

Heritage Appeal Statement

No.6 Lawn Road, London Borough of Camden,
NW3 2XS

June 2020

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Client

David Katz

Our reference

SHAH3005

June 2020

1. Introduction

Purpose of this Statement

- 1.1 This Heritage Appeal Statement has been prepared by Turley Heritage on behalf of Mr David Katz (hereafter referred to as 'the Appellant'), against the London Borough of Camden's refusal of Planning Permission 2019/6380/P, dated 11th March 2020. This statement has been prepared with regard to heritage matters only and is to be read in conjunction with other documents submitted as part of this appeal.

Appeal Site and Scheme

- 1.2 No.6 Lawn Road is located within the Parkhill and Upper Park Conservation Area. No.6 Lawn Road is a large four storey, two-bay building, with a two storey side extension, located at the southern end of Lawn Road. The property is set back from the pavement edge, behind a part-hard and part-soft landscaped garden, with a low brick and metal fenced boundary. The appeal proposals comprise the creation of a new cross-over, together with the removal of a portion of the existing boundary wall and installation of new gates to provide vehicular parking within the demise of the property.
- 1.3 Full details with regard to the design of the appeal proposals are set out in the full application material prepared and submitted by Shard Architecture.

Reasons for Refusal

- 1.4 Copies of the decision notice and delegated report for the application are included in this report at **Appendix 1**. The two reasons for refusal (RR) of the application for Planning Permission were:

***RR1:** The proposal would result in the loss of front garden space and part of the front boundary wall, which contributes to the character and appearance of the conservation area, and as such, would be harmful to the character and appearance of the streetscene and the wider Parkhill Conservation Area, contrary to policies D1 (Design) and D2 (Heritage) of the London Borough of Camden Local Plan 2017.*

***RR2:** The creation of an on-site parking space would promote the use of private motor vehicles and fails to encourage the use of sustainable modes of transport, as well as has the potential to lead to additional parking stress through the removal of on-street parking capacity, contrary to policies T1 (Prioritising walking, cycling and public transport), T2 (Parking and car free development) and A1 (Managing the impact of development) of the London Borough of Camden Local Plan 2017."*

- 1.5 This Heritage Appeal Statement has been prepared in relation to **RR1** and heritage matters only.

Planning History

- **1994:** Demolition of front wall and railings to create a new vehicular means of access to the front garden (9460181), Refused

- **1984:** Erection of a kitchen extension at first floor level (8401689, Granted)
- **1977:** Construction of new dormer windows in roof at side and rear (F9/15/7/24969, Granted)

Pre-Application Engagement

- 1.6 The appeal proposals were informed by feedback from officers as part of pre-application engagement.¹ Written feedback was issued by the authority on 10th April 2019. Whilst officers acknowledged there were a number of existing front driveways along Lawn Road (including to the adjacent neighbouring properties Nos.5 and 7), these were stated to have been approved or implemented prior to the adoption of Camden's current planning policies.
- 1.7 The pre-application proposals were considered to neither preserve nor enhance the character and appearance of the host building, the surrounding streetscape and the Parkhill and Upper Park Conservation Area, contrary to policies D1 and D2 of the Camden Local Plan. It was also stated that, whilst the northern part of the existing front garden is paved hardstanding, the installation of a driveway to the front of the property would remove the possibility of developing the front garden (to re-introduce soft landscaping).
- 1.8 The scheme design was revised and refined in response to this pre-application advice, as well as analysis of the heritage significance of the Site and its context undertaken as part of the design process.

Structure of this Statement

- 1.9 **Section 2** of this Heritage Appeal Statement identifies the relevant heritage assets that may be affected by the proposals. **Section 3** establishes the significance of the conservation area, summarising the comprehensive assessment set out in the Heritage Statement as part of the original application.
- 1.10 **Section 4** considers the impact of the appeal proposals upon the significance of the conservation area, in light of the reason for refusal, relevant planning history, statutory duties, and national and local policy and guidance.
- 1.11 In **Section 5**, it is concluded that the appeal proposals will preserve the special interest of the conservation area, and will therefore meet the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy in the National Planning Policy Framework (NPPF) and relevant local planning policy and guidance for change within the historic environment. The appeal should therefore be allowed, and Planning Permission granted accordingly.
- 1.12 The Decision Notice and Delegated Report for Planning Permission 2019/6380/P, dated 11th March 2020 are included at **Appendix 1**. The Heritage Statement (December 2019), which accompanied the application is included at **Appendix 2**. This document provides a map of the conservation area boundary as well as the relevant statutory

¹ Pre-Application Reference: 2019/1136/PRE

duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy in the National Planning Policy Framework (NPPF) and relevant local planning policy and guidance for change within the historic environment.

2. The Heritage Asset

Introduction

- 2.1 The NPPF 2019 defines a heritage asset 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.”²

Designated Heritage Assets

- 2.2 Designated heritage assets are those which possess a level of heritage interest that justifies designation and are then subject to particular procedures in planning decisions that involve them.

Conservation Area: Parkhill and Upper Park

- 2.3 The Site is located within the Parkhill and Upper Park Conservation Area, which was designated on 16th January 1973 and extended on 1st June 1985, 1st November 1991, and 11th July 2011. The Parkhill and Upper Park Conservation Area Appraisal and Management Strategy document was adopted on 11th July 2011. A map of the conservation area boundary is included within the Heritage Statement (December 2019) at **Appendix 2**.
- 2.4 The Parkhill and Upper Park Conservation Area is the only designated heritage asset under consideration with regard to the impacts of the appeal proposals.

Non-Designated Heritage Assets

- 2.5 The NPPF³ identifies that heritage assets include both designated heritage assets and assets identified by the local planning authority (including local listing).
- 2.6 The London Borough of Camden maintains a Local List, which identifies historic buildings, spaces and features that are valued by the local community and that help give Camden its distinctive identity.⁴ No.6 Lawn Road is not identified as a locally listed building and there are no locally listed buildings within the vicinity of the Site. As such, non-designated heritage assets are not considered further in this report.

² MHCLG, National Planning Policy Framework (Framework) 2019 - Annex 2: Glossary

³ MHCLG, National Planning Policy Framework (Framework) 2019 - Annex 2: Glossary

⁴ London Borough of Camden, Camden's Local List, January 2015

3. Significance of the Heritage Asset

Significance and Special Interest

- 3.1 The NPPF defines the significance of a heritage asset as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”⁵

Conservation Areas

- 3.2 Conservation areas are designated if they are of special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance⁶. Historic England has published guidance in respect of conservation areas. This document provides a framework for the appraisal and assessment of the special interest and significance of a conservation area. This document also provides advice on how to identify whether a building contributes positively to the character or appearance of a conservation area⁷.

Assessment of Significance – Parkhill and Upper Park Conservation Area

Introduction

- 3.3 Importantly, a Heritage Statement was submitted as part of the application package for the appeal scheme, which provided a detailed and proportionate assessment of the significance of the conservation area (including the particular contribution of No.6 Lawn Road to the conservation area as a whole). The Heritage Statement, included in full at **Appendix 2**, established the significance of the conservation area, and stated:

“The Parkhill and Upper Park Conservation Area is of significance as a mid-19th century residential estate, which illustrates the suburban expansion of this are of London during this period. The later residential building stock is illustrative of the ongoing development of this area of Belsize; exemplifying changing ideals of domestic architecture over a period spanning more than 100 years. This is reflected in the architectural characteristics including styles, forms and materiality.

The Parkhill and Upper Park Conservation Area Appraisal and Management Strategy provides a definition of the special character of the area:

“Parkhill and Upper Park Conservation Area is part of the nineteenth century London suburb of Belsize, running along the east side of Haverstock Hill. The area is defined by the busy, urban nature of Haverstock Hill and the quiet residential streets that branch from it.

⁵ MHCLG, National Planning Policy Framework (Framework) 2019 - Annex 2: Glossary

⁶ HMSO, Planning (Listed Buildings and Conservation Areas) Act, 1990 – Section 69(1) (a)

⁷ Historic England, Advice Note 1: Conservation Area Appraisal, Designation and Management (second edition), 2019

The quality of the landscape is defined by the hilly topography, the mature trees and the tranche of back gardens behind the houses lining the streets, a typical characteristic of 19th century residential areas.

Italianate Victorian semi-detached houses are the characteristic building type, with twentieth-century housing styles ranging from garden suburb to modern movement and contemporary insertions. The Lawn Road Flats, Isokon Building, is a seminal landmark of the 1930s, which is also a symbol of the flowering of British twentieth century art in this area in the 1930s. Resident artists included Henry Moore, Barbara Hepworth and Ben Nicholson, as well as Naum Gabo, Maholy-Nagy and other émigrés from Europe.””

- 3.4 The Heritage Statement also assessed the Site’s contribution to the significance of the conservation area, based on the key guidance document published by Historic England – Advice Note 1, ‘Conservation Area Appraisal, Designation and Management’, 2019 (second edition). This provides a checklist to identify elements which may contribute to the special interest (and significance) of the conservation area. This concludes:

“As part of the mid-19th century development of the eastern side of Lawn Road, the building does not have particular landmark quality. It does, however, reflect the domestic character, age, Italianate style, forms and materials of other buildings within this street and the conservation area more widely. The front elevation of the property, as a pair with No.5, is the principal element of the Site that makes the most positive contribution to the character and appearance of the character zone and the conservation area more widely.

No.6 Lawn Road is set back from the pavement edge, behind a part-hard and part-soft landscaped garden, with a low brick and metal fenced boundary treatment. The property has brick piers to the boundaries with Nos.5 and 7, but unlike many other properties of the same typology in the street, No.6 does not have brick piers to the pedestrian entrance gate. This, and the decorative metal fencing, is not a typical feature of these properties and appears to be the result of later alteration to No.6. However, the materiality of this boundary treatment and planted front garden is in keeping with the wider area where low brick walls, metal fencing, planting, and areas of hardstanding within forecourts are prevalent. This treatment also contributes to the low-density, suburban spatial character of Lawn Road, where the low brick wall, railings and mature planting allow views of the property within its garden plot.

In these terms, the Site at No.6 Lawn Road makes a positive contribution to the character and appearance of the Parkhill and Upper Park Conservation Area. This is consistent with the findings of the Conservation Area Appraisal and Management Strategy document published by the London Borough of Camden. This contribution is derived from the scale, materiality and detailed design of the house itself, together with the spatial characteristics of its disposition within a generous landscaped garden plot, and the domestic, traditional and permeable character of the boundary treatment, which allows views into the Site.”



Figure 3.1: No.6 Lawn Road from the north west (as a pair with No.5)

4. Review of the Reason for Refusal 1 and Heritage Impacts

Introduction

- 4.1 An application for Planning Permission was made in January 2020 on behalf of the Appellant, for the creation of a new crossover, partial removal of the front boundary brick wall, installation of new iron gates and railings, and alterations to the front garden landscaping including screening to the bin store.
- 4.2 Full details with regard to the design of the appeal proposals are set out in the drawings package and Design and Access Statement produced by Shard Architecture Ltd, which were submitted as part of the application material.
- 4.3 The impact of the appeal proposals on the significance of the conservation area is considered in this section, in light of the reasons for refusal, statutory provision, planning policy and guidance.

Reasons for Refusal and Delegated Report

- 4.4 Copies of the decision notice and delegated report for the application are included in this report at **Appendix 1**. The two reasons for refusal (RR) of the application for Planning Permission were:

***“RR1:** The proposal would result in the loss of front garden space and part of the front boundary wall, which contributes to the character and appearance of the conservation area, and as such, would be harmful to the character and appearance of the streetscene and the wider Parkhill Conservation Area, contrary to policies D1 (Design) and D2 (Heritage) of the London Borough of Camden Local Plan 2017.*

***RR2:** The creation of an on-site parking space would promote the use of private motor vehicles and fails to encourage the use of sustainable modes of transport, as well as has the potential to lead to additional parking stress through the removal of on-street parking capacity, contrary to policies T1 (Prioritising walking, cycling and public transport), T2 (Parking and car free development) and A1 (Managing the impact of development) of the London Borough of Camden Local Plan 2017.”*

- 4.5 This Heritage Appeal Statement has been prepared in relation to **RR1** and heritage matters only.
- 4.6 A single Delegated Report addressed the planning application, and gave further explanation for **RR1**. This addressed the principle of a crossover; and the design merits of the appeal proposals in terms of the impact on the surrounding conservation area. The Delegated Report is included for ease of reference at **Appendix 1**.

Pre-Application Engagement

- 4.7 The appeal proposals were informed by feedback from officers as part of pre-application engagement.⁸ Written feedback was issued by the authority on 10th April 2019. Whilst officers acknowledged there were a number of existing front driveways along Lawn Road (including to the adjacent neighbouring properties Nos.5 and 7), these were stated to have been approved or implemented prior to the adoption of Camden's current planning policies.
- 4.8 The pre-application proposals were considered to neither preserve nor enhance the character and appearance of the host building, the surrounding streetscape and the Parkhill and Upper Park Conservation Area, contrary to policies D1 and D2 of the Camden Local Plan. It was also stated that, whilst the northern part of the existing front garden is paved hardstanding, the installation of a driveway to the front of the property would remove the possibility of developing the front garden (to re-introduce soft landscaping).
- 4.9 The scheme design was revised and refined in response to this pre-application advice, as well as analysis of the heritage significance of the Site and its context undertaken as part of the design process.

Heritage Impact Assessment

- 4.10 This following section considers the impact of the appeal proposals upon the significance of the conservation area, specifically in light of the reason for refusal, relevant planning history, statutory duties, and national and local policy and guidance, as discussed above. Importantly, this heritage impact assessment should be read in conjunction with the previous Heritage Statement also prepared by Turley Heritage that was submitted as part of the application package. This is the baseline document upon which our challenge of the reason for refusal is made.

Loss of Front Garden Space

- 4.11 **RR1:** *"The proposal would result in the loss of front garden space and part of the front boundary wall, which contributes to the character and appearance of the conservation area, and as such, would be harmful to the character and appearance of the streetscene and the wider Parkhill Conservation Area."*
- 4.12 As set out in the Altering and Extending Your Home guidance document⁹, the design of front gardens should retain or reintroduce original surface materials. Policy D2 of the Camden Local Plan also sets out that development will only be permitted within conservation areas that will preserve garden spaces which contribute to the character and appearance of a conservation area. As extant, the northern part of the front garden (area proposed as a driveway) to No.6 Lawn Road is entirely hardstanding, with potted plants to the front of the property and a large overhanging rose bush across the entrance gate (**Figures 3.1 and 4.1**). There is soft landscaping to the southern part of the front garden.

⁸ Pre-Application Reference: 2019/1136/PRE

⁹ London Borough of Camden, Altering and Extending Your Home, 2019



Figure 4.1: Front garden of No.6 Lawn Road (from within the Site)

- 4.13 As referenced in the Delegated Report, Section 6 of the Parkhill and Upper Park Conservation Area Appraisal and Management Strategy identifies that crossover parking has **replaced** many front gardens [our emphasis] and that this detracts from the character and appearance of the conservation area. The appeal proposals look to retain all surface materials to the northern part of the front garden, and there is no greater quantum of hardstanding proposed. The soft landscaping to the southern part of the garden will also be retained, and only the overhanging part of the rose bush to the front of the Site would need to be pruned to allow car access.
- 4.14 The appeal proposals also seek to enforce the soft landscaping within the front garden, with proposed climbing planting to the boundary with No.7 Lawn Road. As there is no built development proposed in the front garden, the garden space is also preserved. As such, the surface materials of the front garden will be retained and the garden space preserved. The proposed crossover parking will not, therefore, replace the front garden to No.6 Lawn Road.
- 4.15 The installation of a cross-over to the front of the property would preserve the future possibility of developing the front garden to re-introduce soft landscaping; where this is ultimately a reversible change. Overall, the proposed scheme does not see any greater reduction of the existing soft landscaping, which is a key characteristic of this part of the conservation area. The appeal proposals offer increased soft landscaping to the side boundary of the Site, with climbing planting. As such, this element of the proposals will sustain the existing contribution of the established front forecourt and landscaping to the significance of the conservation area.

Loss of Part of the Front Boundary Wall

4.16 **RR1:** *“The proposal would result in the loss of front garden space and part of the front boundary wall, which contributes to the character and appearance of the conservation area, and as such, would be harmful to the character and appearance of the streetscene and the wider Parkhill Conservation Area.”*

4.17 The Delegated Report for the refused application states:

“Front gardens and boundary walls contribute strongly to a sense of enclosure as well as the character and appearance of the streetscape and hence that of the conservation area. The proposed removal of the existing low boundary wall and railings and replacement with high metal gates would result in the removal of the traditional boundary treatment and reduce opportunities for vegetation.”

4.18 The existing boundary treatment to No.6 Lawn Road shows sign of alteration with atypical (albeit traditional) decorative metal railings, and where there are no brick piers to the pedestrian entrance gate. The proposed iron driveway gates would reference the existing fencing in materiality and design, and also the existing and more historic boundary treatment to No.7 Lawn Road, and would maintain the existing height of the boundary treatment. Metal fencing is also proposed to be installed over the existing boundary wall to No.7, to reinforce this boundary and to aid the growth of climbing planting. The style of this fencing will match that to the front of the property in style and height. This ensures that the proposed gates and fencing will be in keeping with a traditional architectural character of the street, and also the conservation area more widely.

4.19 As set out in the Altering and Extending Your Home guidance document¹⁰, the design of front gardens should retain or reintroduce original surface materials and boundary features, especially in conservation areas, such as walls, railings and hedges where they have been removed. The proposed extent of demolition is very limited, and the introduction of metal gates to match the design of the railings will ensure that the legibility and definition of the historic boundary treatment is retained.

4.20 The proposed design would also maintain the existing permeable nature of the boundary treatment, ensuring that the visibility of No.6 is preserved from within the streetscene. This will sustain the legibility of the historic domestic character of the property as a large, semi-detached pair with No.5, set within a garden plot, which makes a key contribution to the character and appearance of this character zone and the conservation area more widely. In short, the spatial characteristics of the Appeal Site, and the role of the property as an integral part of the residential street will also be preserved; thereby sustaining the significance of the conservation area.

4.21 Furthermore, the delegated report sets out that the Parkhill and Upper Park Conservation Area Appraisal and Management Strategy highlights that the reinstatement of front gardens and typical boundaries e.g. hedges and walls, is encouraged where crossover parking has been implemented in the past, as this is an important way of enhancing the streetscape and incrementally improving the quality of the area. However, the delegated report also makes reference to a permission recently

¹⁰ London Borough of Camden, Altering and Extending Your Home, 2019

granted at No.7 Lawn Road, where an existing garage was converted into a habitable room (**Figure 4.2**).¹¹ This permission is of relevance where the reinstatement of a boundary wall and removal of the existing crossover parking was not sought by the London Borough of Camden, despite the loss of the garage (which was originally erected in 1970 with a condition stating that the garage should be permanently retained). The Decision Notice sets out in its Reasons for Granting Permission that the *“existing garage does not reflect the character and appearance of Lawn Road and appears at odds within the streetscene”*, but no comment was made with regard to the contribution of the crossover parking to the character and appearance of the streetscene or conservation area. Indeed, one of the reasons for allowing this application was that the replacement of the garage was *“considered to preserve the character of the conservation area and there is no impact on the street parking, due to space being retained within the front garden.”* It does not, therefore, appear that the local authority are actively encouraging this type of redevelopment.



Figure 4.2: No.7 Lawn Road

- 4.22 Of further relevance are applications granted in 2013 at No.10 Lawn Road.¹² At this time, the erection of a new front boundary brick wall with railings, vehicular access and pedestrian access gates following the demolition of the original wall to the property was approved (**Figure 4.3**). In this instance, there was an existing garage and crossover with vehicular gates to the property. This application was also approved after the publication of the Parkhill and Upper Park Conservation Area Appraisal and Management Strategy, and the loss of part of the front boundary wall was not resisted in this instance where the application approved the enlargement of the vehicular access gate by 0.6m. Once more, it does not appear that the local authority are actively encouraging the redevelopment of areas of crossover parking.

¹¹ Application Reference: 2017/5291/P (Decision Notice)

¹² Application Reference: 2013/4499/C (Drawings and Members Briefing Document)



Figure 4.3: No.10 Lawn Road

4.23 Many properties within the Parkhill and Upper Park Conservation Area have crossover parking alongside areas of soft landscaped front garden, and this is an established part of the character of the conservation area. The boundary treatments to properties, and areas of crossover parking, also varies throughout the area. This includes properties within the designated area that were originally planned with crossover parking and those where crossover parking is a later addition / alteration (**Figure 4.4**). This also includes properties of the same age and typology to the Appeal Site, to Lawn Road and also Upper Park Road. This is, therefore, an established part of the character and appearance of the area (both as extant and at the time of designation).



Figure 4.4: Examples of crossover parking to Lawn Road and Upper Park Road

Compliance with Heritage Legislation and Policy

The Planning (Listed Buildings and Conservation Areas) Act 1990

- 4.24 The Planning Act 1990 requires special attention to be paid to the desirability of preserving or enhancing the character or appearance of the conservation area, in determining applications. The meaning of preservation in this context is taken to be the avoidance of harm.
- 4.25 It is the findings of this Heritage Appeal Statement that careful consideration has been given to the scale, form, detailed design and materiality of the proposed alterations to the existing boundary treatment, and the existing landscaping of the Site will be maintained, to ensure that the appearance of the altered boundary will accord with the defining characteristics of the surrounding streetscene and wider conservation area. It is demonstrated in this report that, in this way, the application proposals will overall preserve the character and appearance of the conservation area, in accordance with the relevant statutory duty.

National Planning Policy Framework 2019

- 4.26 In accordance with the requirements of paragraph 189 of the NPPF, the significance of the designated heritage asset that will be affected by these appeal proposals (the Parkhill and Upper Park Conservation Area) has been described in a proportionate manner in the Heritage Statement that was submitted as part of the application. The proposals have been informed by the character and appearance of the conservation area and the contribution of the existing boundary treatment of the Site to that character and appearance.
- 4.27 It has also been demonstrated by the Appellant in this report, and as within the heritage impact assessment within the Heritage Statement, that the design of the appeal proposals has been carefully-considered in order to respond appropriately to the historic context of the Site, and in this way has taken account of the desirability of sustaining and enhancing the significance of the conservation area; the positive contribution that the conservation of this heritage asset can make to local character and distinctiveness. This is in accordance with the principles set out in paragraph 192.
- 4.28 Paragraph 193 requires that great weight should be given to the conservation of designated heritage assets, such as conservation areas. Importantly, Annex 2 of the NPPF defines 'conservation' as the process of maintaining and manage change to a heritage asset in a way that sustains and, where appropriate, enhances its significance. It is not a process that should prevent change, where proposals, such as this appeal scheme, have been well-informed by the applicant and would overall sustain the significance of the conservation area.
- 4.29 Paragraph 194 sets out that any harm to, or loss, of significance of a designated heritage asset would require clear and convincing justification. This report finds that, overall, the significance of the conservation area will not be harmed by these appeal proposals when considering the relative significance of the conservation area as a whole. Therefore, the tests set out in paragraphs 195 and 196 of the NPPF should not automatically apply.

Further Alterations to the London Plan 2016

- 4.30 The Heritage Statement that was submitted as part of the application appropriately identifies the designated heritage asset that will be affected by these appeal proposals, and describes how they will be valued and conserved. The proposals will preserve the character and appearance of the conservation area by installing high-quality, visually permeable gates that respect the character of the existing boundary treatment. This is in accordance with Policy 7.8 of the London Plan 2016.

Camden Local Plan 2017 and Camden Planning Guidance 2019

- 4.31 In accordance with Policy D1, the appeal proposals have had regard to the local historic context, and have been informed by research and analysis work to understand and explain the heritage significance of the Parkhill and Upper Park Conservation Area, and the contribution of the Site at No.6 Lawn Road to this significance. This understanding of the heritage asset's significance, and the impact of the proposals on that significance, is set out within the Heritage Statement that was submitted as part of the application.
- 4.32 The appeal proposals respond to, and preserve, the character and appearance of the conservation area where metal fencing, as a traditional boundary treatment within this area will be maintained. As established in the review of the appeal proposals above, the proposals would also preserve the character and appearance of the character zone and wider conservation area, through the introduction of visually permeable, high-quality gates of an appropriate scale, form, style and materiality.
- 4.33 The appeal proposals also preserve the existing the existing character of the front garden of the property where the existing landscaping will be maintained, in accordance with Policy D1.
- 4.34 In accordance with Policy D2, the appeal proposals will preserve the contribution that the Site makes to the character or appearance of the conservation area, and will also preserve the existing character of the front garden space.
- 4.35 The proposals are also in compliance with Camden Planning Guidance (Altering and Extending Your Home) where the front boundary enclosure and traditional boundary features will be maintained.

5. Summary and Conclusions

- 5.1 This Heritage Appeal Statement has been prepared by Turley Heritage on behalf of Mr David Katz (hereafter referred to as 'the Appellant'), against the London Borough of Camden's refusal of Planning Permission 2019/6380/P, dated 11th March 2020. This statement has been prepared with regard to heritage matters only and is to be read in conjunction with other documents submitted as part of this appeal.
- 5.2 In accordance with the requirements of the NPPF, the significance of the Parkhill and Upper Park Conservation Area has been described in this report and in the application Heritage Statement, together with an assessment of the contribution made by the Appeal Site, No.6 Lawn Road.
- 5.3 In this Heritage Appeal Statement, we have demonstrated that:
- The garden space to No.6 Lawn Road will be preserved, where the surface materials of the front garden will be retained and there will be no reduction of the existing soft landscaping. The proposed crossover parking will not, therefore, replace the front garden to No.6 Lawn Road;
 - The appeal proposals seek to enforce the soft landscaping within the front garden, with proposed climbing planting to the boundary with No.7 Lawn Road;
 - The installation of a cross-over to the front of the property would preserve the future possibility of developing the front garden to re-introduce soft landscaping; where this is ultimately a reversible change;
 - The proposed gates and fencing will be in keeping with the traditional architectural character of the street, and also the conservation area more widely;
 - The proposed design would maintain the existing permeable nature of the boundary treatment, ensuring that the visibility of No.6 is preserved from within the streetscene; and,
 - The spatial characteristics of the Appeal Site, and the role of the property as an integral part of the residential street will also be preserved; thereby sustaining the significance of the conservation area.
- 5.4 This Heritage Appeal Statement concludes that the appeal scheme would preserve and enhance the character of the Parkhill and Upper Park Conservation Area, in accordance with the relevant statutory duty of the Planning (Listed Buildings and Conservation Areas) Act 1990; national policy set out in the NPPF 2019 and supported by NPPG; and local policy and guidance, including the London Plan 2016 (including policy 7.8); and the London Borough of Camden's Local Plan (Policies D1 and D2).
- 5.5 We therefore respectfully request that the Inspector allow the appeal, and that planning permission is granted accordingly.

Appendix 1: Copy of Decision Notice and Delegated Report

Application ref: 2019/6380/P
Contact: Alyce Jeffery
Tel: 020 7974 3292
Date: 11 March 2020

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/planning

Shard Architecture Ltd
6 STAMFORD SQUARE
LONDON
SW15 2BF

Dear Sir/Madam

DECISION

Town and Country Planning Act 1990 (as amended)

Full Planning Permission Refused

Address:
6 Lawn Road
London
NW3 2XS

Proposal: Creation of a new crossover; partial removal of the front boundary brick wall; installation of new iron gates and railings; and alterations to front garden landscaping including bin store screening.

Drawing Nos: 1818-S-OS-XP-0001; 1818-S-XP-SP-0001 REV A; 1818-S-GP-SP-0001 REV A.

The Council has considered your application and decided to **refuse** planning permission for the following reason(s):

Reasons for Refusal

- 1 The proposal would result in the loss of front garden space and part of the front boundary wall, which contributes to the character and appearance of the conservation area, and as such, would be harmful to the character and appearance of the streetscene and the wider Parkhill Conservation Area, contrary to policies D1 (Design) and D2 (Heritage) of the London Borough of Camden Local Plan 2017.
- 2 The creation of an on-site parking space would promote the use of private motor vehicles and fails to encourage the use of sustainable modes of transport, as well as has the potential to lead to additional parking stress through the removal of on-street

parking capacity, contrary to policies T1 (Prioritising walking, cycling and public transport), T2 (Parking and car free development) and A1 (Managing the impact of development) of the London Borough of Camden Local Plan 2017.

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 2019.

You can find advice about your rights of appeal at:

<http://www.planningportal.gov.uk/planning/appeals/guidance/guidancecontent>

Yours faithfully

A handwritten signature in black ink, appearing to read 'DPope', is positioned above the printed name and title.

Daniel Pope
Chief Planning Officer

Delegated Report (Refusal)		Analysis sheet		Expiry Date:		12/03/2020	
		N/A / attached		Consultation Expiry Date:		2/03/2020	
Officer				Application Number(s)			
Alyce Jeffery				2019/6380/P			
Application Address				Drawing Numbers			
6 Lawn Road London NW3 2XS				1818-S-OS-XP-0001; 1818-S-XP-SP-0001 REV A; 1818-S-GP-SP-0001 REV A.			
PO 3/4	Area Team Signature		C&UD	Authorised Officer Signature			
			Rose Todd				
Proposal(s) Creation of a new crossover; partial removal of the front boundary brick wall; installation of new iron gates and railings; and alterations to front garden landscaping including bin store screening.							
Recommendation(s):		Refuse Planning Permission					
Application Type:		Full Planning Permission					
Conditions or Reasons for Refusal:		Refer to Decision Notice					
Informatives:							
Consultations							
Adjoining Occupiers:		No. notified	00	No. of responses	03	No. of objections	00
				No. electronic	00		
Summary of consultation responses:		3 letters of support were received following consultation from adjoining neighbours at nos. 5, 7 and 78 Lawn Road.					
CAAC/Local groups comments:		Parkhill CAAC were consulted on 30/01/2020 and no response from them was received. No other comments were received from any other local/amenity groups.					

Site Description

The site relates to a three-storey plus lower ground floor semi-detached building on the eastern side of Lawn Road. It is located within the Parkhill and Upper Park Conservation Area and the building is identified as making a positive contribution to the character and appearance of the conservation area in the Parkhill and Upper Park Conservation Area Appraisal and Management Strategy.

No. 6 Lawn Road, a residential flat, is located directly adjacent to No. 6A Lawn Road, a one and a half storey building, and both properties share a front garden and entrance gate. The Italianate villas sit slightly back within reasonably generous, well vegetated, plots with front boundaries located at the back of the pavement. These front walls contribute strongly to a sense of enclosure as well as the character and appearance of the streetscape and hence that of the conservation area.

Relevant History

2019/1136/PRE - Formation of new driveway access including new vehicle crossover and associated boundary alterations including removal of existing wall and installation of new gates – **Not acceptable in principle**, advice issued 10/04/2019.

9460181 – Demolition of front wall and railings to create a new vehicular means of access to the front garden - **Conservation Area Consent Refused** 17/02/1995.

Reason for refusal: The proposal would be detrimental to the character and appearance of the Parkhill Conservation Area by reason of the loss of a traditional boundary wall.

Relevant policies

National Planning Policy Framework (2019)

London Plan (2016)

Draft New London Plan (2020) (full adoption is pending)

Camden Local Plan (2017)

G1 – Delivery and location of growth

A1 – Managing the impact of development

A3 – Biodiversity

D1 – Design

D2 – Heritage

T1 – Prioritising walking, cycling and public transport

T2 – Parking and car-free development

Camden Planning Guidance (CPG)

CPG – Altering and extending your home (2019)

CPG – Amenity (2018)

CPG – Design (2019)

CPG – Transport (2019)

Parkhill and Upper Park Conservation Area Appraisal and Management Strategy (2011)

Assessment

Proposal

The applicant proposes to create a new crossover in front of no. 6 Lawn Road. To facilitate this, part of the existing front boundary brick wall would be removed and new iron gates and railings would be installed in its place. In addition, alterations to soft and hard landscaping are proposed, and timber screening for bin storage would be installed within the front garden.

The main issues to consider in this case are as follows:

- Transport / Highways issues;
- Design and conservation;
- Neighbour amenity.

Transport

Policy T1 of the Camden Local Plan states that to promote sustainable transport choices, development should prioritise the needs of pedestrians and cyclists and ensure that sustainable transport will be the primary means of travel to and from the site. In order to encourage walking, the Council will seek to ensure that developments improve the pedestrian environment.

Policy T2 states that in order to lead to reductions in air pollution and congestion and improve the attractiveness of an area for local walking and cycling, the Council will limit the availability of parking within the Borough. The policy also states that development of boundary treatments and gardens to provide vehicle crossovers and on-site parking will be resisted.

The site is located in the Belsize (CA-B) controlled parking zone (CPZ). The CPZ operates on Monday to Friday between 09:00 and 18:30 hours and on Saturday between 09:30 and 13:30 hours. The Council's Highways team has confirmed that the parking pressure in the CA-B CPZ is high, and one of the highest in the borough. The Council's most recent records show that parking pressure is at 121%, meaning there are 121 active permits per 100 available spaces. Reducing the length of the existing CPZ space outside no. 6 Lawn Road has the potential to lead to additional parking stress through the removal of kerbside parking capacity, contrary to policy T2.

Parking bays are located on Lawn Road directly adjacent to the property, including a residents parking bay located immediately outside the property. Within the application submission the applicant states that the resident of no. 6 Lawn Road is a disabled driver and walking or cycle is not an option. The resident is applicable for a Blue Badge which allows people with severe mobility problems to park close to their destination, as a driver or passenger. It is noted that there are resident permit bays directly adjacent to the property and that there is no charge nor time limit (and no parking permit is required) for blue badge users to park in those bays. The proposed on-site parking is not deemed to be essential, and as such, the proposal and loss of the boundary treatment is contrary to policy T2. The proposal would contradict the Council's overall aims of reducing car parking, leading to sustainability and congestion benefits, as well as the potential to add to parking stress in the area by reducing the amount of on-street parking.

Furthermore, the introduction of the crossover would lead to disruption to the pedestrian movement along the adjacent pavement, and the provision of off-street parking would create a greater reliance on travel by private car which is not considered to promote walking or cycling in relation to the Council's road user hierarchy.

In conclusion, the creation of an on-site parking space and creation of a new crossover would be contrary to Policies T1 and T2. It is not considered that there are other planning considerations which would allow an exception being made in this instance, and as such, it is recommended the application is refused on this basis.

Officers also note that any crossover would require separate Highways Act approval. CPG Transport states that vehicular crossovers will not be acceptable where the installation of a crossover would

result in the loss of on-street parking provision. The proposed potential loss of on-street capacity within the CPZ could add to on-street parking demand. As such, any application for a crossover under the Highways Act would likely be refused as the proposal would not meet the Council's requirements with regards to the potential loss of on-street parking. Therefore, the planning position is consistent with the Council acting in its capacity as Highway Authority.

Design and conservation

The Council's design policies are aimed at achieving the highest standard of design in all developments. Policy D1 aims to ensure the highest design standards for developments and states that the Council will require all developments to consider the character, setting, context and the form and scale of neighbouring buildings; the quality of materials to be used; and the character and proportions of the existing building. Policy D2 additionally states that the Council will only permit development within conservation areas that preserves or enhances the character and appearance of the area, and will preserve garden spaces which contribute to the character and appearance of a conservation area. Policy D2 also advises that in order to maintain the character of Camden's conservation areas, the Council will take account of conservation area statements, appraisals and management strategies when assessing application within conservation areas.

Guidance contained within CPG Altering and extending your home states that the design of front gardens and forecourt parking areas make a large impact on the character and attractiveness of an area and in particular the streetscene. The design of front gardens should retain or reintroduce original surface materials and boundary features, especially in conservation areas, such as walls, railings and hedges where they have been removed.

Section 6 of the Parkhill and Upper Park Conservation Area Appraisal and Management Strategy identifies that crossover parking has replaced many front gardens, and that this detracts from the character and appearance of the conservation area. It notes that existing/original architectural features and detailing characteristic of the conservation area should be retained and protected and states that the removal of boundary walls and gardens for parking will be resisted. It goes on to highlight that the reinstatement of front gardens and typical boundaries e.g. hedges and walls, is encouraged where crossover parking has been implemented in the past, as this is an important way of enhancing the streetscape and incrementally improving the quality of the area. The proposal would therefore be contrary to the above guidance within the Parkhill and Upper Park Conservation Area Appraisal and Management Strategy.

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 ("the Listed Buildings Act") is relevant, which requires special attention to 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. The effect of this section of the Listed Buildings Act is that there is a statutory presumption in favour of the preservation of the character and appearance of Conservation Areas. Considerable importance and weight should be attached to their preservation. A proposal which would cause harm should only be permitted where there are strong countervailing planning considerations which are sufficiently powerful to outweigh the presumption.

Whilst there are existing front driveways along Lawn Road, including to the adjacent neighbouring properties Nos. 5 and 7, these are all either historic or were approved and implemented prior to the adoption of Camden's current planning policies (i.e. the Local Plan and relevant supporting documents). Notably, no. 7 Lawn Road was granted permission (F9/15/6/7974) for '*Erection of 2 storey extension on the south side at 7 Lawn Road, Camden, for use as residential and garage accommodation*' granted on 12/02/1970. The drawing shows a boundary gate and driveway down to the garage so officers can only assume the crossover was also created whilst the granted permission was carried out. More recently, permission (2017/5291/P) was granted for '*Garage conversion into a habitable room. New rear Juliette balcony at upper ground floor level. Removal of the external stairs to the rear. Insertion of 2x new doors to rear elevation at lower ground floor level. Internal reconfiguration,*' where refurbishment in terms of render and paint was applied to the two storey extension and former garage, albeit looking new.

Front gardens and boundary walls contribute strongly to a sense of enclosure as well as the character and appearance of the streetscape and hence that of the conservation area. The proposed removal of the existing low boundary wall and railings and replacement with high metal gates would result in the removal of the traditional boundary treatment and reduce opportunities for vegetation, contrary to the above guidance. Furthermore, installation of a driveway to the front of the property would reduce the opportunity for soft landscaping within the front garden, and would neither preserve nor enhance the character and appearance of the host building, the surrounding streetscape and the Parkhill and Upper Park Conservation Area.

Paragraph 196 of the NPPF states that where a development will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal. The proposal would be to the sole benefit of the occupier of the property, and are not considered to provide any public benefits. As such, the proposal would be contrary to policies D1 and D2 of the Camden Local Plan.

Neighbour amenity

Policy A1 seeks to protect the amenity of Camden's residents by ensuring the impact of development is fully considered. Policy A1 point c. states that the Council will resist development that fails to adequately assess and address transport impacts affecting communities, occupiers, neighbours and the existing transport network. Furthermore, Policy A1 paragraph 6.10 states that highway safety, with a focus on vulnerable road users should also be considered, including provision of adequate sightlines for vehicles leaving the site, and that development should also address the needs of vulnerable or disabled road users.

Policy A1 paragraph 6.9 also states that any development or works affecting the highway will be expected to avoid disruption to the highway network, particularly emergency vehicle routes and avoid creating a shortfall to existing on-street parking conditions or amendments to Controlled Parking Zones.

The creation of an on-site parking space is unacceptable in principle, as it would promote the use of private motor vehicles, fail to encourage the use of sustainable modes of transport, and create an unnecessary hazard on the public highway, contrary to Policy A1, T1 and T2.

Furthermore, the introduction of a forecourt vehicular parking space would result in the loss of front garden space and the traditional front boundary treatment, which contributes to the character and appearance of the conservation area, and as such would be harmful to the character and appearance of the Parkhill and Upper Park Conservation Area, contrary to policies A1, D1 and D2.

Conclusion

The introduction of a vehicular parking space would result in the loss of front garden space and part of the front boundary wall, which contributes to the character and appearance of the conservation area, and as such, would be harmful to the character and appearance of the streetscene and the wider Parkhill Conservation Area, contrary to policies D1 (Design) and D2 (Heritage) of the London Borough of Camden Local Plan 2017.

The creation of an on-site parking space would promote the use of private motor vehicles and fails to encourage the use of sustainable modes of transport, as well as has the potential to lead to additional parking stress through the removal of on-street parking capacity, contrary to policies T1 (Prioritising walking, cycling and public transport), T2 (Parking and car free development) and A1 (Managing the impact of development) of the London Borough of Camden Local Plan 2017.

Recommendation

Refuse planning permission.

Appendix 2: Heritage Statement (December 2019)

Heritage Statement

No.6 Lawn Road, London Borough of Camden,
NW3 2XS

December 2019

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Client

David Katz

Our reference

SHAH3005

December 2019

1. Introduction

Purpose of this Report

- 1.1 This Heritage Statement has been prepared by Turley Heritage on behalf of our Client (Mr David Katz) to provide relevant and proportionate information to accompany an application for planning permission in respect to No.6 Lawn Road ('the Site'). The proposals comprise the creation of a new cross-over, together with the removal of a portion of the existing boundary wall and installation of new gates to provide vehicular parking within the demise of the property.
- 1.2 No.6 Lawn Road is located within the Parkhill and Upper Park Conservation Area. Accordingly, this report provides an assessment of the impacts of the proposed construction of the cross-over and gates upon this character and appearance of the conservation area. This report should be read in conjunction with the full application material prepared and submitted by Shard Architecture on behalf of the Client.

Legislation and Policy Context

- 1.3 The requirement for this report stems from Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, which places a duty upon the local planning authority in determining applications for development or works that affect a conservation area to pay special attention to the desirability of preserving or enhancing the character or appearance of that area.
- 1.4 The National Planning Policy Framework 2019 ('the NPPF') provides the Government's national planning policy on the conservation of the historic environment. In respect of information required for applications, it sets out that:

*"In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on the significance."*¹
- 1.5 Paragraph 190 then sets out that local planning authorities should identify and assess the particular significance of heritage assets that may be affected by proposals. They should take this assessment into account when considering the impact of proposals in order to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

The Structure of this Report

- 1.6 In accordance with these legislative and policy requirements, **Section 2** of this report identifies the relevant heritage assets within the Site and its vicinity that would be affected by the proposals.

¹ MHCLG, National Planning Policy Framework (NPPF) 2019 – paragraph 189

- 1.7 **Section 3** then provides a description of the significance of the designated heritage asset of the Parkhill and Upper Park Conservation Area, in terms of its historical development and character and appearance, in accordance with the relevant best practice advice guidance.² Specific reference is made to the Site at No.6 Lawn Road, and an assessment is provided of its relative contribution to the significance of the conservation area as a whole.
- 1.8 **Section 4** undertakes a review of the application proposals, and then assesses the likely impact of these on the significance of the identified heritage asset (conservation area), in light of the relevant heritage legislative, policy and guidance context.
- 1.9 **Section 5** sets out a summary of the findings of this report.
- 1.10 A map of the conservation area boundary is included at **Appendix 1**, whilst the relevant heritage legislative, policy and guidance context is set out in full at **Appendix 2**.

² Historic England, Advice Note 1 – Conservation Area Designation, Appraisal and Management (second edition), 2019

2. The Heritage Asset

Introduction

2.1 The NPPF 2019 defines a heritage asset 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.”³

Designated Heritage Assets

2.2 Designated heritage assets are those which possess a level of heritage interest that justifies designation and are then subject to particular procedures in planning decisions that involve them.

Conservation Area: Parkhill and Upper Park

2.3 The Site is located within the Parkhill and Upper Park Conservation Area, which was designated on 16th January 1973 and extended on 1st June 1985, 1st November 1991, and 11th July 2011. The Parkhill and Upper Park Conservation Area Appraisal and Management Strategy document was adopted on 11th July 2011. A map of the conservation area boundary is included at **Appendix 1**.

Non-Designated Heritage Assets

2.4 The NPPF⁴ identifies that heritage assets include both designated heritage assets and assets identified by the local planning authority (including local listing).

2.5 The London Borough of Camden maintains a Local List, which identifies historic buildings, spaces and features that are valued by the local community and that help give Camden its distinctive identity.⁵ No.6 Lawn Road is not identified as a locally listed building and there are no locally listed buildings within the vicinity of the Site.

³ MHCLG, National Planning Policy Framework (Framework) 2019 - Annex 2: Glossary

⁴ MHCLG, National Planning Policy Framework (Framework) 2019 - Annex 2: Glossary

⁵ London Borough of Camden, Camden's Local List, January 2015

3. Assessment of Significance

Significance and Special Interest

- 3.1 The NPPF defines the significance of a heritage asset as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”⁶

Conservation Areas

- 3.2 Conservation areas are designated if they are of special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance⁷. Historic England has published guidance in respect of conservation areas. This document provides a framework for the appraisal and assessment of the special interest and significance of a conservation area. This document also provides advice on how to identify whether a building contributes positively to the character or appearance of a conservation area⁸.

Assessment

- 3.3 The following assessment of the significance of the Parkhill and Upper Park Conservation Area is proportionate to the importance of the designated heritage asset and provides sufficient detail to understand the impact of the application proposals, given their nature and extent. This includes an assessment of the contribution of the Site at No.6 Lawn Road to the significance of the conservation area as a whole.
- 3.4 This assessment is based on existing published information, including the Parkhill and Upper Park Conservation Area Appraisal and Management Strategy, and on-site visual survey, in accordance with the relevant Historic England guidance.

⁶ MHCLG, National Planning Policy Framework (Framework) 2019 - Annex 2: Glossary

⁷ HMSO, Planning (Listed Buildings and Conservation Areas) Act, 1990 – Section 69(1) (a)

⁸ Historic England, Advice Note 1: Conservation Area Appraisal, Designation and Management (second edition), 2019

The Parkhill and Upper Park Conservation Area

Historical Development

- 3.5 This area is part of the Victorian suburb of Belsize, or Bel Assis in old French, meaning beautifully situated. The development was built on Haverstock Hill, the ancient route that leads from Central London via Camden Town and Chalk Farm to Hampstead, on land that was previously fields. The rural character of the area in the 18th century can be seen in Rocque's map of 1761, which shows some scattered development focused around Haverstock Hill (**Figure 3.1**). Belsize House was built after the Restoration by a royalist veteran and had been put to various uses including a chapel, deer hunting and a pleasure garden.

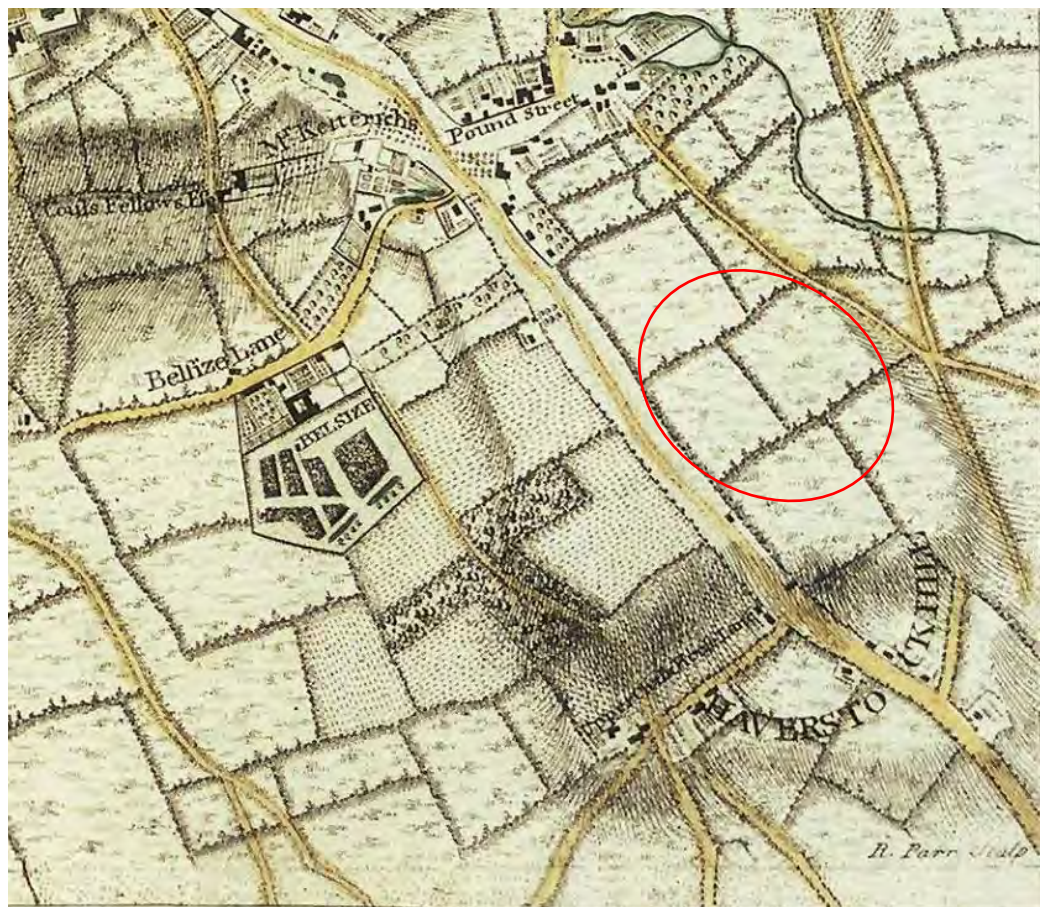


Figure 3.1: Rocque's Map of London, 1761 (approximate location of the conservation area in red)

- 3.6 In 1808, the Belsize Estate, which had been owned by the Dean and Chapter of Westminster since 1542, was split into nine leasehold estates. These leases focused on the development of single houses, including that let by John Lund who built Haverstock Lodge for himself in 1819. However, in 1842, an Act of Parliament enabled Church lands to be let on long building leases. This reflected the growth of London at this time, encroaching from the south and from Hampstead. One of these estates was leased by William Lund, who secured a 99 year building lease. Setting aside around 8 acres around his home, Lund planned an estate called St John's Park on the other 38 acres. A History of the County of Middlesex sets out:

*"His initial scheme, for parallel curving roads from Haverstock Hill to his boundary at the Fleet, linked by four cross roads, was soon modified, with Lawn Road replacing a lake intended for his own grounds. There were to be c. 280 buildings, consisting of 133 semi-detached villas on c. 29 a. and terraces, shops, and mews on the low-lying land by the river. Building began from the Haverstock Hill end and by 1862 Park (later Parkhill) Road and Fleet Road, as yet unnamed, were laid out, together with the southwestern half of Lawn Road and Upper Park Road."*⁹

- 3.7 By 1862, development had grown along the south east side of Lawn Road, and along Upper Park Road and Parkhill Road on a curved pattern, following the line of existing field hedges (**Figure 3.2**). Much of the development along these roads had been completed by the speculative builder Richard Batterbury of Camden Town. The semi-detached villas were laid out on a generous scale with gaps between buildings and long gardens, creating a green oasis with many street trees. The houses were intended for well-to-do bankers and city workers, attracted to the new area by the railway into the City and thus not requiring their own carriages for commuting.



Figure 3.2: Ordnance Survey Map, 1875 (approximate location of Site in red)

- 3.8 The estate was intended to provide commonly rentable mews in Fleet Road for the use of these new houses, rather than filling the gaps between buildings with coach houses. However, the mews never materialised due to residential building ceasing on the arrival of a Fever Hospital in 1865 to treat a smallpox epidemic. The proximity of infectious diseases scared off new buyers and led to a long gap before more houses were built; explaining the diversity of the area's architectural styles, particularly on Lawn Road.
- 3.9 By 1914, residential development on Downside Crescent had been built over the grounds of Haverstock Lodge, and construction was also beginning on the west side and northern end of Lawn Road, as well as Upper Park Road and Parkhill; completed in

⁹ Victoria County History, *A History of the County of Middlesex: Volume 9, Hampstead, Paddington*, 1989

the inter-war years. Other later pocket developments included the Mall Studios to the rear of Parkhill Road, designed in 1872, and the Isokon Flats designed by Wells Coates in 1934. During the Second World War, a deep-level tunnel shelter was built at Belsize Park underground station, the southern entrance to which is located at the junction of Haverstock Hill and Downside Crescent. Barn Field and Wood Field, two blocks of flats to Upper Park Road, and Troyes House, a block of flats at the southern end of Lawn Road, were constructed post-1945 to replace earlier development destroyed as a result of Second World War bomb damage (**Figure 3.3**). Intensification of residential density in the 20th century has resulted in incremental infilling of gaps between earlier buildings, the majority of which have now been filled.

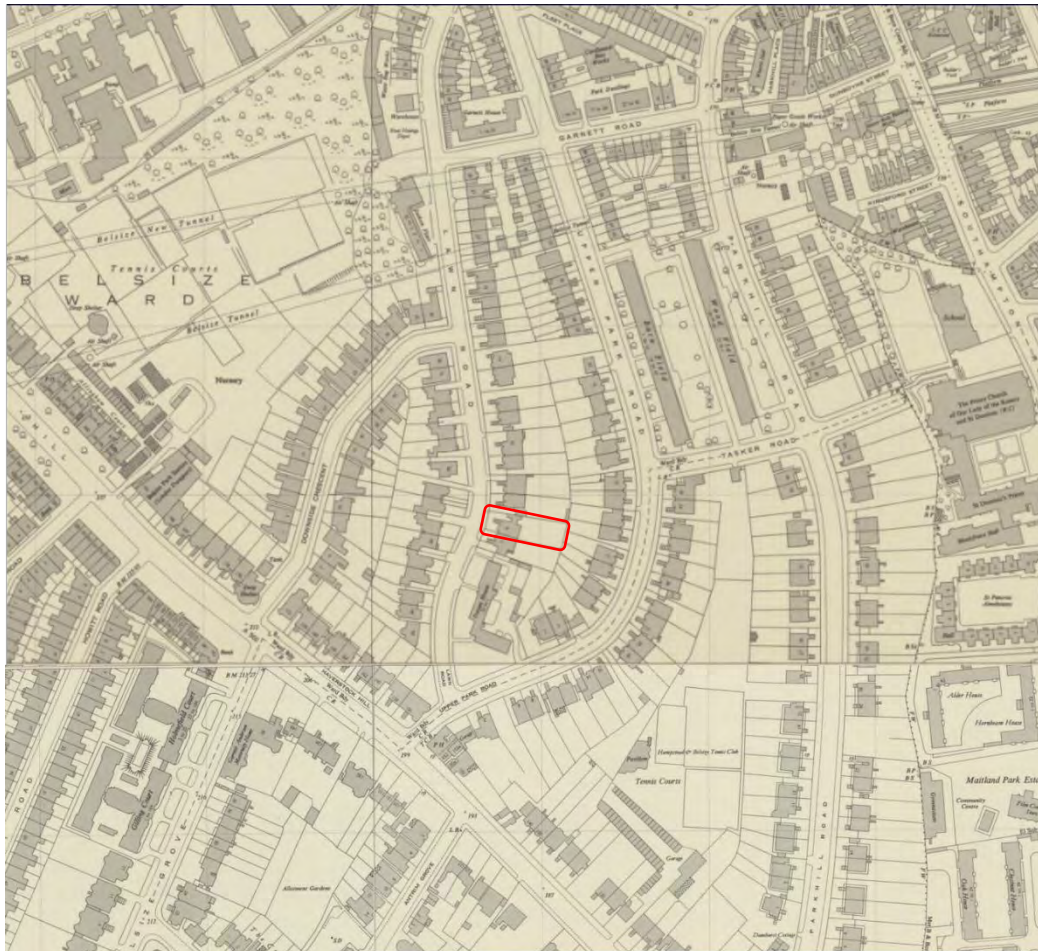


Figure 3.3: Ordnance Survey Map, 1954 (approximate location of Site in red)

Character and Appearance

General Characteristics

- 3.10 The character of the area is primarily residential, with the street pattern consisting of the wide arterial road of Haverstock Hill (**Figure 3.4**), and curved residential streets. The pattern of development, with front and rear gardens to properties, is consistent throughout the area; with the exception of commercial properties on the busy and wide Haverstock Hill. The area also contains some green, open spaces including the Belsize Wood Nature Reserve; a managed wild place on the site of a historic nursery.



Figure 3.4: View looking north west along Haverstock Hill

- 3.11 Residential uses predominate within the area, and this building stock is varied, defined by various styles and periods of architecture including the yellow-brick and stucco detached and semi-detached houses laid out from 1850 in the Italianate style, late Victorian red brick gabled houses, garden suburb styles and 1930s modernism. The residential buildings of the 19th century are substantial, typically three storeys with attics and basements, whereas 20th century development ranges from two-storey properties to larger scale blocks of flats. The varied roofscape character of the area reflects the variety of the building stock.
- 3.12 The pattern of development reflects the suburban character of the area, with built forms set within spacious plots and generous pavements throughout the area. The domestic properties are typically set back from the street with front and rear gardens with defined boundaries, primarily consisting of low brick walls and planting. Trees also add to the character and sense of the domestic scale of development, including street trees and planting in front gardens. The trees within the Nature Reserve hint at a wilder underlying natural landscape.
- 3.13 There are several landmark buildings within the conservation area, predominantly to Haverstock Hill as the principal arterial road. This includes the underground station and the Second World War deep-level shelter (**Figure 3.5**). The Isokon Building to Lawn Road is a seminal landmark of the 1930s (**Figure 3.5**), and alongside the Mall Studios development to Tasker Road, is demonstrative of the flowering of British 20th century art in this area in the 1930s; with resident artists including well-known artists of the time such as Henry Moore, Barbara Hepworth, and Naum Gabo. Other singular building types within the area include the St Pancras Almshouses, built between 1859 and 1863, facing Southampton Road to the north east of the conservation area.



Figure 3.5: Second World War deep-level shelter (left) and the Isokon Building (right)

3.14 The Parkhill and Upper Park Conservation Area Appraisal and Management Strategy identifies key views within the area, including those up and down Haverstock Hill; along the curved residential streets; significant gaps between buildings; and, views towards the Priory (outside of the conservation area) and St Pancras Almshouses.

3.15 The Parkhill and Upper Park Conservation Area Appraisal and Management Strategy also sets out that the area is characterised by character zones. These loosely relate to the phases in which they evolved and are defined as:

1. *“Haverstock Hill forms the spine, along which the suburb grew;*
2. *Surrounding streets; Houses and semi-detached houses in Parkhill, Upper Park and Lawn Road;*
3. *Isokon, Garnett Road and Parkhill Road north from the 1930s;*
4. *Satellites – Mall Studios and St Pancras Almshouses”*

3.16 The Site at No.6 Lawn Road falls within the second character zone and, as such, this character zone forms the focus of the following assessment.

Character Zone 2: Surrounding Streets; Houses and semi-detached houses in Parkhill, Upper Park Road and Lawn Road

3.17 This character zone consists primarily of the 19th century and early 20th century residential development that forms the core of the conservation area, including properties to Parkhill Road, Upper Park Road, Lawn Road and Downside Crescent.

3.18 Detached and semi-detached houses are the defining building type of this area; however, the protracted timespan of development in this area means that the building stock demonstrates changing architectural tastes and trends. The progression of styles runs from the Italianate villas of William Lund’s initial period of speculative building, the later Victorian red brick properties to Downside Crescent and the garden suburb style houses to the west side of Lawn Road (**Figures 3.6-3.7**).



Figure 3.6: Italianate villas to Upper Park Road (left) and Lawn Road (right)

- 3.19 Downside Crescent was constructed on the site of the demolished Haverstock Lodge, and is more densely lined than the earlier streets, with late-Victorian red-brick, three storey gabled houses. The roof form of this street is distinctive and virtually intact.
- 3.20 In the 1930s, the west side of Lawn Road was developed after a long hiatus of building in this area. The red brick Arts and Crafts style houses here are distinctive of the garden suburb style popular at the time. These semi-detached properties have a general uniformity of scale and mass, and are generally two storeys with gabled roof forms and bay window; however, they are not identical within the group and contribute to the variety found throughout the conservation area. The paving also differs on this side of Lawn Road, with red brick to complement the houses. Other 20th century development within this character zone includes redeveloped, bomb-damaged sites such as the block of flats at the corner of Lawn Road and Upper Park Road (**Figure 3.8**). These buildings contribute to the variety of the conservation area and illustrate its iterative development.



Figure 3.7: Victorian red brick properties to Downside Crescent (left) and 1930s garden suburb style properties to the west side of Lawn Road (right)



Figure 3.8: Flats to Lawn Road

- 3.21 Within this character zone, the majority of properties have large front gardens with mature planting contributing to the verdant, domestic character of the area. The boundary treatments are also varied, with railings, low brick boundary walls and brick gate piers of differing styles and heights. The front gardens and boundaries of many of the 19th century properties have been altered to form driveways, and these are a typical feature of the conservation area as part of the changing and adapting residential uses and requirements of residents in the 20th and 21st centuries. The majority of early 20th century properties to the west side of Lawn Road have large, ramped driveways, with the properties set behind tall hedges. Cross-overs and driveways are, therefore, a typical, established feature within the conservation area. Although not all features of a conservation area will contribute to its significance, the existence of these driveways was clearly not considered to affect the relative significance of the area as a whole at the time of designation.

Summary of Significance

- 3.22 The Parkhill and Upper Park Conservation Area is of significance as a mid-19th century residential estate, which illustrates the suburban expansion of this area of London during this period. The later residential building stock is illustrative of the ongoing development of this area of Belsize; exemplifying changing ideals of domestic architecture over a period spanning more than 100 years. This is reflected in the architectural characteristics including styles, forms and materiality.
- 3.23 The Parkhill and Upper Park Conservation Area Appraisal and Management Strategy provides a definition of the special character of the area:

“Parkhill and Upper Park Conservation Area is part of the nineteenth century London suburb of Belsize, running along the east side of Haverstock Hill. The area is defined by the busy, urban nature of Haverstock Hill and the quiet residential streets that branch from it.

The quality of the landscape is defined by the hilly topography, the mature trees and the tranche of back gardens behind the houses lining the streets, a typical characteristic of 19th century residential areas.

Italianate Victorian semi-detached houses are the characteristic building type, with twentieth-century housing styles ranging from garden suburb to modern movement and contemporary insertions. The Lawn Road Flats, Isokon Building, is a seminal landmark of the 1930s, which is also a symbol of the flowering of British twentieth century art in this area in the 1930s. Resident artists included Henry Moore, Barbara Hepworth and Ben Nicholson, as well as Naum Gabo, Maholy-Nagy and other émigrés from Europe.”

Contribution of No.6 Lawn Road

- 3.24 The following assessment of the Site’s contribution to the significance of the conservation area is based on the key guidance document published by Historic England – Advice Note 1, ‘Conservation Area Appraisal, Designation and Management’, 2019 (second edition). This provides a checklist to identify elements which may contribute to the special interest (and significance) of the conservation area.



Figure 3.9: No.6 Lawn Road from the north west (as a pair with No.5)

- 3.25 No.6 Lawn Road is a large four storey, two-bay building, with a two storey side extension located at the southern end of Lawn Road (**Figure 3.6**). The house is thought to have been constructed by Richard Batterbury of Camden Town, on land leased to William Lund. Batterbury was not an architect, and no architect is known to have been involved; the house types were ‘concocted’ in the builder’s office.¹⁰ The building is not

¹⁰ London Borough of Camden, Parkhill and Upper Park Conservation Area Appraisal and Management Strategy, 2011

known to have any other historic associations with local people or past events, which would contribute to the significance of the conservation area.

- 3.26 As part of the mid-19th century development of the eastern side of Lawn Road, the building does not have particular landmark quality. It does, however, reflect the domestic character, age, Italianate style, forms and materials of other buildings within this street and the conservation area more widely. The front elevation of the property, as a pair with No.5, is the principal element of the Site that makes the most positive contribution to the character and appearance of the character zone and the conservation area more widely.
- 3.27 No.6 Lawn Road is set back from the pavement edge, behind a part-hard and part-soft landscaped garden, with a low brick and metal fenced boundary treatment. The property has brick piers to the boundaries with Nos.5 and 7, but unlike many other properties of the same typology in the street, No.6 does not have brick piers to the pedestrian entrance gate. This, and the decorative metal fencing, is not a typical feature of these properties and appears to be the result of later alteration to No.6. However, the materiality of this boundary treatment and planted front garden is in keeping with the wider area where low brick walls, metal fencing, planting, and areas of hardstanding within forecourts are prevalent. This treatment also contributes to the low-density, suburban spatial character of Lawn Road, where the low brick wall, railings and mature planting allow views of the property within its garden plot.



Figure 3.10: No.6 Lawn Road from the south west (as a pair with No.5)

- 3.28 As part of this wider streetscene of mid-19th century development, the building illustrates the development of the area; emphasised by later 20th century development

to the western side of Lawn Road. The historic domestic character and use remains intact and reflects the predominantly residential character and uses within the conservation area more widely.

- 3.29 In these terms, the Site at No.6 Lawn Road makes a positive contribution to the character and appearance of the Parkhill and Upper Park Conservation Area. This is consistent with the findings of the Conservation Area Appraisal and Management Strategy document published by the London Borough of Camden. This contribution is derived from the scale, materiality and detailed design of the house itself, together with the spatial characteristics of its disposition within a generous landscaped garden plot, and the domestic, traditional and permeable character of the boundary treatment, which allows views into the Site.

4. Application Proposals and Heritage Impacts

Introduction

- 4.1 In accordance with the requirements of the NPPF 2019, the significance of the identified designated heritage asset (Parkhill and Upper Park Conservation Area), including the contribution of the Site at No.6 Lawn Road to that significance, has been described in **Section 3**.
- 4.2 The relevant heritage legislation, policy and guidance context for consideration of the proposed development is set out in full at **Appendix 2**. This includes the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990 for listed buildings and conservation areas, national policy set out in the NPPF 2019, local policy for the historic environment, and other relevant guidance.
- 4.3 These sections and appendices provide an appropriate framework and context for consideration of the application proposals by the London Borough of Camden, from a heritage perspective.

Pre-Application Engagement

- 4.4 An initial stage of pre-application engagement with the local planning authority was undertaken. The written feedback received in April 2019¹¹ is summarised below, in relation to heritage impacts:

“The proposed new driveway would be located to the north of the front boundary of the site, directly in front of the entrance to No. 6A Lawn Road. This area is currently paved hardstanding; however, there is also an area of planting adjacent to the boundary wall with No. 7 Lawn Road. This planting area has not been included on the existing and proposed floor plans submitted, and so it is unclear whether this area would need to be removed in order to meet the minimum required dimensions of 2.4m in width and 4.8m in depth for the proposed new on-site car parking space. The existing front boundary of the site has retained a traditional low brick wall with black painted metal railings above and matching pedestrian gate, with planting behind to the southern end of the site. A climbing rose bush extends across the front boundary treatment to the northern side boundary wall with No. 7 Lawn Road.

Whilst there are a number of existing front driveways along Lawn Road, including to the adjacent neighbouring properties Nos. 5 and 7, these are all either historic or were approved and implemented prior to the adoption of Camden’s current planning policies.

The proposed removal of the existing low boundary wall and railings and replacement with high metal gates would result in the removal of the traditional boundary treatment, contrary to the above guidance [Policy D1 and D2, CPG Altering and Extending Your Home and Section 6 of the Parkhill and Upper Park Conservation Area Appraisal and Management Strategy]. Furthermore, whilst the northern part of the existing front garden is paved hardstanding, the potential to redevelop the garden to

¹¹ Local Planning Authority Reference: 2019/1136/PRE

re-introduce soft landscaping still exists. The installation of a driveway to the front of the property would remove the possibility of developing the front garden, and would neither preserve nor enhance the character and appearance of the host building, the surrounding streetscape and the Parkhill and Upper Park Conservation Area, contrary to policies D1 and D2 of the Camden Local Plan.

Application Proposals

- 4.5 The proposed development involves the creation of a new cross-over, together with the removal of a portion of wall and the installation of new gates (**Figure 4.1**).
- 4.6 Full details of the scheme proposals can be found in the drawings package and Design and Access Statement prepared by Shard Architecture Limited, which should be read in conjunction with this Heritage Statement.

Heritage Impact Assessment

- 4.7 As part of these proposals, the majority of the existing low boundary wall and metal fencing, as well as both brick piers to the property boundary will be retained. It is proposed to demolish a small section of brick wall and fencing to the north, retaining the pedestrian gate pier, to enable the installation of a pair of iron driveway gates (**Figure 4.1**).
- 4.8 The installation of a cross-over to the front of the property would preserve the future possibility of developing the front garden to re-introduce soft landscaping. The existing landscaping to the south of the front garden will be maintained, and planting to the boundary with No.7 will be revised and reinforced. Overall, the proposed scheme does not see any greater reduction of the existing soft landscaping, which is a key characteristic of this part of the conservation area. As such, this element of the proposals will sustain the existing contribution of the established front forecourt and landscaping to the significance of the conservation area.
- 4.9 As examined in **Section 3**, the existing boundary treatment shows sign of alteration with atypical (albeit traditional) decorative metal railings, and where the Site does not have brick piers to the pedestrian entrance gate. The proposed iron driveway gates would reference the existing fencing in materiality and design, and also the existing and more historic boundary treatment to No.7 Lawn Road, and would maintain the existing height of the boundary treatment. Metal fencing is also proposed to be installed over the existing boundary wall to No.7, to reinforce this boundary. The style of this fencing will match that to the front of the property in style and height. This ensures that the proposed gates and fencing will be in keeping with a traditional architectural character of the street, and also the conservation area more widely.
- 4.10 As set out in the Altering and Extending Your Home guidance document¹², the design of front gardens should retain or reintroduce original surface materials and boundary features, especially in conservation areas, such as walls, railings and hedges where they have been removed. The proposed extent of demolition is very limited, and the

¹² London Borough of Camden, Altering and Extending Your Home, 2019

4.11 The proposed design would also maintain the existing permeable nature of the boundary treatment, ensuring that the visibility of No.6 is preserved from within the streetscene. This will sustain the legibility of the historic domestic character of the property as a large, semi-detached pair with No.5, set within a garden plot, which makes a key contribution to the character and appearance of this character zone and the conservation area more widely. In short, the spatial characteristics of the Site, and the role of the property as an integral part of the residential street will also be preserved; thereby sustaining the significance of the conservation area.

Summary

- 4.12 The proposals are relatively minor alterations to the existing boundary treatment at No.6 Lawn Road. The proposed gated boundary treatment responds to the existing and positive elements of the conservation area's character and appearance and are of an appropriate scale, form, materiality and visual permeability.
- 4.13 As identified in **Section 3**, although cross-over parking is considered in the Parkhill and Upper Park Conservation Area Appraisal and Management Strategy to detract from the character and appearance of the conservation area, the existence of driveways does not affect the relative significance of the area as a whole. Where proposals, such as this, will maintain the legibility and character of existing boundary treatments, the significance of the conservation area will be sustained.

Review against Heritage Legislation and Policy

The Planning (Listed Buildings and Conservation Areas) Act 1990

- 4.14 The Planning Act 1990 requires special attention to be paid to the desirability of preserving or enhancing the character or appearance of the conservation area, in determining applications. The meaning of preservation in this context is taken to be the avoidance of harm.
- 4.15 Careful consideration has been given to the scale, form, detailed design and materiality of the proposed alterations to the existing boundary treatment, and the existing landscaping of the Site will be maintained, to ensure that the appearance of the altered boundary will accord with the defining characteristics of the surrounding streetscene and wider conservation area. It is demonstrated in this report that, in this way, the application proposals will overall preserve the character and appearance of the conservation area, in accordance with the relevant statutory duty.

National Planning Policy Framework 2019

- 4.16 In accordance with the requirements of paragraph 189 of the NPPF, the significance of the designated heritage asset that will be affected by this proposals (the Parkhill and Upper Park Conservation Area) has been described in this report. The proposals have been informed by the character and appearance of the conservation area and the contribution of the existing boundary treatment of the Site to that character and appearance.
- 4.17 As described above in this Section, the design of the proposals has been carefully-considered in order to respond appropriately to the historic context of the Site, and in this way has taken account of the desirability of sustaining and enhancing the significance of the conservation area; the positive contribution that the conservation of this heritage asset can make to local character and distinctiveness. This is in accordance with the principles set out in paragraph 192.
- 4.18 Paragraph 193 requires that great weight should be given to the conservation of designated heritage assets, such as conservation areas. Importantly, Annex 2 of the NPPF defines 'conservation' as the process of maintaining and manage change to a heritage asset in a way that sustains and, where appropriate, enhances its significance. It is not a process that should prevent change, where proposals, such as this

application scheme, have been well-informed by the applicant and would overall sustain the significance of the conservation area.

- 4.19 Paragraph 194 sets out that any harm to, or loss, of significance of a designated heritage asset would require clear and convincing justification. This report finds that, overall, the significance of the conservation area will not be harmed by these proposals when considering the relative significance of the conservation area as a whole. Therefore, the tests set out in paragraphs 195 and 196 of the NPPF should not automatically apply.

Further Alterations to the London Plan 2016

- 4.20 This report appropriately identifies the designated heritage asset that will be affected by these proposals, and describes how they will be valued and conserved. The proposals will preserve the character and appearance of the conservation area by installing high-quality, visually permeable gates that respect the character of the existing boundary treatment. This is in accordance with Policy 7.8 of the London Plan 2016.

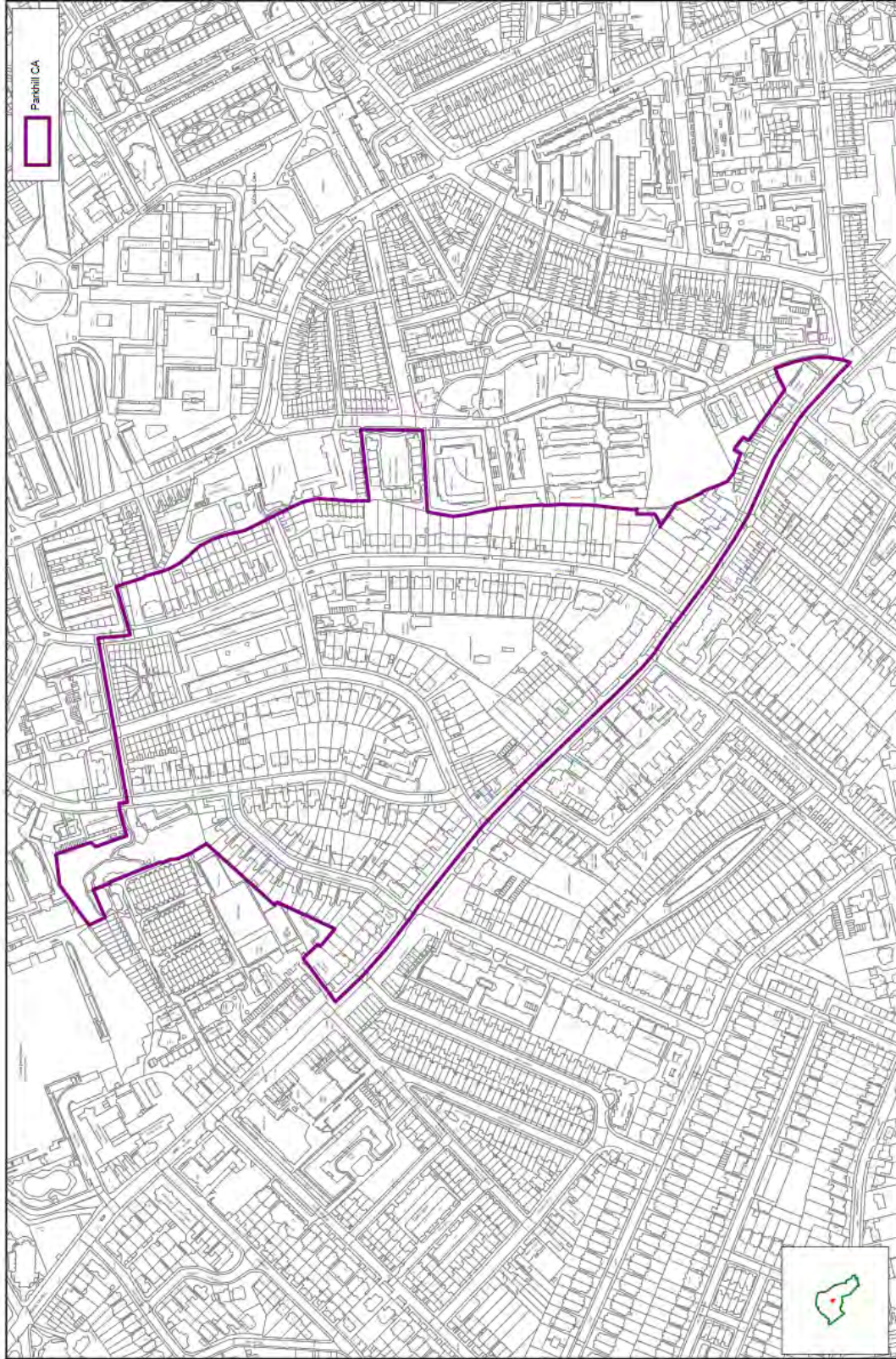
Camden Local Plan 2017 and Camden Planning Guidance 2019

- 4.21 In accordance with Policy D1, the application proposals have had regard to the local historic context, and have been informed by research and analysis work to understand and explain the heritage significance of the Parkhill and Upper Park Conservation Area, and the contribution of the Site at No.6 Lawn Road to this significance. This understanding of the heritage asset's significance, and the impact of the proposals on that significance, is set out within this Heritage Statement.
- 4.22 The proposals respond to, and preserve, the character and appearance of the conservation area where metal fencing, as a traditional boundary treatment within this area will be maintained. As established in the review of the application proposals above, the application proposals would also preserve the character and appearance of the character zone and wider conservation area, through the introduction of visually permeable, high-quality gates of an appropriate scale, form, style and materiality.
- 4.23 The proposals also preserve the existing the existing character of the front garden of the property where the existing landscaping will be maintained, in accordance with Policy D1.
- 4.24 In accordance with Policy D2, the application proposals will preserve the contribution that the Site makes to the character or appearance of the conservation area, and will also preserve the existing character of the front garden space.
- 4.25 The proposals are also in compliance with Camden Planning Guidance (Altering and Extending Your Home) where the front boundary enclosure and traditional boundary features will be maintained.

5. Summary and Conclusions

- 5.1 This Heritage Statement has been prepared by Turley Heritage on behalf of our Client to provide relevant and proportionate information to the local planning authority with regard to heritage impacts, and in support an application for the installation of a gates at the Site to allow cross-over parking to be established at the Site.
- 5.2 The requirement for this report stems from Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, which places a duty upon the local planning authority in determining applications for development within conservation areas, to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.
- 5.3 As established in **Section 3**, No.6 Lawn Road makes a positive contribution to the character and appearance of the relevant character zone and the Parkhill and Upper Park Conservation Area more widely. This is derived from the scale, materiality and detailed design of the house itself, together with the spatial characteristics of its disposition within a generous landscaped garden plot, and the domestic, traditional and permeable character of the boundary treatment, which allows views into the Site.
- 5.4 The assessment within **Section 4** describes the application proposals, and assesses the impact of the proposed boundary treatment on the significance of the conservation area, in light of the relevant heritage legislation, national and local policy and guidance context. It finds that, overall, these proposals will preserve the contribution made by the Site's existing boundary treatment to the character and appearance of the relevant character zone and the Parkhill and Upper Park Conservation Area more widely, due to their traditional design and materiality, appropriate height and visual permeability. The majority of the existing boundary treatment will be preserved, and the existing landscaping of the front garden will be retained.
- 5.5 The proposals will therefore satisfy the relevant statutory duty of the Planning (Listed Buildings and Conservation Areas) Act 1990; national policy set out in the Framework and supported by the NPPG (including paragraphs 189, 192, 193, 201); Further Alterations to the London Plan (policy 7.8); and local policy set out in the Camden Local Plan 2017 (policies D1 and D2) and Camden Planning Guidance (Altering and Extending Your Home).

Appendix 1: Conservation Area Boundary Map



Parkhill CA

 **Camden**

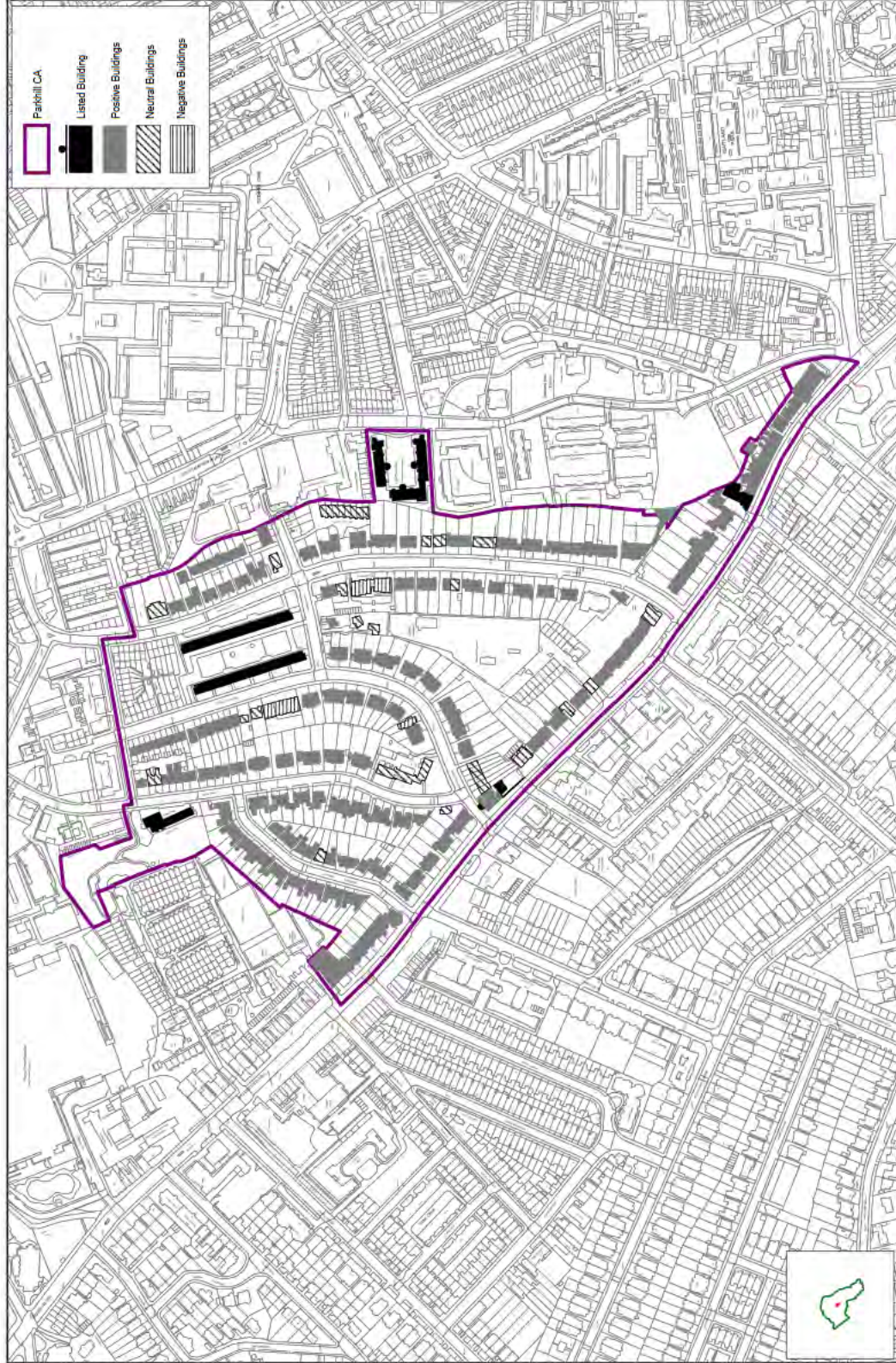
Print Date: 18/07/2011
Printed By: L. Shail
Map Ref No: 03105

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Scale 1: Not To Scale

Parkhill CA





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Parkhill CA Townscape

Camden
 First Date: 08/01/2011
 Printed By: L. Small
 Map Ref No: 001007

Scale 1: Not Usable Scale

Appendix 2: Heritage Legislation, Policy and Guidance

Statutory Duties

The Planning (Listed Buildings and Conservation Areas) Act 1990

With regard to applications for planning permission within conservation areas, the Planning (Listed Buildings and Conservation Areas) Act 1990 sets out that:

“s.72(1) In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”

National Policy

National Planning Policy Framework (NPPF) 2019

The National Planning Policy Framework (NPPF) was introduced in March 2012 as the full statement of Government planning policies covering all aspects of the planning process. The revised National Planning Policy Framework was published in July 2018, and updated in February and June 2019, and replaced the previous version.

Chapter 16 of the NPPF outlines the Government’s guidance regarding conserving and enhancing the historic environment in more detail.

The glossary of the NPPF (Annex 2) defines conservation as the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.

Paragraph 189 requires the significance of the heritage assets, which may be affected by the proposals to be described as part of any submission, ideally as part of a Heritage Statement report. The level of detail should be proportionate to the importance of the assets and sufficient to understand the potential impact of the proposals on their significance.

Paragraph 190 sets out that local planning authorities should also identify and assess the particular significance of heritage assets that may be affected by proposals. They should take this assessment into account when considering the impact of proposals in order to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal.

Paragraph 192 states that local planning authorities should take account of the desirability of sustaining and enhancing the significance of all heritage assets and putting them into viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 193 further outlines that local planning authorities should give great weight to the asset’s conservation when considering the impact on a proposed development on the significance of a designated heritage asset. The more important the heritage asset, the greater the weight should be.

Paragraph 194 specifies that any harm to, or loss of, significance of a designated heritage asset should require clear and convincing justification.

Paragraph 195 outlines that local planning authorities should refuse consent where a proposal will lead to substantial harm or total loss of significance, unless it can be demonstrated that this is necessary to deliver substantial public benefits that outweigh such harm or loss, or a number of other tests can be satisfied.

Paragraph 196 concerns proposals which will lead to less than substantial harm to the significance of a designated heritage asset. Here harm should be weighed against the public benefits, including securing the optimum viable use.

Paragraph 197 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining an application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset

Paragraph 200 states that proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance), should be treated favourably. It outlines that local planning authorities should also look for opportunities for new development within conservations areas and the setting of heritage assets to enhance or better reveal their significance.

Paragraph 201 outlines that not all elements of a conservation area will necessarily contribute to its significance. It is considered that the loss of a building which makes a positive contribution to the significance of a conservation area should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the conservation area as a whole.

The Development Plan

The Development Plan for the London Borough of Camden comprises the London Plan 2016, and the Camden Local Plan 2017. These documents set out the spatial vision and guidance that informs development decisions in the local area.

The London Plan (Minor Alterations to the London Plan) March 2016

The London Plan was adopted by the Greater London Authority in July 2011 and sets out the Spatial Development Strategy for all Boroughs within Greater London. It replaces the London Plan (consolidated with alterations since 2004), which was published in February 2008. The Plan has been subsequently revised to ensure consistency with the NPPF (2012 edition) and other changes since 2011. The plan has been amended through the publication of Revised Early Minor Alterations (October 2013) and Further Alterations to the London Plan (FALP) (January 2014 and March 2015).

In May 2015 two sets of Minor Alterations to the London Plan (MALPs) – Housing Standards and Parking Standards – were published for public consultation. These were prepared to bring the London Plan in line with new national housing standards and the Government's approach to car parking policy. An Examination in Public considered the MALPs in October 2015, and they were formally published as alterations to the London Plan in March 2016. The Draft London Plan was published for consultation on 29th November 2017.

The London Plan sets out strategic policies regarding the historic environment in London, including Policy 7.8 (Heritage assets and archaeology), which states that:

“Strategic

A London’s heritage assets and historic environment, including listed buildings, registered historic parks and gardens and other natural and historic landscapes, conservation areas, World Heritage Sites, registered battlefields, scheduled monuments, archaeological remains and memorials should be identified, so that the desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account.

B Development should incorporate measures that identify, record, interpret, protect and, where appropriate, present the site’s archaeology.

Planning decisions

C Development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.

D Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

E New development should make provision for the protection of archaeological resources, landscapes and significant memorials. The physical assets should, where possible, be made available to the public on-site. Where the archaeological asset or memorial cannot be preserved or managed on-site, provision must be made for the investigation, understanding, recording, dissemination and archiving of that asset ...”

Camden Local Plan 2017

The Camden Local Plan sets out the Council’s planning policies for making decisions on planning applications.

Policy D1 (Design) sets out that:

“The Council will seek to secure high quality design in development. The Council will require that development:

- a. respects local context and character;*
- b. preserves or enhances the historic environment and heritage assets in accordance with Policy D2 Heritage;*
- c. is sustainable in design and construction, incorporating best practice in resource management and climate change mitigation and adaptation;*
- d. is of sustainable and durable construction and adaptable to different activities and land uses;*
- e. comprises details and materials that are of high quality and complement the local character;*

f. integrates well with the surrounding streets and open spaces, improving movement through the site and wider area with direct, accessible and easily recognisable routes and contributes positively to the street frontage;

g. is inclusive and accessible for all;

h. promotes health;

i. is secure and designed to minimise crime and antisocial behaviour;

j. responds to natural features and preserves gardens and other open space;

k. incorporates high quality landscape design (including public art, where appropriate) and maximises opportunities for greening for example through planting of trees and other soft landscaping;

l. incorporates outdoor amenity space;

m. preserves strategic and local views;

n. for housing, provides a high standard of accommodation; and

o. carefully integrates building services equipment.

The Council will resist development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions..."

Policy D2 (Heritage) states:

"The Council will preserve and, where appropriate, enhance Camden's rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens and locally listed heritage assets.

Designated heritage assets

Designated heritage assets include conservation areas and listed buildings. The Council will not permit the loss of or substantial harm to a designated heritage asset, including conservation areas and Listed Buildings, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

a. the nature of the heritage asset prevents all reasonable uses of the site;

b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation;

c. conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and

d. the harm or loss is outweighed by the benefit of bringing the site back into use.

The Council will not permit development that results in harm that is less than substantial to the significance of a designated heritage asset unless the public benefits of the proposal convincingly outweigh that harm.

Conservation Areas

Conservation areas are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'. In order to maintain the character of Camden's conservation areas, the Council will take account of conservation area statements, appraisals and management strategies when assessing applications within conservation areas.

The Council will:

- e. require that development within conservation areas preserves or, where possible, enhances the character or appearance of the area;*
- f. resist the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area;*
- g. resist development outside of a conservation area that causes harm to the character of appearance of that conservation area; and*
- h. preserves trees and garden spaces which contribute to the character and appearance of a conservation area or which provide a setting for Camden's architectural heritage..."*

Material Considerations and Other Guidance

National Planning Practice Guidance (NPPG) 2019

National Planning Practice Guidance was first issued in 2014 by the Government as a web resource, including a category on conserving and enhancing the historic environment. This is intended to provide more detailed guidance and information with regard to the implementation of national policy set out in the NPPF. It has been updated as a living document and web resource, most recently in July 2019.

Historic England, Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment, 2015

This document provides advice on the implementation of historic environment policy in the Framework and the related guidance given in the PPG. For the purposes of this report, the advice includes: assessing the significance of heritage assets; using appropriate expertise; historic environment records; and design and distinctiveness.

It provides a suggested staged approach to decision-making where there may be a potential impact on the historic environment:

1. Understand the significance of the affected assets;
2. Understand the impact of the proposal on that significance;
3. Avoid, minimise and mitigate impact in a way that meets the objectives of the Framework;

4. Look for opportunities to better reveal or enhance significance;
5. Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change;
6. Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.

Historic England Advice Note 1: Conservation Area Designation, Appraisal and Management, 2019 (2nd Edition)

This document sets out a series of conservation principles and guidance regarding the management of Conservation Areas. It outlines the fundamentals of designation, and, importantly, puts in place processes for character appraisals which may be used to manage development in the area moving forward. It sets an over-arching objective for character appraisals as documents which understand and articulate why the area is special and what elements within the area contribute to this special quality and which don't. Having done this, it outlines an approach to assessments of special interest which uses desk and field-based inquiry.

Historic England Advice Note 12: Statements of Heritage Significance: Analysing Significance in Heritage Assets, 2019

This advice note provides guidance with regard to the NPPF requirement for applicants for heritage and other consents to describe heritage significance, to help local planning authorities make decisions on the impact of proposals for change to heritage assets. It explores the assessment of heritage significance as part of a stage approach to decision-making, in which assessing significance precedes designing the proposals. It also describes the relationship with archaeological desk-based assessments and field evaluations, as well as Design & Access Statements.

Historic England Advice Note 2: Making Changes to Heritage Assets, 2016

This advice note illustrates the application of the policies set out in the NPPF in determining applications for planning permission and listed building consent, as well as other non-planning heritage consents, including scheduled monument consent. It provides general advice according to different categories of intervention in heritage assets, including repair, restoration, addition and alteration, as well as on works for research alone, based on the following types of heritage asset: buildings and other structures; standing remains including earthworks; buried remains and marine sites; and larger heritage assets, including conservation areas, landscapes, including parks and gardens, and World Heritage Sites. The contents of this advice note were first published as part of the Planning Policy Statement 5 Practice Guide in 2010. This edition has been revised following consultation in 2015.

London Borough of Camden: Parkhill and Upper Park Conservation Area Appraisal and Management Strategy, 2011

This document seeks to define the character of the Parkhill and Upper Park Conservation Area, and gives consideration to the key issues and pressures that are affecting the area. It also sets out positive actions for the particular care required to preserve and enhance the special character, to anticipate change, and the need for future review.

London Borough of Camden: Camden Planning Guidance, Altering and Extending Your Home, 2019

This guidance is aimed at residents and landlords who wish to extend or make alterations to their homes and properties. Its aim is to demonstrate how extensions or alterations to residential houses and flats within Camden can be designed to a high quality to respect the character of the property and to work well for its occupants, neighbours and surrounding environment and to help promote improved health and wellbeing.

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