

APPEAL UNDER SECTION 78 OF THE TOWN & COUNTRY PLANNING ACT 1990

Erection of three storey single family dwelling including basement level.

Appeal by: Mr. Minh Quach.

Property Address: 1 Lidlington Place, (Land at Lidlington Place, Rear of No's 76-75 Oakley Square), London, NW1 2JU.

Planning Authority Ref: 2020/3875/P.

December 2020

1.0 INTRODUCTION

1.1 This appeal statement is submitted on behalf of Mr. Minh Quach (the appellant) in respect of the refusal of planning permission by Camden Borough Council for development comprising the erection of a three storey single family dwelling (including basement level) at 1 Lidlington Place, (Land at Lidlington Place, Rear of No's 76-75 Oakley Square), London, NW1 2JU. The appellant has retained the services of **4D Planning** to make this appeal.

1.2 The application was validated by the Council on the 16^{th} September 2020. Not a single objection was received from neighbouring properties. The application was determined on the 23^{rd} November 2020.

1.3 Despite no objections from neighbours, planning permission was refused for the following five reasons:

"1 The proposed development, by reason of its size, height, bulk and mass, would have a detrimental impact on the character and appearance of the streetscene, wider Camden Town Conservation Area and the setting of the adjacent Grade II listed buildings, resulting in less than substantial harm to the heritage assets, contrary to policies D1 (Design), D2 (Heritage) of the London Borough of Camden Local Plan 2017.

2 The proposed development, in the absence of a legal agreement to secure a construction management plan, would be likely to contribute unacceptably to traffic disruption and be detrimental to general highway and pedestrian safety, and neighbouring amenity including air quality, contrary to policies A1 (Managing the impact of development), T4 (Sustainable movement of goods and materials), DM1 (Delivery and monitoring), A4 (Noise and Vibration) and CC4 (Air quality) of the London Borough of Camden Local Plan 2017.

3 The proposed development, in the absence of a legal agreement securing an Approval in Principle, would fail to mitigate the impact of the construction works on the adjacent public highway, contrary to policies A1 (Managing the impact of development), T3 (Transport Infrastructure) and DM1 (Delivery and monitoring) of the London Borough of Camden Local Plan 2017.

4 The proposed development, in the absence of a legal agreement securing car-free housing, would be likely to contribute unacceptably to parking stress and congestion in the surrounding area and fail to encourage the use of sustainable modes of transport, contrary to policies T1 (Prioritising walking, cycling and public transport) and T2 (Parking and car-free development) of the London Borough of Camden Local Plan 2017.

5 The proposed development, in the absence of a legal agreement securing an affordable housing contribution (payment in-lieu), would fail to contribute to affordable housing provision in the borough, contrary to policies H4 (Maximising the supply of affordable housing), of the London Borough of Camden Local Plan 2017."

2.0 SITE DESCRIPTION AND SURROUNDINGS

2.1 The plot lies on the north side of Lidlington Place in the residential 'block' between Harrington Square (which is residential in character) and Eversholt Street (which is mixed use in character).

2.2 The site is currently abandoned and empty, mostly covered in asphalt, with direct access from Lidlington Place. It has been as such since the 1970s. The access gate, facing South, is in poor condition. Beyond the western boundary of the site is a third party plot of land used for parking. The site has an unkempt appearance at present and detracts from the area. Both the application site and the adjoining parking area are legitimate sites in their own right – the application site has its own land registry title, LN136819, and as stated it has existed as a stand alone parcel of land for considerable time and before both the Camden Town Conservation Area was designated in 1986, and before No's 15-24 Harrington Square were designated Grade II listing in 1999. The site is thus not within the curtilage of a listed building, nor at the time of its coming into being was it in the curtilage of a listed building.



Figure 1 – Existing site.

2.3 Lidlington Place is a small stretch of road but it has a varied built form and character.

2.4 The application plot is located within the Camden Town Conservation Area.

2.5 The site context is relevant in this instance as neighbouring buildings are of considerable height compared to the dwelling proposed. Adjacent properties on Harrington Square and Eversholt Street are four storeys over basement whist directly opposite the site are buildings of approx. 20 storeys. The proposed dwelling would be two storeys over basement.

3.0 PROPOSED DEVELOPMENT

3.1 The proposed development is a self-build home for the appellant and his family who have been renting in London for more than ten years. The appeal site represents their best chance of home-ownership and is the result of years of searching and sale attempts at securing a home or a site for a home.

3.2 The proposed home is described as a three storey single family dwelling including basement level. However the proposal could equally be described as a two storey over basement dwelling – it presents to the front elevation as a two storey property. The dwelling would have five bedrooms and a gross internal floor area of 165.89m². An external rear amenity area would be provided for and there would also be space here to accommodate cycle parking and refuse storage.

3.3 The proposed development is the end result of significant design work in response to preplanning feedback, and is a considered and resolved design solution to optimise development on the site. A suite of comprehensive supporting studies accompany the proposal including:

- Internal Daylight Assessment.
- Sun study.
- Arboricultural Impact Assessment.
- Lifetime Homes Assessment.
- Structural calculations.
- Biodiversity Report.
- Ground Investigation & Basement Impact Assessment Report.
- Basement Method Statement.

3.4 As is detailed in para. 4.3 below, there is extant planning permission for a one storey over basement dwelling on the site. The appellant is not in a position to build the approved dwelling under 2020/0571/P as it doesn't provide sufficient living space and doesn't qualify for life-time certification.

With the added 1st storey addition as now proposed, this will facilitate a separate young adult sleeping quarter in the basement & parents quarter bedrooms on the 1st floor. The now proposed arrangement is conducive to intergenerational living at a time when many young adults in London aren't able to move out of home until their mid-30s. A ground & basement only scheme isn't financially viable, as the construction cost is similar to that as now proposed yet with 1/3rd less living space.

3.5 The overall aim and approach with the proposed development is to provide a design that would sit discreetly behind the boundary and for the building to appear more akin to a garden building than a new unit. A high quality contemporary design dwelling is proposed, and it has been the aim from the start to sit sensitively into the surrounding context. The external design aims to look like a brick sculpture with it's honeycomb and strip brick facade, rather than a traditional house with windows. The added vegetation will enhance and re-enforce the essence of an urban living garden.

4.0 PLANNING HISTORY

4.1 There is a long history of development having been permitted on the site, and the current application/appeal is but the latest iteration of the site's evolution.

4.2 In 1989 the Planning Inspectorate allowed an appeal for a double garage on the site – Appeal Ref. No. T/APP/X5210/A/88/109335/P4. This however was not constructed. In para. 9 of the Inspector's Report it is stated:

"It seemed to me that the site is not a prominent one within the Conservation Area lying as it does to the rear of properties and not dominant in the streetscene".

4.3 There is also very pertinent recent planning history to the appeal site. Earlier this year planning permission was granted for the '*Erection of two storey dwellinghouse with ground and basement levels*' – Planning Permission Ref. No. 2020/0571/P (extracts of this approved plan are set out in Appendix A to this Appeal Statement).

4.4 It is thus evident that the principle of development on this site is long established.

5.0 GROUNDS OF APPEAL & CONSIDERATION OF PLANNING ISSUES

5.1 It is noted at the outset that no objections were received from neighbours whilst the planning application was under assessment. One objection only was received from an external consultee, the Conservation Area Advisory Committee, who also noted that '...*this proposal is considered to be a potentially high quality design*'. Furthermore the refusal reasons do not cite any concern with respect to: principle of development, impacts on neighbouring residential amenity, design/visual appearance, or quality of accommodation for potential inhabitants. Indeed the delegated report of the planning officer finds favourably on a number of issues:

Principle of development

"The provision of new housing development is encouraged and would provide additional housing within the Borough, in accordance with policy H1 of Camden Local Plan. Policy H6 recognises that NPPF guidance supports people who want to build their own homes, by having the required professional servicers or by employing other professionals to build a bespoke home to personal specifications"

Standard of accommodation

"In terms of standard of accommodation, the proposed dwelling would include an adequate living area with kitchen and dining at ground level"

"A Daylight and Sunlight Assessment of the overshadowing from the proposed structure and neighbouring buildings was submitted, which demonstrates that in the summer months the building would receive adequate levels of daylight and sunlight, however in winter months would be overshadowed by the existing neighbouring buildings. It is noted that the structure would partially overshadow the rear of the no. 76 Oakley Road in the afternoons of the summer months, however this would not be considered to cause significant harm to the occupiers amenity"

"In relation to the internal levels of daylight and sunlight, an assessment was submitted to demonstrate that the light levels in the bedrooms at basement levels would be in line with BRE minimum standards".

"Waste and recycling facilities have been provided behind the front brick boundary wall, which is considered acceptable".

Basement development

"...the proposal is supported by a Basement Impact Assessment (BIA), which has been independently reviewed by the Council's third party auditors, as part of previous planning permission ref no 2020/0571/P. The findings in the audit report confirm that the excavation works would not cause harm to neighbouring buildings, surrounding highways, slope stability and the hydrogeology of the site".

"...the proposed basement excavation would be in accordance with policy A5 and CPG Basements"

Trees and vegetation

"An Arboricutural assessment has been provided to demonstrate that the proposed excavation would marginally encroach (5%) on its root protection area (RPA) which is considered an acceptable level of impact. This would ensure no harm is caused to the tree's wellbeing.

Furthermore, the boundary walls would be rebuilt using footings which would minimise the impact on off-site trees beyond the walls"

Sustainability

"The proposal would be using contextual and resilient materials, which reflects the surrounding area"

"The proposal includes provision of green roof with the prospects of the vegetation to extend along the walls of the building. This is and green walls to screen the structure but also enhance the biodiversity of the site which contributes to the garden setting".

"In terms of adaptability, the information provided through a Life-Time Home Assessment demonstrates that the proposed room layout could be adaptable for future generations, which is accepted".

Amenity

"Given the existing distances, it is considered that the proposal would not harmfully restrict the outlook of the neighbouring occupiers.

"Overall, the proposed development is not considered to have a significant impact on neighbouring amenity in terms of loss of light, outlook or privacy."

Transport

"In terms of transport, the development would be car-free, to be secured via a section 106 legal agreement. The proposal includes one cycle stand in the rear garden which allows for two bicycle parking spaces, which is accepted"

5.2 It is also noted at the outset that other than being in a conservation area and affected by an associated article 4 direction, the site is not affected by any site specific planning designations – see Figure 2 below.

5.3 It is clear that the main reason for refusal lies with the opinion of the Planning Authority that the proposed development would have a detrimental impact on the character of the Camden Town Conservation Area. Four of the five refusal reasons relate to S.106 issues. All reasons for refusal are discussed separately below.

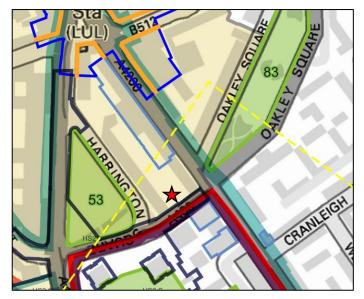


Figure 2: Extract from Camden Local Plan Policies Map (2017). Approx. location of property is denoted by red star.

Refusal Reason 1 - size, height, bulk and mass, would have a detrimental impact on the character and appearance of the streetscene, wider Camden Town Conservation Area and the setting of the adjacent Grade II listed buildings, resulting in less than substantial harm to the heritage assets, contrary to policies D1 (Design), D2 (Heritage) of the London Borough of Camden Local Plan 2017.

5.4 This refusal reason is strongly refuted. The Planning Authority are misplaced in the view that the application site contributes to the open character of the area. The site has been in its current state for close to 40 years and at present detracts significantly from the area in addition to being a complete underutilisation of land. It would seem the Planning Authority are concerned at the very fact that the proposed development would be visible from the streetscene and that it would interfere with the 'symmetrical composition' and would be an 'incongruous back land structure'. In these regards we submit as follows:

- There is limited symmetrical composition at present from where the end terrace buildings on Harrington Square and Eversholt Street face Lidlington Place. Both terrace ends have different appearances – window form and detailing differs; external materials differ; the roof of one is used as a terrace whilst the roof of the other isn't. Furthermore the application site and the adjacent parking area differ in size and function.
- It is not considered the appeal site is backland development in the true sense of the word. The site has existed as a stand-along site for close to 40 years and has full established frontage and access to Lidlington Place.
- The Planning Inspectorate allowed an approx. 4m double garage on the site in 1989 (appeal Ref. No. T/APP/X5210/A/88/109335/P4) and took the view that the site is not a prominent one in the conservation area.

- The height is closely aligned to the neighbouring property's upper ground level roof line. Furthermore the height is no taller than the pub across the road. The top 0.6m of the building height is to accommodate the 'living' roof. The applicant has previously indicated to the Planning Authority that this element of the scheme could be omitted if the Planning Authority considered such omission to be sufficient to enable the proposal be granted. It is submitted to the Planning Inspectorate that the appellant is willing to omit the 'living' roof if the Planning Inspectorate consider such omission to be sufficient to enable the appeal be allowed (the omission of the 'living' roof could be conditioned in any grant of planning permission.
- TfL proposed to plant new street trees along this section of Lidlington Place and when such trees mature they would effectively screen out the dwelling from the streetscape - the dwelling would sit behind a lines of street trees and there would be in place a street tree vista.

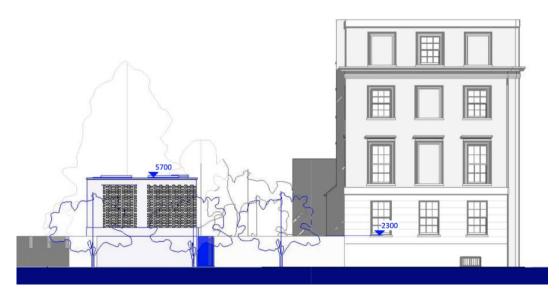


Figure 3: Streetscene section of propsed development showing modest and suvservient relationship with adjojing building on Eversholt Street.

5.5 From a review of the delegated report it would seem also that much of refusal reason 1 is grounded in the inability or unwillingness of the Planning Authority to understand the proposed 'living wall' to the rear and side elevations. A huge amount of research has been put into this, and significant technical information and many successful examples presented to the Planning Authority. To achieve a verdant character the following is proposed:

- New street trees and living green fence to front.
- Mini living green wall on the east elevation.
- Climbers on the rear elevation.
- Climbers on the west elevation façade.

The images in the submitted Design & Access Statement clearly illustrate how the verdant character will be achieved, and this is supported by technical and supplier information. It can be conditioned to any grant of planning permission that such planting be permanently retained and/or replaced in the event of any failing.

5.6 The Camden Town Conservation Area Appraisal and Management Plan does not single out Lidlington Place for special mention. The site is on the boundary between two sub areas: one a residential sub area and the other a commercial sub area. In The Management Plan (Part 2) it is specifically noted that "*The special character of the Camden Town Conservation Area is vulnerable to erosion and significant harm through neglect and lack of investment, and through inappropriate change*". Furthermore it is stated

"The Council will particularly encourage proposals which seek to redevelop those buildings and spaces which are considered to have a negative impact on the special character or the appearance of the Conservation Area", and

"Successful modern design can be of the 21st century and enhance the conservation area, by carefully assessing and responding to the form and qualities of surrounding buildings and spaces".

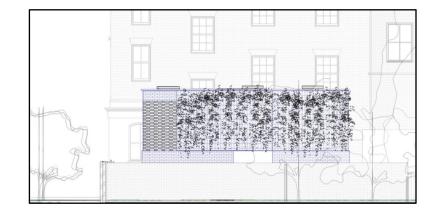
Development of the nature proposed is not cited as a negative feature or threat according to the Conservation Area Appraisal and Management Plan. Indeed it would seem that development of this nature is encouraged – the proposal would involve significant investment in a part of the Conservation Area that has suffered neglect over the years.

5.7 It is submitted that there is little if any heritage value from views at present from Lidlington Place looking north-westwards across the site. This vista lacks townscape qualities – there is no street enclosure; it is somewhat unsightly and an under utilisation of land having two hard standing parking areas between the terraces; and, there are very public views of the rear private elevations of properties on both terraces. By contrast the proposed development would add enclosure to the street, it would add articulation and visual interest, it would develop an under-utilised site, and, it would afford some screening to the rear private elevations of properties on both terraces from Lidlington Place. As it stands this southern side of the block that comprises terraced properties on Harrington Square and Eversholt Street has an exposed feel to it, when many similar blocks would have built form at both ends to complete the perimeter block and ensure enclosure and passive surveillance of the street. It can be seen in the images below how development of the site would have positive townscape qualities in terms of enclosure etc, as mentioned above. Indeed only two storey above basement built form would provide such qualities as the scheme permitted under Permission Ref. No. 2020/0571/P lacks the necessary scale to have any meaningful street presence and enclosure.



Figures 4 & 5: Architect images of proposed development.





Figures 6 & 7: South elevation (L) and east elevation (R).

5.8 The proposed development would introduce an element of formality and order, where it is lacking at present, to this section for the overall 'block'. This lack or formality and order and indeed townscape qualities is evident in Figures 8 and 9 below. The proposed development is befitting of the site and its context (i.e. within a conservation area and near to listed buildings).



Figure 8 – South side of residential 'block' within which the site sits.



Figure 9 – Buildings directly north of application site.

5.9 It is considered the proposal would have a positive impact on the character and appearance of the conservation area. Even if one were to take the view that the proposal might marginally fail to preserve or enhance the character and appearance of the Conservation Area, contrary to Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, the level of harm would be at the lower end of 'less than substantial'. Paragraph 196 of the NPPF states that where a development would 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 including, where appropriate, securing its optimal viable use. It is submitted that one public benefit to the proposal is a significant improvement in townscape qualities and the replacement of unkempt empty site with an active use and a high quality architectural design. Thus public benefit would outweigh any minor harm potentially caused by the proposal, and the proposal could be considered acceptable accordingly.

5.10 It is considered the reason for refusal makes no sense and lacks credibility in the context of other grants of permission in the conservation area. Two such examples include those detailed overleaf.

Address	Planning Permission Ref. No.	Conservation Area	
14 St Pauls Crescent, NW1 9XL	2010/6479/P	Camden Town Conservation Area	
4-6 Albert Street, NW1	9100848	Camden Town Conservation Area	

Refusal Reason 2 - Absence of a legal agreement to secure a construction management plan.

5.11 The appellant is willing and able to agree a S.106 to this effect and had this been requested by the Planning Authority during the course of the planning application assessment it would have been provided. The applicant willingly agreed a S.106 agreement for permission Ref. No. 2020/0571/P which involved a similar issue. A draft S.106 agreement is submitted as part of this appeal.

Refusal Reason 3 - Absence of a legal agreement securing an Approval in Principle would fail to mitigate the impact of the construction works on the adjacent public highway.

5.12 The appellant is willing and able to agree a S.106 to this effect and had this been requested by the Planning Authority during the course of the planning application assessment it would have been provided. The applicant willingly agreed a S.106 agreement for permission Ref. No. 2020/0571/P which involved a similar issue. A draft S.106 agreement is submitted as part of this appeal.

Refusal Reason 4 - Absence of a legal agreement securing car-free housing.

5.13 The appellant is willing and able to agree a S.106 to this effect and had this been requested by the Planning Authority during the course of the planning application assessment it would have been provided. The applicant willingly agreed a S.106 agreement for permission Ref. No. 2020/0571/P which involved a similar issue. A draft S.106 agreement is submitted as part of this appeal.

Refusal Reason 5 - Absence of a legal agreement securing an affordable housing contribution (payment in-lieu).

5.14 The appellant is willing and able to agree a S.106 to this effect and had this been requested by the Planning Authority during the course of the planning application assessment it would have been provided. The applicant willingly agreed a S.106 agreement for permission Ref. No. 2020/0571/P which involved a similar issue. A draft S.106 agreement is submitted as part of this appeal.

5.15 The appellant wishes to emphasise that the issues raised in refusal reason 2-5 were all addressed to the Planning Authority's satisfaction in the S.106 agreed and signed (and all legal fees paid) for the previous scheme on the site (permission Ref. No. 2020/0571/P). A redacted copy of his agreement is submitted to accompany this appeal. It would be as simple as replacing the planning reference number cited in the agreement, and re-dating and re-signing.

6.0 CONCLUSION

6.1 Lidlington Place is a small stretch of road but it has a varied built form and character. The site lies between a residential 'block' and a mixed use in character 'block'. The site has an unkempt appearance at present and detracts from the area.

- 6.2 Then summarised arguments in favour of the proposed development are as follows:
 - Not a single objection was received from neighbours whilst the planning application was under assessment. Whilst the Conservation Area Advisory Committee objected to the proposal, they at the same time noted that the proposal "...is considered to be a potentially high quality design'.
 - > The delegated report of the planning officer finds favourably on a number of issues including principle of development, standard of accommodation, basement development, trees & vegetation, sustainability, amenity and transport.

- > The Planning Inspectorate have previously found that the application site is not a prominent one within the Conservation Area.
- > There is limited symmetrical composition at present at this section of Lidlington Place.
- The proposed dwelling through innovative 'living' walls and roofs will have a verdant character in keeping with nearby back lands.
- The Camden Town Conservation Area Appraisal and Management Plan does not single out Lidlington Place for special mention. The Management Plan is supportive of investment in parts of the Conservation Area that have suffered neglect.
- There is little if any heritage value from views at present from Lidlington Place looking north-westwards across the site. Formality and order, typical of a conservation area and/or listed building setting, is wholly lacking along this section of Lidlington Place.
- > Public benefit arising from the development would outweigh any minor harm potentially caused by the proposal (if one were to take his view), although it is firmly the position of this appeal that there would be ho harm from the proposal to Camden heritage assets.
- > A draft S106 agreement is submitted to address refusal reasons 2-5.

6.3 It is noted in the case of 12/03889/FUL that the Planning Inspectorate have previously found acceptable the construction of development on the site - Appeal Ref. No. T/APP/X5210/A/88/109335/P4. The Planning Authority have also allowed many similar type developments in conservation areas across the boroughs.

6.3 It is respectfully requested that the Planning Inspectorate grant permission for the proposed development. It is strongly considered that the five refusal reasons do not stand up to scrutiny. The applicant has engaged pro-actively and in good faith with the Planning Authority at all times and has sought to achieve as modest and sensitive a development as possible whilst addressing planning Authority feedback and comments.

Appeal Against Refusal of 2020/3875/P – 1 Lidlington Place, (Land at Lidlington Place, Rear of No's 76-75 Oakley Square), London, NW1 2JU.

APPENDIX A – PLANNING PERMISSION REF. NO. 2020/0571/P AND APPEAL REF. NO. T/APP/X5210/A/88/109335/P4 DETAILS



Development Control Planning Services London Borough of Camden Town Hall Argyle Street London WC1H 8ND

Tel 020 7974 4444 Fax 020 7974 1680 Textlink 020 7974 6866

env.devcon@camden.gov.uk www.camden.gov.uk/planning

Application Ref: 2010/6479/P Please ask for: Jennifer Walsh Telephone: 020 7974 3500

1 February 2011

Dear Sir/Madam

DECISION

Town and Country Planning Acts 1990 (as amended) Town and Country Planning (General Development Procedure) Order 1995 Town and Country Planning (Applications) Regulations 1988

Full Planning Permission Granted

Address:

Land to r/o 6-7 Cantelowes Road and Land Adjacent to 14 St Pauls Crescent London NW1 9XL

Proposal: Erection of a single family dwelling house (Class C3) to replace existing garage.

Drawing Nos: Site Location Plan; P_01 Rev C; P_02 Rev A; P_03 Rev A; P_04 Rev A; P_05 Rev C; P_06 Rev A; P_07 Rev A; P_08 Rev A; P_09 Rev A; 10293-02; TCP-01; TPP-01; Arboricultural Method Statement Dated 3/11/2010;

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

Condition(s) and Reason(s):

Marek Wojciechowski Cousins Wojciechowski Architects 28 Margaret Street London W1W 8RZ

EUSTON RDAD	
LONDON WC1H 8EQ	
TEL 071 - 278 4444	
EAX 071 - 868 5713	
HEAD OF PLANNING AND TRANSPORT SERVICES - RICHAR	RD RAWES - BA (Hons), MICE, CEng., DIP TE

ARGYLE STREET ENTRANCE

Cassidy Taggart, Studio 4, 2 Downshire Hill London, NW3. 1NR.

Our Reference: PL/9100848/ Case File No: K12/8/C Tel.Ingu: Ms. S.Waddell ext. 2641 (Please ring after 2.00pm unless enquiring about Tree applications.)

Date: 21 NOV 1991

Dear Sir(s)/Madam,

.own and Country Planning Act 1990 Town and Country Planning General Development Order 1988 (as amended) Town and Country Planning (Applications) Regulations 1988

Refusal of Permission to Develop

The Council, in pursuance of its powers under the above-mentioned Act and Orders and Regulations made thereunder, hereby refuses to permit the development referred to in the undermentioned Schedule as shown on the plans submitted.

Your attention is drawn to the Appeal Rights and other information at the end of this letter.

SCHEDULE

Date of Original Application : 30th July 1991

Address : 4-6 Albert Street, NW1.

Proposal : Redevelopment of the site by the erection of 2 dwelling houses,as shown on drawing nos. AM/101, AM/ & /102, AM/R/103, 104, 105, 106.

Reason(s) for Refusal: 01 The elevational treatment of the proposed properties would fail to preserve or enhance the special character and appearance of the Camden Town Conservation Area. 02 The proposed development, by virtue of its scale, layout and detailed design, would adversely affect the amenities of the occupiers of adjoining residential premises in Mornington Place.

Head of Honning, Transport & Employment Services (buly authorised by the Council to sign this document)