Camden website or seek prior approval under Section 61 of the Act if you anticipate any difficulty in carrying out construction other than within the hours stated above.

In dealing with the application, the Council has sought to work with the applicant in a positive and proactive way in accordance with paragraph 38 of the National Planning Policy Framework 2018.

You can find advice about your rights of appeal at:
http://www.planningportal.gov.uk/planning/appeals/guidance/guidancecontent

Yours faithfully

Director of Regeneration and Planning

DRAFT

DECISION