

<b>Delegated Report</b>	<b>Analysis sheet</b>	<b>Expiry Date:</b>	11/03/2024
	N/A	<b>Consultation Expiry Date:</b>	18/05/2024
<b>Officer</b>	<b>Application Number(s)</b>		
Obote Hope	2024/0134/P and 2024/1403/L		
<b>Application Address</b>	<b>Drawing Numbers</b>		
65 Gloucester Crescent London NW1 7EG	Please refer to draft decision notice		
<b>PO 3/4</b>	<b>Area Team Signature</b>	<b>C&amp;UD</b>	<b>Authorised Officer Signature</b>
<b>Proposal(s)</b>			
<ol style="list-style-type: none"> <li>Erection of a two storey infill extension to the rear elevation between lower and ground floors and staircase at rear upper ground floor level and associated external works. (planning permission)</li> <li>Erection of a two storey infill extension to the rear elevation between lower and ground floors and staircase at rear upper ground floor with associated works, internal alterations at lower, ground and second floor including relocation of the bathroom from the landing between the second floor front and rear bedroom and conversion of the existing bathroom into a bedroom. (listed building consent)</li> </ol>			
<b>Recommendation(s):</b>	Refuse Householder Permission and Listed Building Consent		
<b>Application Type:</b>	Householder Planning Application and Listed Building Consent		
<b>Conditions or Reasons for Refusal:</b>	Refer to Draft Decision Notice		
<b>Informatives:</b>			
<b>Consultations</b>			
	No. of responses	<b>01</b>	No. of objections
			<b>01</b>
<b>Neighbour Consultation</b>	A site notice was put up on 24/04/2024 and expired on the 18/05/2024. A press advert was put up on the 18/04/2024 and expired on 12/05/2024.  <i>No comment/objection has been received from neighbouring residents.</i>		

## Primrose Hill CAAC

Primrose Hill CAAC objected to the proposal. Concerns include:

- The regrettable decision to grant 2016/1407/P + 2016/2038/L at 64 Gloucester Crescent;
- Demolition of the flank wall to the existing back addition to create the Garden room at lower ground floor level;
- Fully glazed roof to the upper conservatory as a source of light pollution harmful to the amenity of neighbours;
- The door opening to the rear room at ground level should be reinstated but not enlarged;
- We object to the subdivision of the front room at the second floor. The proposed partition would destroy the proportions of this room, and disrupt the surviving symmetry of the wall with the original chimney breast;
- On the importance of retaining the footprint and plan form of Listed Buildings in the conservation area we refer to the Planning Inspector's dismissal of appeals at 32A Chalcot Square;

*Officer Comments: these are material planning considerations and will be discussed in the design and heritage section of the report.*

## Site Description

65 Gloucester Crescent is a three-storey (plus lower ground/basement) mid-19th century single family dwellinghouse located on the west side of Gloucester Crescent. The property is Grade II Listed and the application site is within the Primrose Hill Conservation Area.

There are four main building groups on Gloucester Crescent and the host building is located within the fourth building group which is a series of linked semi-detached villas at Nos. 1, 2 & 52-70 Gloucester Crescent, located at the far south-east and on the west side of the Crescent. These listed villas are two or three storeys high, with basements, and are constructed in London yellow stock brick with white painted stucco detailing. They vary in form and decoration, with features including recessed entrances, rusticated stucco at ground floor, bay windows, stucco quoins and ironwork balconies. Many of the villas are linked at ground and basement levels, with significant gaps retained at the upper levels, affording views of mature trees to rear gardens and of the rears of the taller properties on Regent's Park Terrace.

The building is arranged as a single family dwelling and the agent confirmed that access into the rear garden is currently through doors from the existing lower ground floor kitchen and from the lower ground floor utility room, and that the interior of no 65 is well maintained. It was also indicated that there have been various internal alterations over the years and the main living spaces are located on the lower ground and ground floors, with bedrooms and bathrooms above. The internal floor to ceiling level of lower ground floor is lower than the main body (ground floor) of the house, with floors above ground level accessed from stair landings. The rear of the house currently houses a utility room at lower ground floor level and a study at ground floor level.

To the front elevation the ground floor is raised approximately 1.5m above pavement level and is accessed by a flight of steps with narrow flight of steps leads down to the front lower ground floor. There is a hard landscaped patio adjacent to the house, with steps leading to an upper level that slopes up towards the rear boundary. There is a significant level change in the rear garden, which rises from lower ground floor level, where it is adjacent to the house, up by approximately 3m at the far end of the garden.

## Relevant History

**2019/0874/P** - New infill rear extension and minor internal and external alterations. **Granted planning permission on 29/03/2019.**

**2019/0876/L** - New infill rear extension and minor internal and external alterations affecting a Grade II Listed Building. **Granted listed building consent on 29/03/2019.**

**PE9800501R1** - Various alterations including the erection of a single storey conservatory extension at rear basement level, the formation of an extension at front basement level under the existing ground floor entrance, the addition of a rooflight and balcony to the rear roof slope in connection with the formation of a bedroom within the existing attic space. **Granted planning permission on 12/10/1998.**

### Other relevant sites

#### No. 57 Gloucester Crescent

2016/6644/P - Erection of new single storey rear extension at lower ground floor level to replace the existing rear conservatory. Granted on 28/02/2017 - 57 Gloucester Crescent 2016/6920/L - Erection of new single storey rear extension at lower ground floor level to replace the existing rear conservatory, alterations to the internal layout at lower ground floor level and installation of higher quality fittings and services. **Granted on 28/02/2017.**

#### No. 64 Gloucester Crescent

2016/2038/L - Erection of rear extension at lower ground floor level and conservatory at rear upper ground floor level. Enlargement of existing window openings and associated external and internal works – **Granted on 25/10/2017.**

2016/1407/P - Erection of rear extension at lower ground floor level and conservatory at rear upper ground floor level. Enlargement of existing window openings and associated external and internal works – **Granted on 25/10/2017.**

#### No. 67 Gloucester Crescent

2019/3647/P - Erection of rear infill extension at lower ground and ground floor level (following demolition of existing lower ground floor infill extension); reconfiguration of front vaults and external alterations to include new spiral staircase at rear to dwelling house (Grade II). **Refused on 27/02/2020.**

#### **Reason for refusal:**

*The proposed two storey infill rear extension by reason of its full width massing and inappropriate roof design, would appear as an inappropriate and incongruous addition that has a detrimental impact on the character and appearance of the host building which is Grade II listed, the wider terrace of which it forms part and the Primrose Hill Conservation Area, contrary to policies D1 (Design) and D2 (Heritage) of the London Borough of Camden Local Plan 2017 and the emerging London Plan 2019.*

2019/4098/L- Erection of infill extension at ground floor level; reconfiguration of front vaults; external alterations to include new spiral staircase to dwelling house and minor internal alterations to dwelling house (Grade II). **Refused on 27/02/2020.**

#### **Reason for refusal:**

*The proposed floor plan and front vaults alterations by virtue of their unsympathetic scale and loss of original fabric would adversely alter the host property's plan form to the detriment of the special character and historical significance of the Grade II listed building, contrary to policy D2 (Heritage) of the London Borough of Camden Local Plan 2017 and the emerging London Plan 2019.*

*The proposed two storey infill rear extension by reason of its full width massing and inappropriate roof design, would be an inappropriate and incongruous addition that has a detrimental impact on the special character and historical significance of the Grade II listed building and the terrace or which it forms part, contrary to policies D1 (Design) and D2 (Heritage) of the London Borough of Camden Local Plan 2017 and the emerging London Plan 2019.*

## **National Planning Policy Framework 2023**

### **The London Plan 2021**

#### **Camden Local Plan 2017**

Policy A1 Managing the impact of development

Policy D1 Design

Policy D2 Heritage

Policy A3 Biodiversity

Policy CC1 Climate change mitigation

Policy CC2 Adapting to climate change

Policy CC3 Water and flooding

#### **Camden Planning Guidance (CPG)**

Amenity CPG (January)

Design CPG (January 2021)

Home Improvements CPG (January 2021)

Biodiversity CPG (March 2018)

Energy efficiency and adaption CPG (January 2021)

Trees CPG (March 2019)

### **Primrose Hill Conservation Area Appraisal and Management Strategy 2000**

### 1. PROPOSAL

1.1. The applicant seeks planning permission and listed building consent for the following:

- Partial demolition of the closet wing to the rear flank elevation at lower and ground floor levels;
- Erection of a two storey extension to the rear elevation;
- Extension and replacement of the garden patio area to the rear elevation;
- Installation of external staircase to the rear between the lower and ground floors;
- Installation of internal partition wall for new enclosures at lower ground level;
- Sealing shut of the internal doors at lower and ground floor levels;
- Installation of plasterboard boxing and new door to subdivide the room at ground and lower ground floor levels and;
- Installation of internal partition for a new ensuite bathroom at second floor level.

### 2. CONSIDERATIONS

2.1. The material considerations for this application are as follows:

- Design and Heritage
- Amenity
- Landscaping

### 3. ASSESSMENT

#### Design and Heritage

3.1.1. Local Plan policies D1 (Design) and D2 (Heritage) are aimed at achieving the highest standard of design in all developments. Policy D1 requires development to be of the highest architectural and urban design quality, which improves the function, appearance and character of the area; and Policy D2 states that the Council will preserve, and where appropriate, enhance Camden's rich and diverse heritage assets and their settings, including conservation areas and listed buildings.

3.1.2. The Design Camden Planning Guidance (CPG) states that the Council will consider the impact of proposals on the historic significance of the building, 'including its features such as the original and historic materials and architectural features'. It also states:

*'As set out in Historic England Advice Note 1 (second edition, 2018) the cumulative impact of incremental small-scale changes on a particular heritage asset may have as great an effect on its significance as a larger scale change. Where the significance of a heritage asset has been compromised in the past by unsympathetic development to the asset itself or its setting, the Council will consider whether additional change will further detract from, or can enhance, the significance of the asset in order to accord with the approach set out in the NPPF... The Council recognises that changes to individual buildings, as well as groups of buildings such as terraces, can cumulatively cause harm to the character of conservation areas would therefore take cumulative impact into account when assessing a scheme's impact on conservation areas.'*

3.1.1. Sections 16, 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 ("the Listed Buildings Act") provide a statutory presumption in favour of the preservation of the character and appearance of Conservation Areas, and the preservation of Listed Buildings and their settings. Considerable importance and weight should be attached to their preservation. A proposal which would cause harm should only be permitted where there are strong countervailing planning considerations which are sufficiently powerful to outweigh the presumption including public benefit.

- 3.1.3. Policy HC1 of the London Plan 2021 states that development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process. The duties imposed by the Listed Buildings Act are in addition to the duty imposed by section 38(6) of the Planning and Compulsory Purchase Act 2004, to determine the application in accordance with the development plan unless material considerations indicate otherwise.
- 3.1.4. The NPPF requires its own exercise to be undertaken as set out in chapter 16 - Conserving and enhancing the historic environment. Paragraph 201 requires local planning authorities to identify and assess the particular significance of any heritage assets that may be affected by a proposal. Paragraphs 205-208 require consideration as to the impact of a proposed development on the significance of a designated heritage asset, including an assessment and identification of any harm/the degree of harm.
- 3.1.5. The application site is a grade II listed building and is situated in the Primrose Hill Conservation Area. It comprises a semi-detached house in single-family dwelling use, dating from the 19th century. As per the planning history section listed above, planning permission was granted ref. 2019/0874/P dated 29<sup>th</sup> March 2019 for similar external works to those proposed, in the form of infill extensions at lower and ground floor levels. A similar two storey extension, ref. 2016/1407/P, was also recently approved at the adjoining 64 Gloucester Crescent, which forms a symmetrical pair with the host dwelling with no 65 Gloucester Crescent. The proposed conservatory design would replicate the bulk and scale of the recently approved extension at the host site including its glazing. No objection was made to the principle of the rear extensions as part of that previous application. Notwithstanding the above, the previously approved proposal did not result in a significant loss of the original fabric of the host building nor did it impact on the plan form of the host building which is discussed further in section 3.1.7 below.
- 3.1.7. It is noted that a large section of the side wall of the existing rear projection would be demolished to accommodate the access being proposed internally on the ground and lower ground floors. Whilst the erection of a 2 storey infill extension at lower and ground floor level would enable an enlarged kitchen to be relocated from the basement to the ground floor and a garden room and gym to be provided at basement level, these changes would alter the plan form of the host building. Although it is acknowledged that the lower ground area is of lesser significance within the listed building there it is considered that there is no justification for the amount of demolition work being proposed.
- 3.1.8. Similarly the demolition work being proposed to the ground floor is considered to be without any merit given the ground floor is pivotal to the appearance of the Listed Building and as such the Council's Conservation Officer has raised an objection to the loss of the historic fabric of the building for these reasons. As discussed in the 'site description' section of this report, the interior of the property is well maintained which is also confirmed in the submitted Heritage Statement.
- 3.1.9. Thus, whilst there is some similarity to the planning permission granted under 2019/0894/P, the proposed internal works that would be undertaken in modernising and upgrading the property, which should respect the survival of historic fabric and original features where they exist and as submitted this would not do so in this instance. Whilst the principle of the rear lower ground and upper ground floor extension is acceptable as this has been established by another recent planning permission, this proposal fails to replicate the previously approved scheme and is unacceptable given the intrusive methods the proposal would use to achieve the linked spaces within the existing building envelope (as well as within a new rear extension which would sit within the closet wing return, projecting beyond the historic rear building line by approximately 2.3m at lower ground and upper ground floor levels).

- 3.1.10. The supported Heritage Statement that was submitted with the application indicate that the proposed 2 storey rear extensions would be constructed with a base 'plinth' at lower ground floor which would sit below the timber framed glazed conservatory and the proposed lower-ground floor extension would consist of a fully glazed opening. Whilst the proposed aluminium-framed glazing is supported at lower ground and the glazed conservatory design at ground floor level is also supported, the number of alterations being proposed including the loss of the historic fabric due to the demolition works and the loss of the original detailing such as the historic window to the rear elevation, would leave a very limited degree of discernible original character and therefore would result in clear and irreplaceable harm to the significance of the host building which would also substantially diminish the character of the host building.
- 3.1.11. It is proposed to install a new external staircase between the upper and lower ground floors. The new staircase would be constructed of black-painted steel that would resemble the railings to the front area of the building. It would also involve the complete removal of the existing sash window; The existing flank wall at of the existing "study" room at ground floor level would be demolished that would form a large "sitting room" and whilst these changes would have a limited visibility from the public realm, the loss of the historic window, and the loss of the historic fabric of the host building would fail to preserve or enhance the character and appearance of the host building.
- 3.1.12. The enlargement of the patio area to the rear is considered acceptable given an adequate proportion of the rear garden would remain as green space and the proposed works do not require the removal of any established trees. If the application was otherwise acceptable a condition would be attached to ensure that the proposed paving stones are of good quality and are permeable.
- 3.1.13. The former lower ground rear entrance door would be infilled with timber, and a new gym enclosure is proposed with new door arrangement. It is further intended to subdivide the remains of the rear room in the lower ground floor and build a lavatory and the proposed wall would be attached to the chimney breast. The formation of the wall in this location would be unacceptable and would detract from the plan form of the building. At ground floor level it is proposed to relocate the kitchen from its original location in the basement to the front room at ground floor level and the location of the proposed kitchen is therefore considered harmful to the plan form of the host building.
- 3.1.14. At second floor level the provision of a bathroom in this location is totally unacceptable as the bathroom enclosure would be formed from the chimney breast and also because the lavatory is set deep in the plan so that the proposed drainage would interfere with underfloor structures. As such, the overall harm to the historic building would not be outweighed by the plan form improvement in the front room. Overall, the proposals for the interior of the building involve significant changes to the original fabric of the building and are considered harmful to the architectural and historic significance of the listed building.
- 3.1.15. The Heritage assessment provided with the application does not acknowledge or address these impacts. Therefore, also noting the harmful and excessive works to the external fabric of the building, the removal of the internal historic fabric and plan form, and the general erosion of this heritage feature within the conservation area, the proposal is considered to harm the significance of the listed building and will also harm the significance of the conservation area. There are no public benefits that would outweigh this harm.
- 3.1.16. In considering whether to grant listed building consent for any works, the Council has had special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses, under s.16 and 66 of the Listed Buildings and Conservation Areas Act 1990 as amended by the Enterprise and Regulatory Reform Act (ERR)2013. Special attention has also been paid to the desirability of preserving or enhancing the character or appearance of the Primrose Hill Conservation Area, under s.72 of the Planning (Listed Buildings and Conservation Areas Act 1990) as amended by the Enterprise and Regulatory Reform Act (ERR) 2013.

## 3.2 Design and Heritage Conclusion

- 3.2.1 On balance, the harm to the architectural and heritage character of the building due to the loss of the historic wall to the rear along with the rear ground floor window, which are important and characteristic features of the Grade II listed building, are unacceptable in the planning balance. They subdivide the remains of the rear room in the LGF and build a lavatory, whose wall will spring from the chimney breast and the former back window, now a French window, would also be blocked and these changes are not outweighed by the reinstatement of plan form caused by re-enclosing the rear room.
- 3.2.2 A similar amount of demolition of the closet wing is proposed at ground floor level. The moving of the fitted kitchen from its correct site in the basement to the front room is harmful. This is not outweighed by the plan form improvement in the front room. The provision of a bathroom at second floor is also harmful to the building's historical interest. The proposed new wall enclosure would spring from the chimney breast and a lavatory is set deep in the planform of the building and potentially this may lead to concerns that the proposed drainage would likely interfere with underfloor structures. The proposed loss of the plan form of the building is also harmful, as identified above, and the cumulative impact would have a detrimental impact to the significance of the listed building and its setting within the Primrose Hill Conservation Area, although the proposed harm would be less than substantial, the harm to the listed building is identified as given considerable weight and importance. There are no public benefits that would outweigh this harm and the proposal therefore does not meet policies D1 and D2 of the Camden Local Plan 2017. As such, the proposal fails to accord with policies D1 and D2 of the Camden Local Plan, the London Plan 2021, or the NPPF 2023. From heritage and conservation perspective the application is unacceptable and should be refused.

### 3.2.3 Amenity

Policy A1 seeks to protect the amenity of Camden's residents by ensuring the impact of development is fully considered. It seeks to ensure that development protects the quality of life of occupiers and neighbours by only granting permission for development that would not harm the amenity of neighbouring residents. This includes privacy, outlook and implications on daylight and sunlight. This is supported by the CPG Amenity.

- 3.2.4. The proposed rear extension at lower-ground and ground floor would be constructed along the flank elevation with no. 64 Gloucester Crescent. At lower ground floor level the proposal would be lower than the existing party wall dividing both properties and at ground floor level the extension would be of a similar height and depth with the neighbours' rear addition at no 64 Gloucester Crescent. Thus, the proposed rear extension is not considered harmful to the neighbouring amenities in terms of daylight/sunlight and therefore the proposal complies overall with policy A1 of the 2017 Camden Local Plan and Amenity CPG.

## 4.0 RECOMMENDATION

### 4.1 Refuse Planning Permission for the following reasons:

- 4.2 The proposed alterations to the rear of the building, namely the demolition of the flank wall of the rear closet wing and loss of the two historic window openings associated with the proposed two storey rear extension, would result in the unacceptable loss of historic fabric and plan form to the grade II Listed Building causing unjustifiable harm to this heritage asset, contrary to policies D1 (Design) and D2 (Heritage) of the London Borough of Camden Local Plan 2017.

### 4.3 Refuse Listed Building Consent for the following reasons:

- 4.4 The design of the proposed two storey rear extension, by reason of the associated inappropriate demolition of the historic external closet wing flank wall at ground and lower ground floor level and loss of the original rear elevation window openings at ground floor and basement levels, would result in the unacceptable loss of historic fabric and plan form resulting in harm to the significance of the listed building contrary to policy D2 (Heritage) of the London Borough of Camden Local Plan 2017.



4.5 The internal alterations to plan form including the relocation of the kitchen from its original location in the basement to the ground floor principal front room, and the various subdivisions at ground, basement and second floor levels would result in unacceptable harm to the legibility of the historic plan form of the Grade 2 Listed Building to the detriment of its special architectural character and historic interest contrary to policy D2 (Heritage) of the London Borough of Camden Local Plan 2017.