

17 PEMBROKE ROAD
NORTHWOOD, HA6 2HP

HERITAGE STATEMENT



Ref: 2401.1426 | 13 February 2024

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REVISION SCHEDULE					
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1.0 INTRODUCTION

- 1.1. This Heritage Statement has been produced by **heritage** unlimited to support a planning application with regards to the development of a detached garage building at 17 Pembroke Road, Moor Park.
- 1.2. The property lies within the Moor Park Conservation Area. Conservation areas are defined by the National Planning Policy Framework (2023) (NPPF) as a designated heritage asset.
- 1.3. As the proposed works affect a heritage asset, paragraph 200 of the NPPF requires a Heritage Statement to support the planning application. This document has been prepared in accordance with the requirements of the NPPF.
- 1.4. The purpose of a Heritage Statement is to identify the significance of any heritage asset affected by the proposed development, the impact the proposed development will have upon the identified significance and justification for the proposed development. The Heritage Statement also needs to assess the proposed work in accordance with the statutory tests provided in the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 1.5. This Heritage Statement should be read in conjunction with architectural plans and other supporting documents, which form this planning application.
- 1.6. This report has been compiled by Shaun Moger MSc Historic Building Cons and is based on desk-based research carried out in February 2024.

2.0 SITE LOCATION AND CONTEXT

- 2.1. No.17 is located on the northeast side of the corner of Pembroke Road and Main Avenue with the vehicular access point and parking area situated to the northwest corner onto Pembroke Road.
- 2.2. Despite the irregular, triangular-shaped plot, the property is nevertheless typical of Moor Park, set back from the street within a spacious plot with a generous garden – though in this case formed in a wrap-around style to the south rather than the more common ‘back’ garden of the rectangular plots. The property is set at an angle to the road within the northern half of the site and has a driveway/parking area to the fore, bounded by mature verdant borders.
- 2.3. The detached house is in the Arts and Crafts style and of brick construction with a hipped clay tile roof. The property previously included a detached garage to the northeast of the main dwelling, as seen on the 1960 Ordnance Survey map. However, this was removed and replaced in conjunction with part-demolition and extension works to the house and garage relating to 12/1896/FUL and subsequent applications.
- 2.4. The property was constructed in the late c.1930s and is first indicated on the Ordnance Survey map revised 1938, published 1946 (being undeveloped on the 1936 edition). This map lacks detail however, and so the map published in 1960 provides the first clear depiction of the plan form. This makes the property a so-called ‘pre-1958’ property, a term included in the conservation area appraisal to describe original development in the area. The property has been subject to a number of post-construction additions in the late 20th century and 21st century, including the aforementioned 2012 scheme and an orangery style rear extension in 2018.



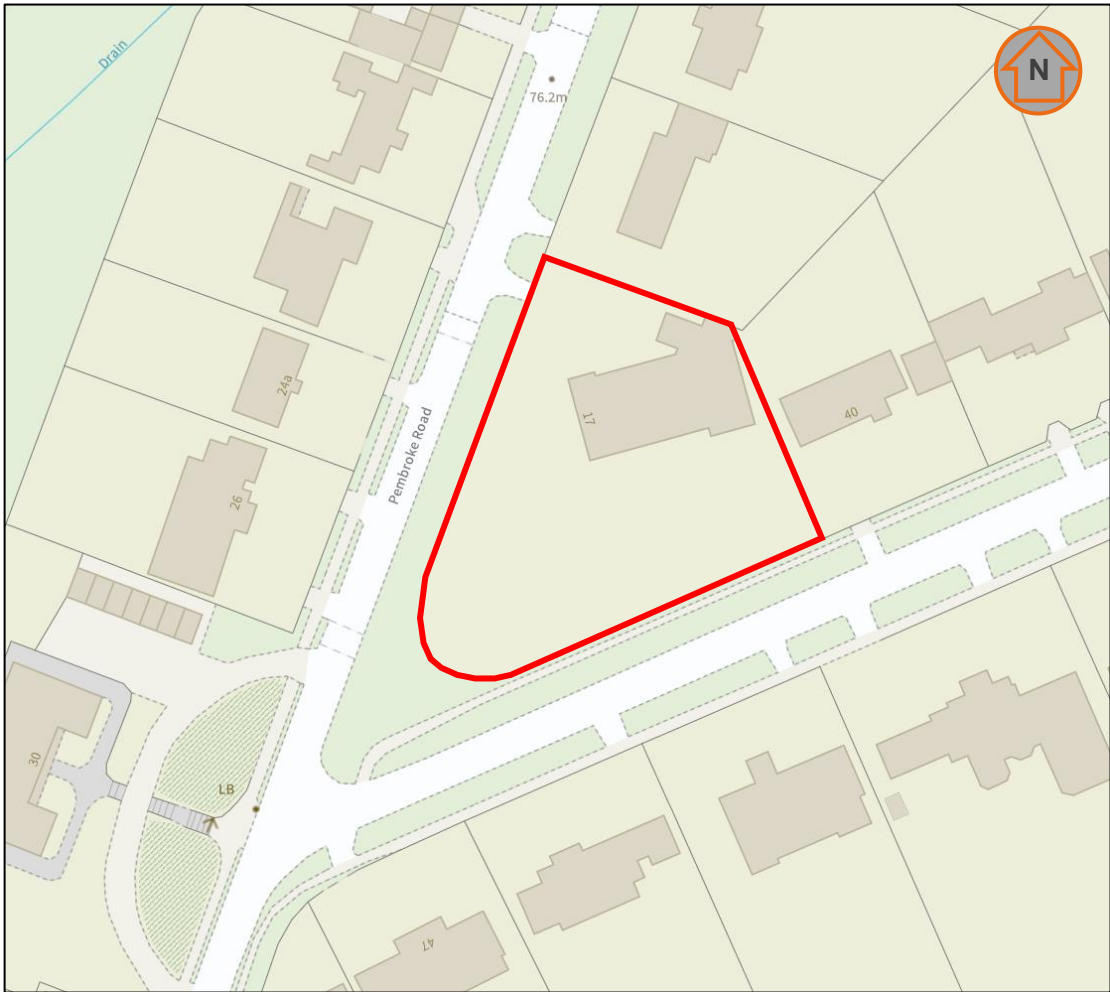


Fig.1: Site location outlined in red.



Fig.2: The front (north) elevation of the property including parking area. The previous detached garage was situated to the left, replaced c.2012 by the single storey extension shown.



Fig.3: Aerial view of the property which includes mature verdant borders to all sides.

3.0 IDENTIFIED HERITAGE ASSETS

- 3.1. The National Planning Policy Framework (NPPF) requires that all heritage assets affected by the proposed development are identified and their significance, which includes setting, are described. The level of 'harm' the proposed works will have to the identified heritage assets also needs to be determined within the context of a Heritage Statement.
- 3.2. This section of the document identifies the principal heritage asset - Moor Park Conservation Area (MPCA) - which is described in some detail in the Three Rivers Authority Conservation Area Appraisal. An article 4 direction applies across the conservation area.

Moor Park Conservation Area

- 3.3. Moor Park Conservation Area was designated May 1995 and the current conservation area appraisal was adopted October 2006.
- 3.4. Residential development in the conservation area is largely defined by two separate development phases – interwar and post-war developments; there are also some late 20th century developments to the south.
- 3.5. Moor Park is relatively well defined by its cohesive character and environment as a quiet residential development from the 1930s. The area has an abundance of trees and shrubbery which give the park a leafy suburban feel, which together with the wide roads and green verges contribute to the special character of the area. Buildings are mostly detached, two-storey residential dwellings set back from the road and within verdant, generous garden settings. Many dwellings were constructed in the Arts and Crafts style of the 1930s and 1950s, but substantial redevelopment to provide larger houses in recent years has subtly changed the character and appearance of some parts of the conservation area. As a whole, the character is defined by large family homes set in spacious plots creating a leafy, low density, and quiet residential area.
- 3.6. The rationale for the creation of the conservation area is to protect Moor Park's distinct suburban and planned residential estate character, a style of building sometimes known as 'Metroland' and formed part of the housing boom within the late 1920s and 1930s.

- 3.7. The character appraisal states the key contributing factors to MPCA are: -
- Houses built in the 1920s/1930s – 1950s and set back in spacious surroundings;
 - Many beautiful trees set around wide avenues;
 - Spectacular views along tree lined roads;
 - Open frontages separating gardens from the estate road verges;
 - Grass verges and shingle paths;
 - Attractive roads in differing scales; and
 - Many characteristic original features including chimneys.
- 3.8. Construction materials for the houses within the Conservation Area do not appear to be mentioned, but they are illustrated in photographs in the document. Elevations are a mix of quality facing brick and light-coloured painted render. Roofs are in the main of clay tiles.
- 3.9. In July 2004 an article 4 direction was drafted. It was approved in January 2005. This article sets out three elements where restricted rights of development apply to:
- Rooflights to roofs of front and side elevations.
 - Hard surface provision and development on frontages facing the road.
 - Erection of gates, fences, walls, and other means of enclosure within the curtilage in excess of 1 metre in height.
- 3.10. Historic maps show the nature of the area pre- and post-development. These clearly depict the impact and 'suburbanisation' of the previously semi-open area. This set a precedent for generous regular plot widths and an amenity value of house-to-plot ratio which persists to the present day and informs the character of the area.





Fig.4: Moor Park Conservation Area, site marked by the orange arrow.



Fig.5: Ordnance Survey map, c.1920, showing the approximate site location within Moor Park prior to development.



Fig.6: Ordnance Survey map, revised 1934, published 1936, prior to development.



Fig.7: Ordnance Survey map, revised 1938, published 1946, indicating development.

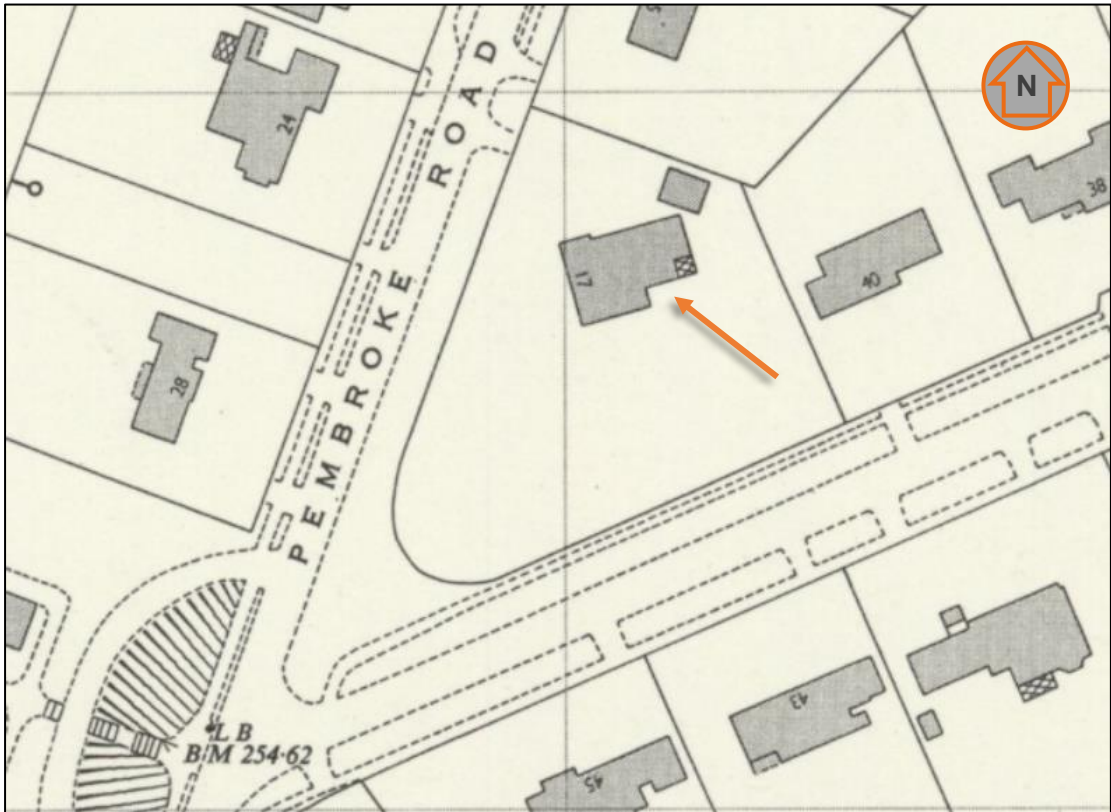


Fig.8: Ordnance Survey map, surveyed 1959, published 1960. The property is clearly shown and includes a detached garage to the north.

4.0 PLANNING LEGISLATION AND POLICIES

Legislation

- 4.1. The legislative framework for the preservation and enhancement of listed buildings and conservation areas are set out in the Planning (Listed Buildings and Conservation Areas) Act 1990. Historic England, defines preservation in this context, as not harming the interest in the building, as opposed to keeping it utterly unchanged.
- 4.2. In 2014, a ruling by the Court of Appeal (Barnwell Manor Wind Energy Ltd v East Northants District Council, English Heritage and the National Trust) made clear that to discharge this responsibility, decision makers must give considerable importance and weight to the desirability of preserving the setting of listed buildings (and by implication other heritage assets) when carrying out the balancing exercise of judging harm against other planning considerations, as required under the National Planning Policy Framework.
- 4.3. Another ruling made in May 2017 by the Court of Appeal (Barwood Strategic Land II LLP v East Staffordshire Borough Council and the Secretary of State for Communities and Local Government), upheld a High Court ruling, that subordinates National Planning Policy Framework development presumptions to the statutory authority of an up-to-date local plan, as the NPPF is no more than ‘guidance for decision-makers, without the force of statute behind it. Paragraph 13 of the decision states, *‘The NPPF is the Government’s planning policy for England. It does not have the force of statute, and, ought not to be treated as if it did. Indeed, as one might expect, it acknowledges and reinforces the statutory presumption in favour of the development plan, and it also explicitly recognizes and emphasizes its own place in the plan-led system of development control. Its “Introduction” acknowledges that “[planning] law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise”, and that “[the NPPF] must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions”. Paragraph 12 recognizes that the NPPF “does not change the statutory status of the development plan as the starting point for decision making”. Paragraph 13 describes the NPPF, correctly, as “guidance for local planning authorities and decision-takers”, which, in the context of development control decision-making, is “a material consideration in determining applications”. Paragraph 215, in “Annex 1: Implementation”, says that “due weight should be given*

to relevant policies in existing plans according to their degree of consistency with [the NPPF] (the closer the policies in the plan to the policies in [the NPPF], the greater the weight that may be given)", but this too is guidance for decision-makers, without the force of statute behind it'.

- 4.4. Therefore, by implication, this judgment again emphasises the relative importance of sections 16, 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 in making planning decisions in relation to development that affects listed buildings and conservation areas.
- 4.5. Section 72(1) of the abovementioned Act is relevant to the proposed development and provides the statutory test against which planning permission affecting conservation areas, as designated heritage assets should be assessed by the Local Planning Authority.
- 4.6. Section 72(1) states, *'In the exercise, with respect to any buildings or other land in a conservation area, of any... special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area'.*

National Planning Policy Framework (2023)

- 4.7. As mentioned above, there is a need to carry out a balancing exercise of judging harm against other planning considerations as required under the NPPF. The NPPF sets out the Government's planning policies for England and how these are to be applied. The guiding principle of the document is a presumption in favour of sustainable development and the protection and enhancement of the historic environment is embedded in this approach.
- 4.8. Sustainable development is defined as meeting the needs of the present without compromising the needs of the future. Paragraph 8 of the NPPF breaks down this definition into three objectives: economic, social, and environmental. Within the environmental objective, sustainable development needs to contribute to 'protecting and enhancing our natural, built and historic environment'.
- 4.9. Paragraph 20 of the NPPF contains Strategic Policies, which provide an overall strategy for the pattern, scale and quality of development and make sufficient provision for the conservation and enhancement of the natural, built, and historic environment.

- 4.10. Section 16 of the NPPF contains policies relating to conserving and enhancing the historic environment. Within this section (paragraph 200), the Local Planning Authority requires the applicant to describe the significance of any affected heritage asset including any contribution made by their setting as part of an application.
- 4.11. Significance is defined in Annex 2 of the NPPF, as the value of a heritage asset to this and future generations because of its archaeological, architectural, artistic, or historical interest. Significance also derives not only from the asset's physical presence but also from its setting. Setting of a heritage asset is the surroundings in which the heritage asset is experienced, the extent of which is not fixed and can change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to significance of an asset.
- 4.12. Impact from a proposed development to the significance of a designated heritage asset needs to be evaluated, NPPF paragraph 205, states, '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'. NPPF paragraph 206 identifies that alteration, destruction, or development within the setting of a designated heritage asset can result in harm to, or loss of, the significance of the asset and that such loss requires a clear and convincing justification. Substantial harm to or loss of a grade II listed building should be exceptional and substantial harm or loss of grade I and grade II* listed buildings should be wholly exceptional.
- 4.13. NPPF Paragraphs 207 and 208 define the levels of harm as substantial or less than substantial. The National Planning Practice Guidance (PPG) provides useful guidance on assessing harm in relation to these definitions and gives the following example, 'In determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting'. The PPG quantifies substantial harm (NPPF paragraph 207) as total destruction while partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all. Anything less than total destruction needs to be evaluated on its own merits, for example, the removal of elements to an asset which themselves impact on its

significance may therefore not be harmful to the asset. The PPG advises works that 'are moderate or minor in scale are likely to cause less than substantial harm (NPPF paragraph 208) or no harm at all'. However, it is important to consider each development in its own context as the PPG also identifies that minor works have the potential to cause substantial harm to the significance of an asset.

4.14. Paragraphs 207 and 208 refer to 'public benefit' as a means to outweigh the loss of or harm to a designated heritage asset. The PPG identifies that public benefit may follow many developments and as such this benefit could be anything that delivers economic, social or environmental progress which are the dimensions to sustainable development defined by NPPF Paragraph 8. The PPG states, 'Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefit'. Public benefits may include heritage benefits such as:

- Sustaining or enhancing the significance of a heritage asset and the contribution of its setting.
- Reducing or removing risk to heritage asset.
- Securing the optimum viable use of a heritage asset in support of its long- term conservation.

4.15. The three points above relate to NPPF Paragraph 203, which requires the Local Planning Authority to take these points into account when determining applications. Although, there is no defined list of public benefits, examples of public benefit for a designated heritage asset may include:

- The restoration of a listed building.
- The improved setting of a listed building.
- The enhancement of a conservation area.

Local Planning Policy

- 4.16. As well as legislation and national planning policies relating to the historic environment, the local planning authority (LPA) have relevant policies contained in their development plan which is made up of a number of documents which provides the planning policy framework for a local authority area. In this case the Development Plan for the Three Rivers District includes, ***The Adopted Core Strategy (2011)***, and ***The Development Management Policies (2013)***.
- 4.17. **Policy CP12** of the Adopted Core Strategy and **policy DM3** of the Development Management Policies relate to development within or affecting the character of a conservation area and state (only the relevant criteria from each policy have been quoted):

CP12: Design of Development

In seeking a high standard of design, the Council will expect all development proposals to:

- a. Have regard to the local context and conserve or enhance the character, amenities, and quality of an area.
- b. Conserve and enhance natural and heritage assets.
- d. Make efficient use of land whilst respecting the distinctiveness of the surrounding area in terms of density, character, layout and spacing, amenity, scale, height, massing and use of materials.

DM3: The Historic Environment

- a. When assessing applications for development, there will be a presumption in favour of the retention and enhancement of heritage assets and to putting heritage assets to viable and appropriate uses to secure their future protection. Applications will only be supported where they sustain, conserve and where appropriate enhance the significance, character and setting of the asset itself and the surrounding historic environment.

c. Conservation Areas

Within Conservation Areas development will only be permitted if the proposal:

- i. Is of a design and scale that preserves or enhances the character or appearance of the area.
- ii. Uses building materials, finishes, including those for features such as walls, railings, gates and hard surfacing, that are appropriate to the local context.
- iii. Retains historically significant boundaries, important open spaces and other elements of the area's established pattern of development, character and historic value, including gardens, roadside banks and verges.
- iv. Retains and restores, where relevant, traditional features such as shop fronts, walls, railings, paved surfaces and street furniture, and improves the condition of structures worthy of retention.
- v. Does not harm important views into, out of or within the Conservation area.
- vi. Protects trees, hedgerows and other significant landscape features and incorporates landscaping appropriate to the character and appearance of the Conservation Area.

Results, where relevant, in the removal of unsympathetic features and the restoration or reinstatement of missing features.

5.0 ASSESSING SIGNIFICANCE

- 5.1. Significance of a heritage asset is defined by the NPPF as the value of a heritage asset placed on it by current and future generations because of its heritage interest. This interest may be archaeological; architectural; artistic or historical. The setting of a heritage asset also contributes to its significance and is defined by the NPPF as the surrounding in which a heritage asset is experienced. In comparison, Historic England's Conservation Principles (2008) uses evidential; aesthetic; historical and communal values to define significance. These different set of values have been combined for the purpose of this report.
- 5.2. Part 4 of British Standard 7913:2013 Guide to Conservation of Historic Buildings provides information on heritage values and significance. In context, this document states, 'A wide range of factors can contribute to the significance of a historic building. As well as physical components, significance includes factors such as immediate and wider setting, use and association (e.g., with a particular event, family, community or artist and those involved in design and construction)'.
- 5.3. Identifying the values of an asset allow us to understand the degree of significance and inform us of the potential impact the proposed works will have the heritage asset and its setting. These values may be tangible, the physical fabric of the building, capable of being touched, or view such as its landscape. Also, the value may be intangible through a past event or an association with a person.
- **Evidential (archaeological) value** relates to physical aspects of the site which provide evidence from the past. This can be with built form or below ground archaeology.
 - **Historical value** is the extent to which the asset is associated with or illustrative of historic events or people.
 - **Aesthetic (architectural/artistic) value** includes design, visual, landscape and architectural qualities.
 - **Communal value** includes social, commemorative, or spiritual value, local identity, and the meaning of place for people.

- 5.4. The assessment of significance draws upon information contained in the section on Heritage Assets and uses the values defined above to establish the level of significance detailed below:
- Features of the asset which contribute to the principal historical and architectural interest are considered to be of **high significance**.
 - Features of the asset which noticeably contribute to the overall architectural or historical Interest and may include post construction features of historic or design interest are considered to be of **medium significance**.
 - Features of the asset which make a relatively minor contribution to the historic and architectural interest are considered to be of **low significance**.
 - Features which do not contribute to the historic and architectural interest of the asset, and in some cases may even detract from the significance are therefore considered to be either **neutral or detracting**.

Assessing Setting

- 5.5. The primary guiding document for assessing setting is The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning 3 (2017), produced by Historic England is the primary guiding document for assessing setting.
- 5.6. Setting varies from asset to asset and cannot be generically defined. Changes to the setting of heritage assets may be positive such as replacing poor development which has compromised the assets setting. It is likely that the setting of an asset has changed over time from the dynamics of human activity and natural occurrences such as weather.
- 5.7. The importance setting makes to the contribution to the significance of the heritage asset is often related to how the heritage asset is seen in views. This can include views looking towards the heritage asset or from the heritage asset looking outwards and may include relationships between the asset and other heritage assets, natural or topographical features. Assets may also be intended to be seen from one another in designed landscapes for aesthetic reasons.

5.8. Historic England's Good Practice Advice 3, The Setting of Heritage Assets (2017), notes a staged approach to proportionate decision-taking, with relevant NPPF paragraphs along with guidance contained in the National Planning Practice Guidance (PPG) for their implementation, providing the framework for the consideration of changes affecting the setting of heritage assets which should be assessed proportionately and based on the nature, extent, and level of the heritage asset's significance.

5.9. The Guidance recommends a five-step approach to the assessment of the effect of development on the setting of heritage assets as follows:

Step 1: identify which heritage assets and their settings are affected;

Step 2: assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s);

Step 3: assess the effects of the proposed development whether beneficial or harmful, on that significance;

Step 4: explore ways of maximising enhancement and avoiding or minimising harm;

Step 5: make and document the decision and monitor outcomes.

Significance of Moor Park Conservation Area

5.10. The significance of the conservation area is derived from its historical development of 1920s-1950s architecture. These developments were executed in Arts and Crafts styles and forms fashionable at the time of construction and reside in spacious plots. Moor Park Conservation Area is a heritage asset considered to be of **medium significance**.

6.0 PROPOSED WORKS AND ASSESSMENT

Proposed Works

- 6.1. It is proposed to construct a detached garage building to the west of the dwelling, set at an angle to the house and parallel to Pembroke Road.
- 6.2. The building is to have a hipped clay tile roof which overhangs the twin garage on all sides, supported by six timber pillars atop low brick piers. To the north elevation is the garage opening and to the southern side is a sheltered seating area.

Assessment and Impact

- 6.3. The proposed garage is of an appropriate scale and architectural style and it is noted that it bears a resemblance to the original detached garage at the property, which was subsumed by the extension and alterations works permitted in 2012. The building would not be of sufficient height or siting to appear overly dominant or prohibit views of the property from the driveway entrance, wherein it is again noted that the principal elevation of the property was altered c.2012.
- 6.4. Whilst the design of the proposal is high quality and harmonious, the proposal site is bounded by mature verdant borders which currently restrict views and intervisibility with the public realm and neighbouring properties and will therefore also provide screening of the proposed structure. It is therefore considered that the proposed garage will have **no impact or harm** to the character and appearance of the conservation area or to views.

7.0 CONCLUSION

- 7.1. Paragraph 201 of the NPPF advises Local Planning Authorities that the particular significance, including setting of any heritage asset is assessed. This document has concisely described the heritage asset affected by the proposed works and its significance.
- 7.2. It is concluded that though high quality and appropriate design, the proposal **will not harm or impact** the character and appearance of Moor Park Conservation Area. The garage will fit harmoniously with the area, which exhibits a wide range of individual dwelling and outbuilding designs, collectively in the Arts and Crafts style. The proposed building has been appropriately styled and scaled such that it will not appear dominant or impact upon the character of the property. The important contributors to the character, appearance, and spatial qualities of Moor Park, the boundary treatments, and views of the property, will be unchanged and therefore **preserved**.
- 7.3. With regards to the development meeting the statutory test provided by 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, the minimum aim is for works to preserve the character or appearance of a conservation area. It is considered that the proposal satisfies this test by preserving the character and appearance through sympathetic design choices which do not appear overly dominant, match existing features, and/or take inspiration from the character of other properties in Moor Park.
- 7.4. It should be remembered that Historic England defines preservation in this context as not harming the interest in the heritage asset, as opposed to keeping it unchanged.
- 7.5. With regards to NPPF paragraphs 205 to 208, as no harm will be caused to the designated asset, Moor Park Conservation Area, no public benefit is required.
- 7.6. Regarding local policy, as discussed above, the proposal preserves the character and appearance of the conservation area; the design and materials of the proposal reflect the style of the property as well as retaining its relationship within the conservation area and local context; it will not alter the boundary treatments, trees, and landscape features of the plot and will not harm the important views through Moor Park; so it is considered the proposal accords with adopted policies CP12 and DM3.
- 7.7. In conclusion, the proposal meets the requirements of the Planning (Listed Buildings and Conservation Area) Act 1990, the NPPF and local planning policies. It is therefore, requested that the planning application be approved.

8.0 SOURCES

Ministry of Housing, Communities & Local Government (2023), *National Planning Policy Framework*.

Planning (Listed Buildings and Conservation Area) Act 1990

Ordnance Survey Maps (various dates)

Ministry of Housing, Communities & Local Government (2018) <http://planning.guidance.communities.gov.uk/blog/guidance/conserving-and-enhancing-the-historic-environment/> / National Planning Policy Framework (NPPF 2019 revision) / National Planning Policy Guidance (NPPG 2019) / National Design Guide (2019)

Historic England (2017) *The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning 3 (Second Edition)*

Historic England (2008) *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment*

Three Rivers Authority Core Strategy (2011)

Three Rivers Authority Development Management Policies (2013)

Moor Park Conservation Area Appraisal document (2006)

Moor Park Conservation Area Management Plan (2007)

Moor Park Conservation Area : Article 4 direction (2005)

Moor Park and Eastbury Local List



understanding

heritage

to inform

change