

**Howitt Close
Howitt Road
Belsize Park
London Borough of Camden
London**

Heritage Statement



Report prepared for:
TPS

On behalf of
Daejan Properties Ltd

CA Project: MK0175

CA Report: MK0175_1

July 2021




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SUMMARY

In December 2019 Cotswold Archaeology was commissioned TPS, on behalf of Daejan Properties Ltd, to advise on and to produce a Heritage Statement in respect of a proposed roof extension at Howitt Close, Howitt Road, Belsize Park, London. Currently in residential use, the building is located within the London Borough of Camden, approximately 280m south of Belsize Park Underground Station.

Howitt Close represents a 1920s addition to the streetscape of Howitt Road and the Belsize Conservation Area, constructed within an established residential area of terraced housing and stuccoed villas. In contrast with the Edwardian style of the terraces, Howitt Close incorporates a degree of Art Deco influence whilst also respecting the materials and palette of the established Edwardian character. The building is thus identified by Camden Council as a building that makes a positive contribution to the Conservation Area. However, the flat roof form of the building is uncommon within the Conservation Area sub-area and does not contribute positively to the character and appearance of the area.

The addition of a mansard storey would address this by creating a feature that accords with the prevailing character of terraced housing that dominates Howitt Road. The increase in height would be proportionately small and would not adversely impact the scale and mass of the building and its surroundings. Therefore, the addition of the mansard storey would be considered to represent an overall enhancement to the character and appearance of the Conservation Area.

1. INTRODUCTION

1.1. In December 2019 Cotswold Archaeology (CA) was commissioned TPS, on behalf of Daejan Properties Ltd, to advise on and to produce a Heritage Statement in respect of a proposed roof extension at Howitt Close, Howitt Road, Belsize Park, London (hereafter referred to as ‘the Site’ or ‘the building’). Currently in residential use, the building is located within the London Borough of Camden (NGR: 527255, 184811; Fig. 1), approximately 280m south of Belsize Park Underground Station. The proposed development comprises the addition of a single-storey mansard extension to the roof of the building.



Fig. 1: Site Location Plan

Objectives and professional standards

1.2. This report has been prepared in accordance with guidance produced by Historic England, *Good Practice Advice in Planning: Note 3 (GPA3): The Setting of Heritage Assets, Second Edition* (Historic England 2017a) and *Conservation Area Appraisal, Designation and Management Second edition, Historic England Advice Note 1* (HE 2019a). The scope of the assessment is to clearly establish the significance of designated heritage assets within the vicinity of the Site and the significance of the building itself, which is considered within the Belsize Conservation Area Statement (LBoC 2003) to represent a non-designated heritage asset. The assessment will then assess the impact of the proposed development to the designated and non-

designated heritage assets and their features of heritage significance. The key objectives of the assessment are therefore to:

- assess the significance of nearby Listed Buildings where the proposed development may alter their setting;
- assess the significance of the relevant Sub-Areas of the Conservation Area; and,
- assess the impact of the proposed development to ensure that it avoids or minimises instances of heritage harm.

Statute, policy and guidance context

1.3. This assessment has been undertaken within the key statute, policy and guidance context presented within the table below (Table 1.1). The applicable provisions contained within these statute, policy and guidance documents are referred to, and discussed, as relevant, throughout the text. Fuller detail is provided in Appendix 1.

| Statute | Description |
|---|---|
| Planning (Listed Buildings and Conservation Areas) Act (1990) | Act of Parliament placing a duty upon the Local Planning Authority (or, as the case may be, the Secretary of State) to afford due consideration to the preservation of Listed Buildings and their settings (under Section 66(1)), and Conservation Areas (under Section 72(2)), in determining planning applications. |
| National Heritage Act 1983 (amended 2002) | One of four Acts of Parliament providing for the protection and management of the historic environment, including the establishment of the Historic Monuments & Buildings Commission, now Historic England. |
| Conservation Principles (English Heritage 2008) | Guidance for assessing heritage significance, with reference to contributing heritage values, in particular: <i>evidential</i> (archaeological), <i>historical</i> (illustrative and associative), <i>aesthetic</i> , and <i>communal</i> . |
| National Planning Policy Framework (2019) | Provides the English government's national planning policies and describes how these are expected to be applied within the planning system. Heritage is subject of Chapter 16 (page 54). |
| Good Practice Advice in Planning: Note 2 (GPA2): Managing Significance in Decision-Taking in the Historic Environment (Historic England, 2015) | Provides useful information on assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness. |
| Good Practice Advice in Planning: Note 3 (GPA3): The Setting of Heritage Assets, Second Edition (Historic England, 2017a) | Provides guidance on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas, and landscapes. |

| Statute | Description |
|---------------------------------|--|
| Camden Local Plan (2017) | Comprises the local development plan (local plan), as required to be compiled, published and maintained by the local authority, consistent with the requirements of the NPPF (2019). Intended to be the primary planning policy document against which planning proposals within that local authority jurisdiction are assessed. Where the development plan is found to be inadequate, primacy reverts to the NPPF (2019). |

Table 1.1 Key statute, policy and guidance

2. METHODOLOGY

Conservation Area Assessment

- 2.1. The purpose of this assessment is to assess if, how and to what extent the proposed development may affect the significance of the Conservation Area and any individual designated heritage assets that may be impacted. A Conservation Area Appraisal for Belsize Conservation Area was adopted in 2003 by The London Borough of Camden (LBoC), hereafter referred to as ‘the Appraisal’. The Appraisal has been used in order to understand the significance of the Conservation Area, which in turn has informed an assessment of how the building contributes to its significance; and thereafter, the impact of the proposals on the character and appearance of the Conservation Area and key built heritage assets.
- 2.2. Guidance as to managing change in relation to Conservation Areas is contained within *Conservation Area Appraisal, Designation and Management: Historic England Advice Note 1 (Second Edition)* (Historic England 2019a) as well as *The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3 (Second Edition)* (Historic England 2017a). Further guidance on researching and identifying the character of the historic environment is set out in the publication *Understanding Place: Historic Area Assessments* (Historic England 2017b).
- 2.3. The aim of the assessment is to identify those attributes of a Conservation Area that contribute to its significance, and therefore warrant protection. As the Historic England document *Understanding Place: Historic Area Assessments* (Historic England 2017b) indicates, the assessment aims to develop an understanding of the character of a Conservation Area and enables (amongst other outcomes) the identification of areas which could accommodate change or wholesale redevelopment, characteristics or features that proposed developments should aim to retain or respect, and parts of the historic fabric that could be lost without reducing the significance of the Conservation Area.

Assessment of heritage significance

- 2.4. The significance of Howitt Close as a non-designated heritage asset, Listed Buildings and the Conservation Area have been assessed and described, in accordance with paragraph 189 of the NPPF (2019), the guidance issued by ClfA (2019), *Historic Environment Good Practice Advice in Planning Note 2* (Historic England 2015) and *Historic England Advice Note 12: Statements of Heritage Significance: Analysing*

Significance in Heritage Assets (Historic England 2019b). Determination of significance has been undertaken according to the industry-standard guidance on assessing heritage value provided within *Conservation Principles* (English Heritage 2008). This approach considers heritage significance to derive from a combination of discrete heritage values, principal amongst which are: i) evidential (archaeological) value, ii) historic (illustrative and associative) value, iii) aesthetic value, iv) communal value, amongst others. Further detail of this approach, including the detailed definition of those aforementioned values, as set out, and advocated, by HE, is provided in Appendix 1 of this report.

Assessment of heritage harm

2.5. The NPPF is clear that ‘substantial harm to or loss’ of designated heritage assets of the highest significance (e.g. Grade I Listed Buildings) and less than the highest significance (i.e. Grade II Listed Buildings) should be ‘wholly exceptional’ and ‘exceptional’ respectively. Where ‘less than substantial harm’ is identified, the harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. The definition of ‘substantial harm’ used in this assessment derives from NPPF and guidance. The assessment of Settings (presented below) and a sound understanding of the character of the change brought about by the proposed development, allow for a transparent articulation of the nature of any potential harm. To further assist in the decision-making process, a three-tiered approach is adopted to summarise the ‘scale of the harm’.

- Substantial harm: defined as change that ‘...would have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced’¹
- Less than substantial harm; and
- No harm (or ‘preservation’), such that the attributes identified within the assessment of Settings, of a heritage asset, have not been harmed.

2.6. Less than substantial harm reflects a wide spectrum of harm. It is for this reason that a qualitative approach is often of far more utility. In the context of this assessment, less than substantial harm equates to an adverse impact to – but one that does not ‘seriously affect’ – a key element of special interest, or, an adverse effect on an aspect

¹ the case of *Bedford v SOSCLG* [2013] EWHC 2847 (Admin) involving Airfield Farm, Podington, Bedfordshire

of a heritage asset's significance of lesser importance/value (i.e. not an aspect of 'special interest').

- 2.7. As noted above, setting is not a heritage asset therefore any attempt to convey impact has to be framed within the tightly defined parameters of the harm to the significance of the heritage asset itself. This is a fundamental principle. References such as 'harm to the setting' are to be avoided in an assessment of this kind, since 'setting' is not a heritage asset and alterations to setting of itself is irrelevant unless it gives rise to harm upon the significance of the heritage asset itself.

Limitations of the assessment

- 2.8. This assessment of the significance of designated heritage assets is principally based upon a field inspection, undertaken on 8 January 2020, which has been supplemented by secondary information derived from a variety of sources, only some of which have been directly examined for the purpose of this assessment. The assumption is made that this data, as well as that derived from other secondary sources is reasonably accurate. Access to the interior of the building was not included within the scope of the assessment thus, the assessment of the significance of the building has been undertaken with reference to its exterior only.

3. STATEMENT OF SIGNIFICANCE

Introduction

- 3.1. This section comprises an assessment of the historic development of the Site through an assessment of available historic cartographic sources in order to provide a better understanding of its context. It also summarises the current form and appearance of the building and will set out the building's key heritage interest and significance.
- 3.2. Belsize Conservation Area encompasses an area that, as of the mid-18th-century, was predominantly characterised as open land in agricultural use (LBoC 2003). Apart from several scattered houses and farms, a large house, 'Belsize House' was located on Belsize Lane (LBoC 2003) which lies approximately 400m north-west of the Site. The name 'Belsize' is believed to derive from 'bel assis', the French for beautifully situated (LBoC 2003). In 1807, the Earl of Chesterfield disposed of his lease of Belsize House, prompting the division of the land into eight portions, which were used to create small estates, or 'parks'. This prompted a piecemeal sequence of development that went on to determine the pattern of growth in the area. The Ordnance Survey (OS) map of 1871 (not reproduced) depicts the area during this development. The area encompassing the present day Howitt Road is shown as part of the grounds of 'Woodlands', a large house constructed between 1864 and 1868 by a wine merchant, Basil George Woodd (Baker, Bolton & Croot 1989).
- 3.3. By 1915/1916 (Fig. 2), Howitt Road had been constructed, aligned between Haverstock Hill to the north and Belsize Park Gardens to south. The road incorporated a continuous terrace of properties to both sides. At this time, the Site was vacant and appeared to contain some trees, possibly remnants from the former garden of 'Woodlands', but the plot did not appear to be associated with any neighbouring plots. The Site was situated to the rear of detached villas that fronted Belsize Park Gardens and Belsize Grove.

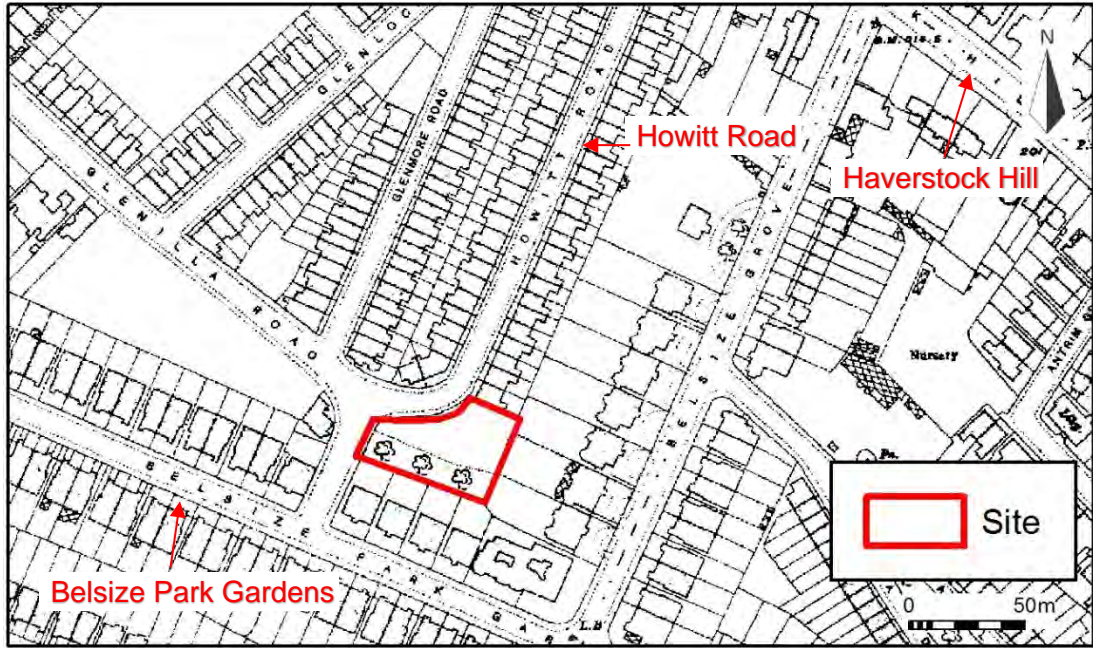


Fig. 2: Extract from the 1915/1916 OS 25-inch map

- 3.4. The building was first illustrated on the 1934-1936 OS 25-inch map which annotates the building as 'Howitt Close', occupying a position at the southern extent of Howitt Road (Fig. 3). The footprint of the building has remained the same to the present day and little change is evident to the building's surroundings apart from some redevelopment along Belsize Grove, to the east where a later apartment development has replaced Victorian villas.

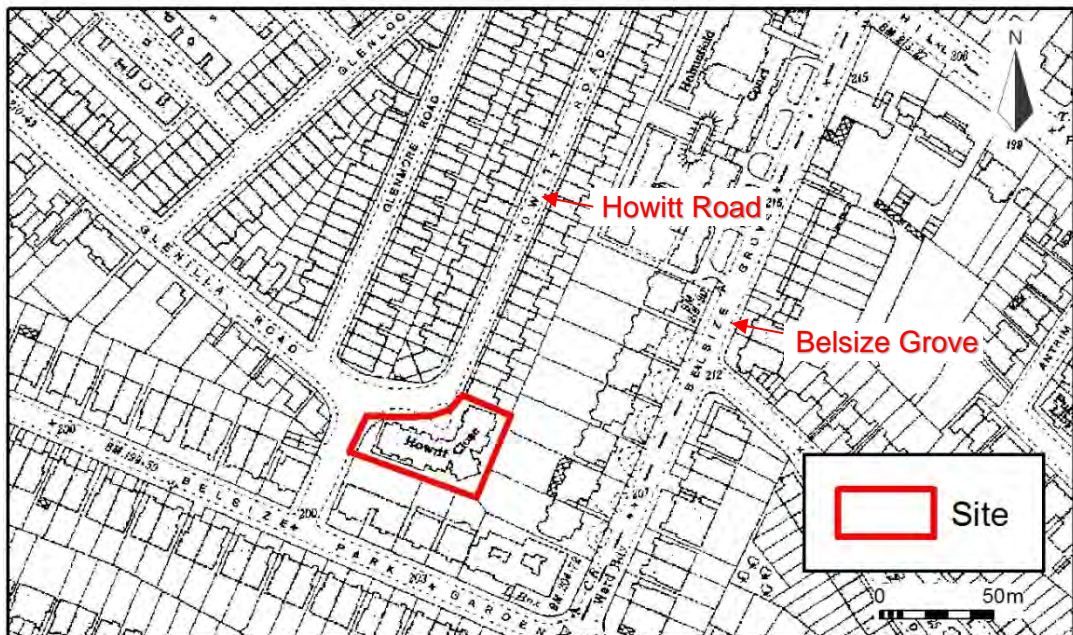


Fig. 3: Extract from the 1934-1936 OS 25-inch map

Howitt Close

- 3.5. Howitt Close (Photo 1) comprises a residential apartment block of three storeys (plus basement) in height that was constructed in a single phase, between 1920 and 1935. The footprint of the building is L-Plan, evidently to allow for an efficient use of the existing plot boundary. The building was constructed predominantly in brown brick, with red brick dressings around the window apertures (Photo 2). The brick bond is predominantly English Bond; this is an unusual choice at the time because the use of cavity walls became standard during the 1920s which is evidenced by bricks laid in stretcher bond. This possibly indicates that the building was constructed in the early 1920s.
- 3.6. Windows to the principal living spaces comprise a tri-partite arrangement with a single, six light aperture to the centre with flanking two light apertures, all with glazing bars. These are set within projecting bays that add interest to the rhythm of the western and northern elevations. This fenestration configuration appears to continue to the less visible southern and eastern elevations.



Photo 1: View of Howitt Close to the south-east, from Howitt Road



Photo 2: Detail of brickwork to western elevation

- 3.7. The second floor is distinguished by a rendered façade that is carried across all elevations (Photo 3), which sits beneath a deep projecting eaves. In contrast with the surrounding built form, the roof of the building is flat. This is most appreciable from Glenilla Road, to the west (Photo 4), where the western elevation of the building appears diminutive alongside residences with pitched or mansard roofs. This view also highlights the utilitarian style of the western elevation, which does not incorporate the sequence of projecting bays found to the majority of the building's elevations and also incorporates a stairwell, as evidenced by the misaligned fenestration.



Photo 3: Overview of northern elevation



Photo 4: View of western elevation from Glenilla Road

- 3.8. The entrance to the building is represented by the most decorative elements within the principal façade and is set at a 45 degree angle to the flanking ranges (Photo 5). The glazing and balustrades to the first floor incorporate simple Art Deco motifs whilst the entrance is framed by coupled columns, most closely resembling the Doric order. Although the Art Deco theme is evident, its use throughout the remainder of the

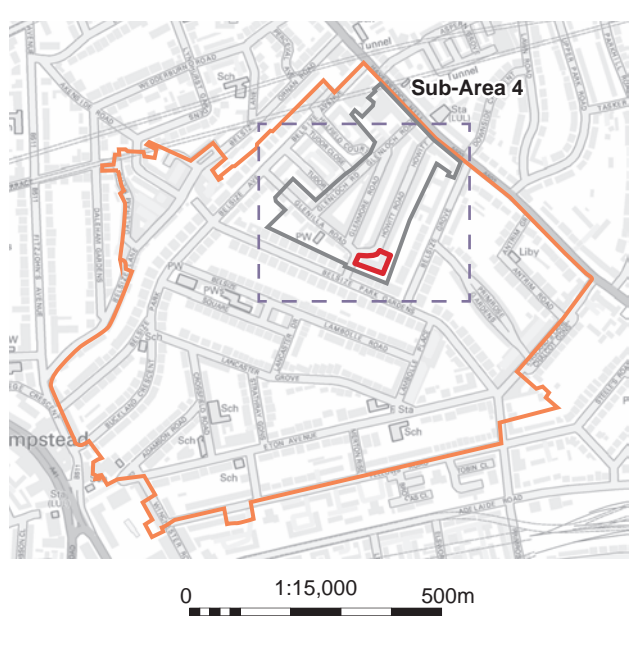
building is pared back, with the overall style of the building apparently intended to sit comfortably within the Edwardian style of its surroundings.



Photo 5: Overview of principal entrance, looking south-east from Howitt Close

Significance of Howitt Close

- 3.9. The principal significance of Howitt Close lies in its aesthetic value as an example of 1920s/1930s architecture, with elements of Art Deco architectural features. The principal northern and western facades represent the elevations of greatest interest and are the most visible parts of the building's exterior. Individually, the building is not particularly innovative in its use of materials or its architectural style, thus, its aesthetic appeal is primarily derived from its overall form and the use of articulation to create interest.



- Site boundary
- Sub-Area 4: Glenloch Area
- Belsize Conservation Area

- Mansard roof form
- Flat roof form
- Pitch roof form
- Mature trees
- Boundary hedge
- Grade II Listed Building
- Contour lines

- Location of photograph



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PROJECT TITLE
 Howitt Close, Howitt Road, Belsize Park,
 London Borough of Camden, London

FIGURE TITLE
 Belsize Conservation Area Assessment
 – Sub-Area 4

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|-----------------------|---------------------------------|-------------------|
| DRAWN BY AO | PROJECT NO. MK0175 | FIGURE NO. |
| CHECKED BY DJB | DATE 23/01/2020 | 4 |
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Belsize Conservation Area (Fig. 4)

- 3.10. The building lies to the south-eastern extent of sub-area four of the Belsize Conservation Area and is assessed as a 'Building which makes a positive contribution' within the sub-area townscape appraisal (LBoC 2003). The sub-area is comparatively small and is characterised as a distinct area of Edwardian terrace housing developed by the Glenloch Insurance Company. The sub-area exhibits a tighter grain (Photo 6) than the grander Italianate villa developments of Belsize Park Gardens to the south (Photo 7) and consequently, the houses are more modest in size.



Photo 6: View of terrace housing along Glenmore Street, looking east



Photo 7: Italianate villas along Belsize Park Gardens, looking east

- 3.11. The built form in the sub-area is predominantly comprised of Edwardian terraces, developed in the early 20th-century. Along Howitt Road, each house (Photo 8) is characterised by large, square, double height bay windows, incorporating plain lower window panes with glazing bars in the lights above. Mansard roofs are ubiquitous along the terraces (Photo 9) and are clearly an original feature of their construction, with each roof separated from the neighbour by brick upstands. The mansards mostly comprise slates although this is interrupted by cement tiles where a building has been replaced or renovated.
- 3.12. Taller buildings of four storeys or higher, such as residential apartment complexes along Glenmore Road and Glenloch Road, generally incorporate flat roofs that are at odds with the prevailing use of mansard roofs (Photo 10; Fig. 4). These taller apartment buildings lack a transition into pitched or mansard roofs which emphasises each building's bulk and height, manifesting in a more urban character than the domesticity of surrounding terraces. Several apartments also incorporate balconies which add interest to the principal façades. The Appraisal cited these apartment blocks as neutral contributors.



Photo 8: Overview of an example of a terrace house along Howitt Road, looking east



Photo 9: Overview of terrace housing along Howitt Road, looking north-east



Photo 10: Overview of apartment blocks along Glenmore Road, looking north

3.13. Views within the area are limited to channelled views along thoroughfares, emphasising the continuous rhythm of terrace housing (Photo 11). The terraces

provide a strong building line which draws the eye towards the distance. Photo 11 also illustrates the slightly undulating nature of the topography of the area, which means that views towards the Site along Howitt Road are from an elevated position. The character of terrace housing is broken along Glenilla Road where the built form is less consistent. Consequently, views along the road are less uniform, allowing for a greater variety of architectural styles (Photo 12).



Photo 11: View southwards along Howitt Road, looking towards the Site



Photo 12: View eastwards along Glenilla Road, looking towards the Site

Contribution of Howitt Close to Belsize Conservation Area

- 3.14. Howitt Close is not cited within the text of the Appraisal, however, it is indicated as a 'Building which makes a positive contribution' on the associated townscape map of sub-area 4, included within the appraisal (Fig. 5; LBoC 2003).

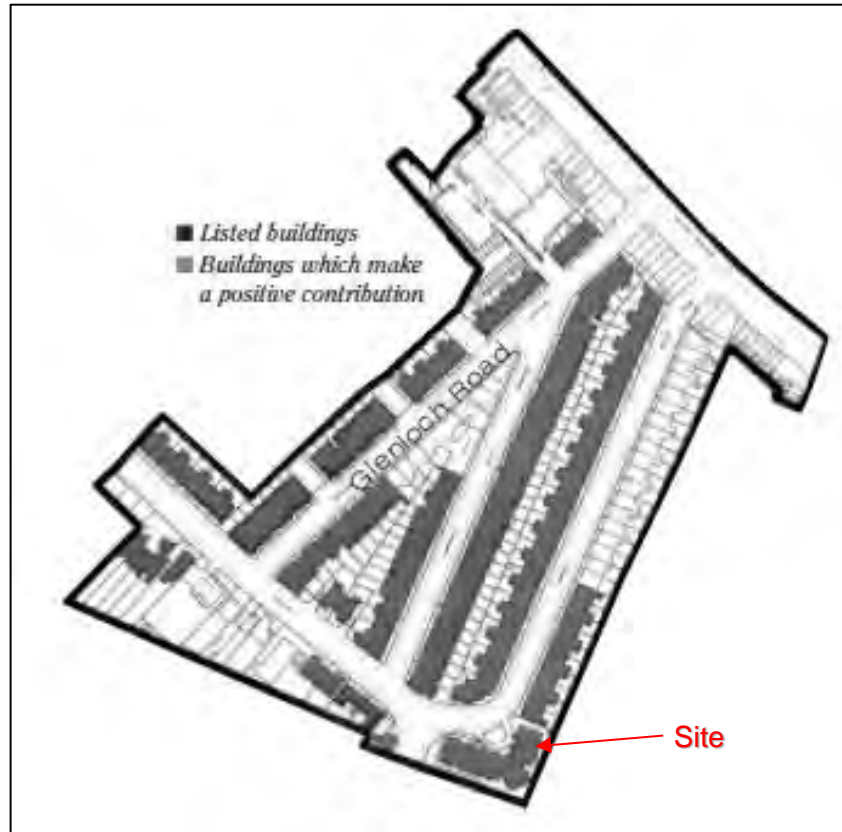


Fig. 5: Townscape map of Belsize Conservation Area Sub-Area 4: Glenloch Area (LBoC 2003). N.b. Sub-Area 4 does not include any Listed Buildings.

- 3.15. The western and northern elevations of the building form an attractive component of the streetscape along Howitt Road by virtue of its Art Deco features and decorative use of brickwork. The materials and use of render to the second storey accords with the prevailing character of Edwardian terraces that dominate the building's immediate surroundings (Photo 9). Hence, the building sits comfortably within its position, where it also provides a boundary between Howitt Road and the utilitarian character of the rear plots of villas along Belsize Park Gardens to the south.
- 3.16. The undulating topography of the sub-area means that the building sits at a low point within sub-area 4. Additionally, the flat roof of the building contributes to its diminutive form which is visually subservient to neighbouring terraced houses, despite its greater overall size (Photo 13). The low visual impact of the building is emphasised through views southwards along Howitt Road (Photo 14). The descending street terminates

at the Site. However, the building does not dominate the view, by virtue of its lower situation and set back position within its plot. Indeed, the building is somewhat overshadowed by the hipped roof forms of the grand villas to its rear, along Belsize Park Road, and the high rise flats beyond (Photo 14). Mature trees also serve to obscure the building, even during winter months.



Photo 13: View of Howitt Close alongside Edwardian terrace housing on Howitt Road, looking east



Photo 14: View southwards along Howitt Road, towards the Site

- 3.17. The clearest view of the building is of its western elevation, facing the junction between Howitt Road and Glenilla Road (Photo 15). From this vantage point the building is more exposed and the absence of a pitched or mansard roof is apparent. The pronounced eaves appear exaggerated against the sky and provide an almost unfinished appearance.

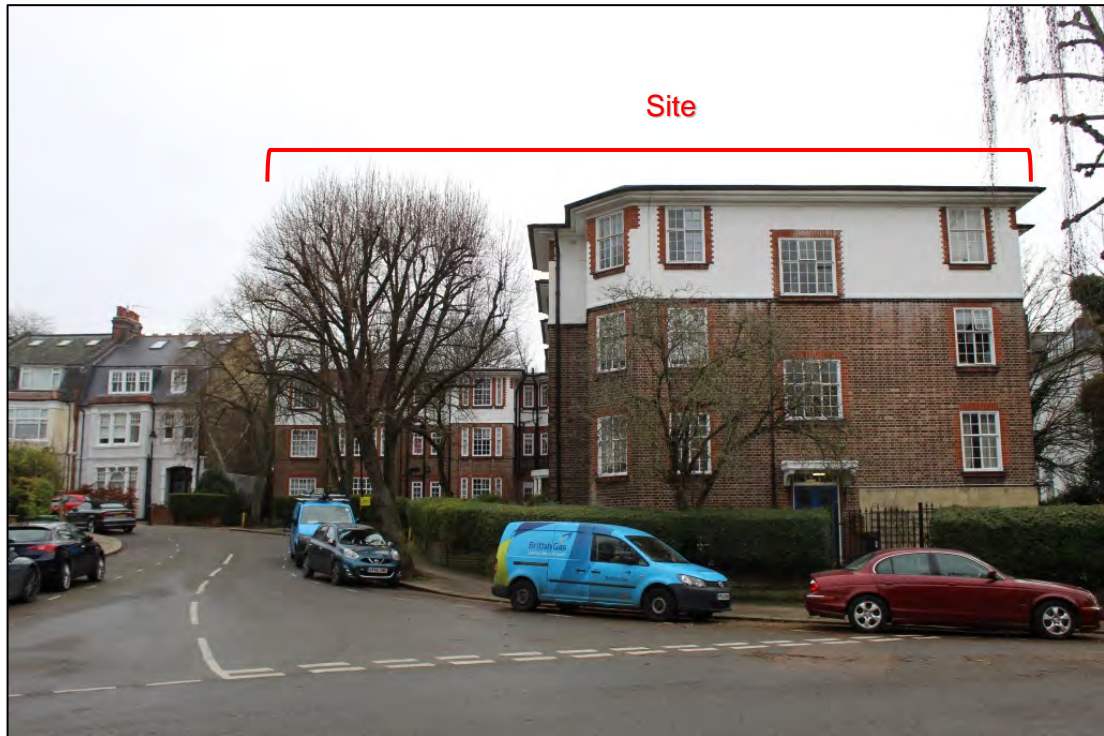


Photo 15: View of the Site from Glenilla Road, looking east

- 3.18. The building lies to the south-eastern extent of the sub-area, adjacent to the boundary of sub-area 1, Belsize Park. Due to the size of properties and enclosed character of Belsize Park Gardens, the building is generally not visible. The only vantage point is through the opening to Glenilla Road where a glimpsed view of the building's western elevation can be achieved. The view is only peripheral, however, and the prevailing character of large stuccoed villas dominates the streetscape and channels views along the street rather than beyond it.
- 3.19. Overall, the building provides a positive contribution to the character and appearance of the Conservation Area. However, its flat roof is considered to provide a neutral contribution. The considered use of materials and form is complimented by the designed green space to the front of the plot which accords with the use of front gardens throughout Howitt Road.

The Setting of Listed Buildings

- 3.20. The nearest Listed Building to Howitt Close is Nos 26 to 38 Belsize Grove (Grade II; NHLE: 1244558) which lies c.125m north-east; there is no intervisibility between Howitt Close and the Listed Building. Howitt Close is not considered to form part of the setting of Nos 26 to 38 Belsize Grove and these Listed Buildings are not considered further within this assessment.

4. DEVELOPMENT EFFECTS

Description of the proposals

- 4.1. The proposed development comprises the extension of Howitt Close through the addition of a single-storey mansard roof extension. The extension would incorporate a single mansard roof that encompasses the entire roof area, with the exception of the pronounced eaves cresting the second storey. As a result, the extension would appear 'set-back' from the extant eaves line and recede in comparison to the lower storeys. The extension would incorporate slimline dormer windows that are intended to be recessive to the extant building.
- 4.2. Furthermore, the dormer windows within the mansard extension would incorporate and continue the tri-partite arrangement of principal windows within the extant building, ensuring a continuity in style and appearance, reinforced by their placement in line with windows within the lower storeys. Between the principal windows, the extension would also replicate the position of the secondary windows of the extant building, positioned within the recessed portions of the articulated northern elevation.

Impact of the proposals on the Conservation Area, Listed Buildings and non-designated heritage assets

- 4.3. The addition of a single-storey mansard extension at roof level represents an increase in the height of the building to four storeys. The extension would be in keeping with the prevailing character of the sub-area. Mansard roofs are a consistent feature of Howitt Road, Glenloch Road and Glenilla Road, as opposed to the extant flat roof form of the building, which is a feature found more commonly on large scale apartment developments towards the busier commercial area of Haverstock Hill, towards the northern extent of the sub-area. The addition of a mansard roof would therefore lend the building a more residential character, akin to the rows of terrace houses along Howitt Road.

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- 4.4. Presently, the building may be considered to incorporate an ‘unfinished’ appearance through the lack of a mansard storey. This is evident through the flat roof and prominent eaves. The addition of a roof extension in the form proposed would therefore enhance the appearance of the building without altering the existing decorative brickwork styling of the original building.
- 4.5. Views southwards along Howitt Road would not be adversely affected by the addition of a single-storey to the building. As identified in paragraph 3.15 and shown by Photo 11, the building sits at the southern extent of Howitt Road and is positioned at the road’s lowest point. The addition of a single-storey roof extension is therefore unlikely to ‘promote’ the building above that of the surrounding terraced houses. Furthermore, the extant silhouette of built form, viewed southwards along Howitt Road would not be adversely altered through the addition of the roof extension.
- 4.6. The roof would be visible in front of the pitched roof forms of villas on Belsize Park Gardens, however, the increase in height would not unduly compete with the built form of these villas. Furthermore, the availability of views to the pitched roofs of villas on Belsize Park Gardens is incidental and not key to the heritage interest of the street.
- 4.7. Within the realm of Glenilla Road, the addition of the mansard roof extension would be appropriate for this part of the sub-area. This roof form is prevalent on buildings on the street and thus, the proposed extension would not be alien to this character.
- 4.8. Views from Belsize Park Gardens, as previously identified, are restricted to a glimpsed view via the entrance to Glenilla Road. The introduction of a roof extension to the building would not unduly change this view and its overall effect on the character and appearance of sub-area 1 is very limited.

Conclusion

- 4.9. Howitt Close represents a 1920s addition to the streetscape of Howitt Road and the Belsize Conservation Area, constructed within an established residential area of terraced housing and grand stuccoed villas. In contrast with the Edwardian style of the terraces, Howitt Close incorporates a degree of Art Deco influence whilst also respecting the materials and palette of the established Edwardian character. The building is thus identified by Camden Council as a building that makes a positive contribution to the Conservation Area.

-
- 4.10. However, the flat roof form of the building is uncommon within the Conservation Area sub-area 1 and does not contribute positively to the character and appearance of the area. The addition of a mansard storey would address this by creating a feature that accords with the prevailing character of terraced housing that dominates Howitt Road. The increase in height would be proportionately small and would not adversely impact the scale and mass of the building and its surroundings. Therefore, the addition of the additional storey in the form proposed would be considered to represent an overall enhancement to the character and appearance of the Conservation Area.

Policy and Legislation Context

The Planning Act (Listed Buildings and Conservation Areas) Act 1990

- 4.11. With respect to the character and appearance of the Conservation Area, the proposed mansard extension would represent an addition that accords with the prevailing character of the area whilst providing a positive addition to the building in place of the extant flat roof. Thus, it is considered that the development proposals represent an overall enhancement to the character and appearance of the Conservation Area and is in accordance with Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990.

The National Planning Policy Framework (2019)

- 4.12. The proposed development is not considered to result in harm to the significance of the Conservation Area. Therefore, paragraph 196 of the NPPF is not triggered. Paragraph 197 states that ‘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.’

The Camden Local Plan (2017)

- 4.13. For the reasons outlined above, the development proposals are considered to respect and complement the prevailing character and features of the Conservation Area whilst also enhancing its special characteristics. The proposed development is therefore not considered to contravene Policy D2 of the Camden Local Plan (2017).

5. REFERENCES

- Baker. T. F. t, Bolton. D. K, Croot. P. E. C, 1989. T F T Baker, Diane K Bolton and Patricia E C Croot, '*Hampstead: Belsize*', in *A History of the County of Middlesex: Volume 9, Hampstead, Paddington*, ed. C R Elrington (London, 1989), pp. 51-60. *British History Online* <http://www.british-history.ac.uk/vch/middx/vol9/pp51-60> [accessed 14 January 2020].
- Chartered Institute for Archaeologists, 2019. *Standard and Guidance for the archaeological investigation and recording of standing buildings or structures*.
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- Historic England 2017a *Historic Environment Good Practice Advice in Planning: Note 3: The Setting of Heritage Assets (Second Edition)*
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- Historic England, 2019a *Historic England Advice Note 1: Conservation Area Designation, Appraisal and Management*.
- Historic England, 2019b *Historic England Advice Note 12: Statements of Heritage Significance: Analysing Significance in Heritage Assets*
- London Borough of Camden, 2003 *Belsize Conservation Area Statement*
- London Borough of Camden, 2017 *Camden Local Plan 2017*
- Planning (Listed Buildings and Conservation Areas) Act 1990 Act of UK Parliament

APPENDIX 1: HERITAGE STATUTE POLICY & GUIDANCE

Heritage Statute: Listed Buildings

Listed buildings are buildings of ‘special architectural or historic interest’ and are subject to the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990 (‘the Act’). Under Section 7 of the Act ‘no person shall execute or cause to be executed any works for the demolition of a Listed Building or for its alteration or extension in any manner which would affect its character as a building of special architectural or historic interest, unless the works are authorised.’ Such works are authorised under Listed Building Consent. Under Section 66 of the Act ‘In considering whether to grant planning permission for development which affects a Listed Building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any feature of special architectural or historic interest which it possesses’.

Note on the extent of a Listed Building

Under Section 1(5) of the Act, a structure may be deemed part of a Listed Building if it is:

- (a) fixed to the building, or
- (b) within the curtilage of the building, which, although not fixed to the building, forms part of the land and has done so since before 1st July 1948

The inclusion of a structure deemed to be within the ‘curtilage’ of a building thus means that it is subject to the same statutory controls as the principal Listed Building. Inclusion within this duty is not, however, an automatic indicator of ‘heritage significance’ both as defined within the NPPF (2019) and within Conservation Principles (see Section 2 above). In such cases, the significance of the structure needs to be assessed both in its own right and in the contribution it makes to the significance and character of the principal Listed Building. The practical effect of the inclusion in the listing of ancillary structures is limited by the requirement that Listed Building Consent is only needed for works to the ‘Listed Building’ (to include the building in the list and all the ancillary items) where they affect the special character of the Listed building as a whole.

Guidance is provided by Historic England on ‘Listed Buildings and Curtilage: Historic England Advice Note 10’ (Historic England 2018).

Heritage Statute: Conservation Areas

Conservation Areas are designated by the local planning authority under Section 69(1)(a) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (‘the Act’), which requires

that ‘Every local planning authority shall from time to time determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance’. Section 72 of the Act requires that ‘special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area’.

The requirements of the Act only apply to land within a Conservation Area; not to land outside it. This has been clarified in various Appeal Decisions (for example APP/F1610/A/14/2213318 Land south of Cirencester Road, Fairford, Paragraph 65: ‘The Section 72 duty only applies to buildings or land in a Conservation Area, and so does not apply in this case as the site lies outside the Conservation Area.’).

The NPPF (2019) also clarifies in Paragraph 201 that ‘Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance’. Thus land or buildings may be a part of a Conservation Area, but may not necessarily be of architectural or historical significance. Similarly, not all elements of the setting of a Conservation Area will necessarily contribute to its significance, or to an equal degree.

National heritage policy: the National Planning Policy Framework

Heritage assets and heritage significance

Heritage assets comprise ‘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’ (the NPPF (2019), Annex 2). Designated heritage assets include World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens, Registered Battlefields and Conservation Areas (designated under the relevant legislation; NPPF (2019), Annex 2). The NPPF (2019), Annex 2, states that the significance of a heritage asset may be archaeological, architectural, artistic or historic. English Heritage’s ‘Conservation Principles’ looks at significance as a series of ‘values’ which include ‘evidential’, ‘historical’, ‘aesthetic’ and ‘communal’.

The setting of heritage assets

The ‘setting’ of a heritage asset comprises ‘the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral’ (NPPF (2019), Annex 2). Thus it is important to note that ‘setting’ is not a heritage asset: it may contribute to the value of a heritage asset.

Guidance on assessing the effects of change upon the setting and significance of heritage assets is provided in ‘Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets’, which has been utilised for the present assessment (see below).

Levels of information to support planning applications

Paragraph 189 of the NPPF (2019) identifies 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 their significance’.

Designated heritage assets

Paragraph 184 of the NPPF (2019) explains that heritage assets ‘are an irreplaceable resource and should be conserved in a manner appropriate to their significance’. Paragraph 193 notes that ‘when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance’. Paragraph 194 goes on to note that ‘substantial harm to or loss of a grade II Listed Building...should be exceptional and substantial harm to or loss of designated heritage assets of the highest significance (notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* Listed Buildings, grade I and II* registered parks and gardens, and World Heritage Sites)...should be wholly exceptional’.

Paragraph 196 clarifies that ‘Where a development proposal 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, including, where appropriate, securing its optimum viable use’.

Local Plan: Camden Local Plan 2017 Policy D2

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 or appearance of that conservation area; and
- h. preserve trees and garden spaces which contribute to the character and appearance of a conservation area or which provide a setting for

Listed Buildings

Listed buildings are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'. To preserve or enhance the borough's listed buildings, the Council will:

- i. resist the total or substantial demolition of a listed building;
- j. resist proposals for a change of use or alterations and extensions to a listed building where this would cause harm to the special architectural and historic interest of the building; and
- k. resist development that would cause harm to significance of a listed building through an effect on its setting.

Archaeology

The Council will protect remains of archaeological importance by ensuring acceptable measures are taken proportionate to the significance of the heritage asset to preserve them and their setting, including physical preservation, where appropriate.

Other heritage assets and non-designated heritage assets

The Council will seek to protect other heritage assets including non-designated heritage assets (including those on and off the local list), Registered Parks and Gardens and London Squares.

The effect of a proposal on the significance of a non-designated heritage asset will be weighed against the public benefits of the proposal, balancing the scale of any harm or loss and the significance of the heritage asset.

Good Practice Advice 1-3

Historic England has issued three Good Practice Advice notes ('GPA1-3') which support the NPPF. The GPAs note that they do not constitute a statement of Government policy, nor do they seek to prescribe a single methodology: their purpose is to assist local authorities, planners, heritage consultants, and other stakeholders in the implementation of policy set out in the NPPF. This report has been produced in the context of this advice, particularly 'GPA2 – Managing Significance in Decision-Taking in the Historic Environment' and 'GPA3 – The Setting of Heritage Assets'.

GPA2 - Managing Significance in Decision-Taking in the Historic Environment

GPA2 sets out the requirement for assessing 'heritage significance' as part of the application process. Paragraph 8 notes 'understanding the nature of the significance is important to

understanding the need for and best means of conservation.’ This includes assessing the extent and level of significance, including the contribution made by its ‘setting’ (see GPA3 below). GPA2 notes that ‘a desk-based assessment will determine, as far as is reasonably possible from existing records, the nature, extent and significance of the historic environment within a specified area, and the impact of the proposed development on the significance of the historic environment, or will identify the need for further evaluation to do so’ (Page 3).

GPA3 – The Setting of Heritage Assets

The NPPF (Annex 2: Glossary) defines the setting of a heritage asset as ‘the surroundings in which a heritage asset is experienced...’. Step 1 of the settings assessment requires heritage assets which may be affected by development to be identified. Historic England notes that for the purposes of Step 1 this process will comprise heritage assets ‘where that experience is capable of being affected by a proposed development (in any way)...’.

Step 2 of the settings process ‘assess[es] the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated’, with regard to its physical surrounds; relationship with its surroundings and patterns of use; experiential effects such as noises or smells; and the way views allow the significance of the asset to be appreciated. Step 3 requires ‘assessing the effect of the proposed development on the significance of the asset(s)’ – specifically to ‘assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it’, with regard to the location and siting of the development, its form and appearance, its permanence, and wider effects.

Step 4 of GPA3 provides commentary on ‘ways to maximise enhancement and avoid or minimise harm’. It notes (Paragraph 37) that ‘Maximum advantage can be secured if any effects on the significance of a heritage asset arising from development liable to affect its setting are considered from the project’s inception.’ It goes on to note (Paragraph 39) that ‘good design may reduce or remove the harm, or provide enhancement’.

Heritage significance

Discussion of heritage significance within this assessment report makes reference to several key documents. With regard to Listed buildings and Conservation Areas it primarily discusses ‘architectural and historic interest’, which comprises the special interest for which they are designated.

The NPPF provides a definition of ‘significance’ for heritage policy (Annex 2). This states that heritage significance comprises ‘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. This also clarifies that for World Heritage Sites ‘the cultural value described within each site’s Statement of Outstanding Universal Value forms part of its significance’.

Regarding ‘levels’ of significance the NPPF (2019) provides a distinction between: designated heritage assets of the highest significance; designated heritage assets not of the highest significance; and non-designated heritage assets.

Historic England’s ‘Conservation Principles’ expresses ‘heritage significance’ as comprising a combination of one or more of: evidential value; historical value; aesthetic value; and communal value:

- Evidential value – the elements of a historic asset that can provide evidence about past human activity, including physical remains, historic fabric, documentary/pictorial records. This evidence can provide information on the origin of the asset, what it was used for, and how it changed over time.
- Historical value (illustrative) – how a historic asset may illustrate its past life, including changing uses of the asset over time.
- Historical value (associative) – how a historic asset may be associated with a notable family, person, event, or moment, including changing uses of the asset over time.
- Aesthetic value – the way in which people draw sensory and intellectual stimulation from a historic asset. This may include its form, external appearance, and its setting, and may change over time.
- Communal value – the meaning of a historic asset to the people who relate to it. This may be a collective experience, or a memory, and can be commemorative or symbolic to individuals or groups, such as memorable events, attitudes, and periods of history. This includes social values, which relates to the role of the historic asset as a place of social interactive, distinctiveness, coherence, economic, or spiritual / religious value.

Effects upon heritage assets

Heritage benefit

The NPPF clarifies that change in the setting of heritage assets may lead to heritage benefit. Paragraph 200 of the NPPF (2019) notes that ‘Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. 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’.

GPA3 notes that ‘good design may reduce or remove the harm, or provide enhancement’ (Paragraph 28). English Heritage’s ‘Conservation Principles’ states that ‘Change to a significant place is inevitable, if only as a result of the passage of time, but can be neutral or beneficial in its effects on heritage values. It is only harmful if (and to the extent that) significance is reduced’ (Paragraph 84).

Specific heritage benefits may be presented through activities such as repair or restoration, as set out in Conservation Principles.

Heritage harm to designated heritage assets

The NPPF (2019) does not define what constitutes ‘substantial harm’. The High Court of Justice does provide a definition of this level of harm, as set out by Mr Justice Jay in *Bedford Borough Council v SoS for CLG and Nuon UK Ltd*. Paragraph 25 clarifies that, with regard to ‘substantial harm’: ‘Plainly in the context of physical harm, this would apply in the case of demolition or destruction, being a case of total loss. It would also apply to a case of serious damage to the structure of the building. In the context of non-physical or indirect harm, the yardstick was effectively the same. One was looking for an impact which would have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced’.

Effects upon non-designated heritage assets

The NPPF (2019) paragraph 197 guides that ‘The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgment will be required having regard to the scale of any harm or loss and the significance of the heritage asset’.

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