

Your ref : 2016/1065/P

Our ref : AJM / A164871

24<sup>th</sup> March 2016

Laura Hazelton,  
Regeneration and Planning Development Management  
London Borough of Camden  
Town Hall  
Judd Street  
London  
WC1H 8ND

Dear Ms. Hazelton,

**Application references 2016/1065/P + 2016/1221/L : extensions to 8 Prince Albert Road, Camden**

**Representations on behalf of Mr and Mrs Carroll : 7 Prince Albert Road, Camden**

We are acting on behalf of Mr and Mrs Carroll, the occupants of 7 Prince Albert Road, Camden, whom you have consulted in relation to these planning and listed building consent applications. Mr and Mrs Carroll have already written expressing their personal concerns to you – this letter is a professional assessment made on their behalf.

The proposal is to construct a three storey extension ( lower ground, ground and first floor ) on the east side of no 7. The proposals will extend 5.2m from the gable of no 7 to within 2.6m of my client's boundary and 6.8m of their west elevation. Both nos 7 and 8 are listed Grade II buildings, are located on Prince Albert Road which is listed in its entirety facing Regents Park a Grade 1 Listed park and are located within the Primrose Hill Conservation Area.

**Deficiency of application submissions**

Having seen the properties on site and looked at the relevant background material, the applications are deficient in the following regard :

- a) No proposed street scene has been prepared in support of the proposals. Given the site's location within a high quality Conservation Area and within a road of listed buildings this is essential to allow the local planning authority to assess properly the effect of the proposal on the surrounding area.

- b) My clients' property at no 7 is not shown on the proposed site layout which makes it difficult for the local planning authority to assess the impact of the proposal on their amenity.
- c) There are a number of mature trees within the application site and close to its boundary on my clients' land the roots of which are likely to be affected by the proposals. A tree survey and arboricultural impact assessment should be requested from the applicant.

As currently submitted, the applications should be refused on the basis that inadequate information has been submitted to allow the local planning authority to assess the impacts of the proposals.

### **Planning policy**

The National Planning Policy Framework 2012 provides important policy guidance in relation to heritage assets. Paragraph 131 states that local planning authorities should sustain and enhance the significance of heritage assets. Paragraph 132 requires heritage assets to be conserved – significance can be harmed or lost through alteration and substantial harm should be exceptional. Paragraph 133 clarifies that they should refuse consent for proposals which create substantial harm to designated heritage assets unless substantial public benefits outweigh the harm or the asset cannot be put to a viable use.

Camden Council has reviewed its main planning policies and is now consulting on the Camden Local Plan Submission Draft 2016. The consultation is running for eight weeks until 4 April 2016.

The Council adopted a Core Strategy in November 2010 and relevant policies are as follows with the most pertinent parts underlined :

#### **CS14 – Promoting high quality places and conserving our heritage**

##### **DP24 – Securing high quality design**

*“The Council will require all developments, including alterations and extensions to existing buildings, to be of the highest standard of design and will expect developments to consider:*

- a) character, setting, context and the form and scale of neighbouring buildings;*
- b) the character and proportions of the existing building, where alterations and extensions are proposed;*
- c) the quality of materials to be used;*
- d) the provision of visually interesting frontages at street level;*
- e) the appropriate location for building services equipment;*
- f) existing natural features, such as topography and trees;*
- g) the provision of appropriate hard and soft landscaping including boundary treatments;*
- h) the provision of appropriate amenity space; and*
- i) accessibility”*

## **DP25 – Conserving Camden’s heritage**

### “Conservation areas

*In order to maintain the character of Camden’s conservation areas, the Council will:*

- a) take account of conservation area statements, appraisals and management plans when assessing applications within conservation areas;*
- b) only permit development within conservation areas that preserves and enhances the character and appearance of the area;*
- c) prevent the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area where this harms the character or appearance of the conservation area, unless exceptional circumstances are shown that outweigh the case for retention;*
- d) not permit development outside of a conservation area that causes harm to the character and appearance of that conservation area; and*
- e) preserve trees and garden spaces which contribute to the character of a conservation area and which provide a setting for Camden’s architectural heritage.*

### Listed buildings

*To preserve or enhance the borough’s listed buildings, the Council will:*

- e) prevent the total or substantial demolition of a listed building unless exceptional circumstances are shown that outweigh the case for retention;*
- f) only grant consent for a change of use or alterations and extensions to a listed building where it considers this would not cause harm to the special interest of the building; and*
- g) not permit development that it considers would cause harm to the setting of a listed building.*

### Archaeology

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

### Other heritage assets

*The Council will seek to protect other heritage assets including Parks and Gardens of Special Historic Interest and London Squares”*

## **DP26 – Managing the impact of development on occupiers and neighbours**

*“The Council will protect the quality of life of occupiers and neighbours by only granting permission for development that does not cause harm to amenity. The factors we will consider include:*

- a) visual privacy and overlooking;*
- b) overshadowing and outlook;*
- c) sunlight, daylight and artificial light levels;*
- d) noise and vibration levels;*
- e) odour, fumes and dust;*
- f) microclimate;*

*g) the inclusion of appropriate attenuation measures.*

*We will also require developments to provide:*

*h) an acceptable standard of accommodation in terms of internal arrangements, dwelling and room sizes and amenity space;*

*i) facilities for the storage, recycling and disposal of waste;*

*j) facilities for bicycle storage; and*

*k) outdoor space for private or communal amenity space, wherever practical.*

The Council has also adopted Supplementary Planning Documents which are relevant to the proposals.

### **Camden Planning Guidance : CPG1 Design 2015**

#### ***Building design***

Good design should:

- ensure buildings do not significantly overshadow existing/proposed outdoor spaces (especially designated open spaces), amenity areas or existing or approved renewable energy facilities (such as solar panels). For further information, refer to CPG3 Sustainability Renewable energy (A shadowing exercise may be required for tall buildings or where they are near open spaces);
- consider the extent to which developments may overlook the windows or private garden area of another dwelling;
- consider views, both local and London wide, and particularly where the site is within a recognised strategic viewing corridor (as shown on the policy Proposals Map);
- consider the degree of openness of an area and of open spaces, including gardens including views in and out of these spaces
- contributions to the character of certain parts of the borough;
- provide visual interest for onlookers, from all aspects and distances.  
This will involve attention to be given to both form and detail;
- consider opportunities for overlooking of the street and, where appropriate, provide windows, doors and other 'active' features at ground floor; and
- incorporate external facilities such as renewable energy installations, access ramps, plant and machinery, waste storage facilities and shading devices into the design of the development. Careful consideration must be given to ensure that the facility does not harm the built environment.

#### ***Extensions, alterations and conservatories***

##### **KEY MESSAGES**

- Alterations should always take into account the character and design of the property and its surroundings.
- Windows, doors and materials should complement the existing building.
- Rear extensions should be secondary to the building being extended.
- You can make certain types of minor alterations without planning permission (see below) external alterations.

### ***Side extensions***

Paragraph 4.16 states that certain building forms may lend themselves to side extensions. Such extensions should be designed in accordance with the general considerations set out above in paragraph 4.10. As illustrated in Figure 3 side extensions should also:

- be no taller than the porch; and
- be set back from the main building.

**Figure 3. Side extensions**



Paragraph 4.17 states that in many streets in the north of the Borough houses have mature rear gardens that can often be seen through gaps between buildings, softening the urban scene and providing visual interest. The infilling of gaps will not be considered acceptable where:

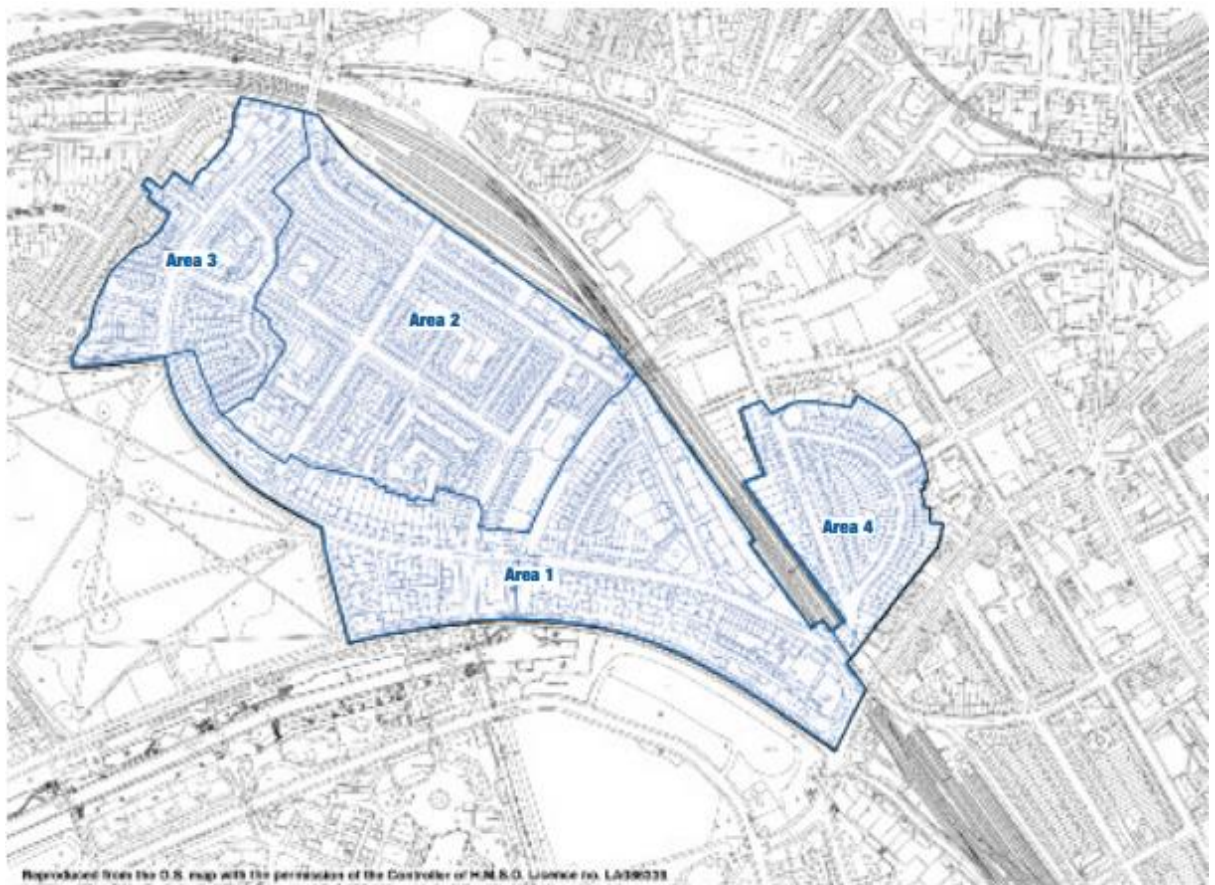
- significant views or gaps are compromised or blocked;
- the established front building line is compromised;
- the architectural symmetry or integrity of a composition is impaired;
- the original architectural features on a side wall are obscured; or
- access to the rear of a property is lost.

Paragraph 4.18 states that where a property is located in a conservation area, reference should be made to the relevant conservation area statements, appraisals and management plans, which often identify important gaps and vistas where infilling would be inappropriate.

### **Camden Planning Guidance : CPG6 Amenity 2015**

This SPD clarifies how the Council will assess impacts of proposals on neighbours' living conditions. Paragraph 6.6 states that a 25 degree angle measured from the centre of the lowest window affected in a neighbouring property will be applied. Subsequent paragraphs also refer to assessing the amount of Vertical Sky Component remaining if the scheme goes ahead ( 6.9 ), the Average Daylight Factor ( 6.11 ), sunlight ( 6.16 ) and outlook ( 7.8 ).

### **Primrose Hill Conservation Area Statement**



#### *Sub areas*

Prince Albert Road is located within Sub Area 1: Regent's Park Road South

*“This sub area is located to the south of the Conservation Area and is largely flat with a small incline from south east to north west. It is neighboured to the west by Primrose Hill, and to the south by Regent's Park and London Zoo. The Regent's Canal forms a natural boundary to north west, whilst the railway line forms a boundary to the north. The area is primarily occupied by residential uses.*

*This sub area is characterised by a low density of development and abundant vegetation with a large number of mature street trees and private trees to garden areas creating green corridors to the principle roads. These roads are dominated by large villa style properties that are set back from the highway and surrounded by substantial garden spaces. Rear gardens are also visible through gaps between buildings and in views from secondary roads and mews.*

*“Regent’s Park is an early 19th century public park designed by Nash and is a Grade I park in the English Heritage Register of Parks and Gardens of special historic interest in England. Primrose Hill and Regent’s Park reinforce the green character of the Conservation Area. Large sections of Albert*

*Terrace, Prince Albert Road and Regent’s Park Road run direct alongside the parks, affording views across the parkland and of mature trees that line the edges of these open spaces.*

*Located opposite the parks are the grandest properties within the Conservation Area, in terms of height, decoration and relationship to plot. Notable examples are the cream coloured Crown Estate villas on Prince Albert Road. These properties have highly decorative stucco work to the front elevations and are set back from the highway with high boundary walls and substantial front and side gardens, containing mature trees. The significance afforded to the relationship between these buildings and Regent’s Park is clearly illustrated at Nos.1-5 Prince Albert Road. Here, the substantial front garden areas have been achieved at the expense of the rear gardens, which are either narrow or non-existent, with a number of buildings backing directly onto Regal Lane. The narrow overall width of the plots allows numerous views of the rears of properties on Regent’s Park Road and within Regal Lane.”*

**Listed buildings:**

Prince Albert Road 1-8 consecutive, 10-22 consecutive. Buildings which make a positive contribution: Prince Albert Road 9

**1-15, Prince Albert Road**

Grade II

Date first listed: 14-May-1974

Date of most recent amendment: 11-Jan-1999

The listing description for Prince Albert Road is extensive and is included in the applicant’s Design and Access Statement. The buildings are listed as a street but are also referred to individually. Nos 7 and 8 are described as follows :

*Nos 6 & 7: semi-detached pair.*

*Irregular facade of 3 storeys and attics, 4 windows plus later C19 2-window recessed entrance extension to west end. No.6 with projecting right hand entrance bay; round-arched entrance with fanlight and panelled door. Recessed sashes, 2nd floor in shallow rectangular recesses. 1st floor casements with cast-iron balconies. Projecting cornice continuing around the house. Entrance bay with small pedimented attic having an oculus. No.7 with projecting*

*right hand bay having canted bay window with margin glazing to ground floor, upper floors with tripartite sashes; pediment with Diocletian attic window in tympanum. Tall slab chimney-stacks.*

*Nos 8 & 9: semi-detached pair,*

*No.9 rebuilt in facsimile following war damage and included for group value. 3 storeys and attics. Symmetrical facade of 4 windows plus 2 storey single window extension to No.9. Attic dormers in slated mansard roofs. Outer entrance bays slightly projecting with segmental-arched porticoes with keystones and parapet. Square-headed doorways with fanlights and panelled doors. Corinthian pilasters rising through 1st and 2nd floors flanking recessed sashes with margin glazing. Houses divided by paired Corinthian pilasters to either side of which tripartite sashes; 1st floor with floating cornices; 2nd floor with sill band continuing across the front of the houses. Simplified entablature. Extension with 2-light windows having margin glazing.*

### **Planning history**

As one would expect, Prince Albert Road has an extensive planning history. However, there have been a number of cases where attempts have been made to extend properties in the manner currently proposed and the schemes have been refused and/or dismissed at appeal.

#### **11 Prince Albert Road London NW1 7SR**

- 2010/5644/L** Erection of a three storey side extension at lower ground, ground and first floor levels and internal alterations of single dwelling (class C3) **Refused 21-12-2010 [Appeal Dismissed 07-07-2011]**
- 2010/5636/P** Erection of a three storey side extension at lower ground, ground and first floor levels of single dwelling (class C3). **Refused 21-12-2010 [Appeal Dismissed 07-07-2011]**
- 2014/1066/L** Internal and external alterations to include the erection of a 2 storey side extension at lower and ground floor level with associated side entrance and external stair, removal and addition of internal partitions and doors **Refused 19-08-2014**
- 2014/1054/P** Erection of a 2 storey side extension at lower and ground floor level to dwelling house with associated side entrance and external stair **Refused 19-08-2014 [Appeal Dismissed 13-02-2015]**
- 2014/7607/L** Internal and external alterations comprising erection of a single storey side extension to lower ground floor level, basement excavation, removal and addition of internal partitions and doors **Withdrawn**

#### **13 Prince Albert Road London NW1 7SR**

- 2011/0047/L** Erection of a 3 storey side extension at 1st, 2nd and roof level with dormers to front and rear roof slope internal alterations to accommodate the extension to dwelling (Class C3) **Refused 04-02-2011**



**2011/0042/P** Erection of a 3 storey side extension at 1st, 2nd and roof level with dormers to front and rear roof slope to dwelling (Class C3) **Refused 04-02-2011**

**15 Prince Albert Road London NW1 7SR**

**2012/1403/L** Erection of a part single storey side extension and part two storey side extension at lower and ground floor levels (following demolition of existing garden room), alterations to windows/doors on west elevation, internal alterations and associated landscaping all in connection with existing dwellinghouse (Class C3) **Refused 15-03-2012 [Appeal Dismissed 06-12-2012]**

**2012/1401/P** Erection of a part single-storey, part two-storey side extension at ground and lower ground floor levels involving additional excavation, following demolition of existing garden room, and alterations to windows/doors on west elevation and associated landscaping, all in connection with the existing dwellinghouse. **Refused 15-03-2012**

**2012/4433/P** Erection of two-storey side extension at lower ground floor level and excavation of part of garden to create garden room at lower ground floor level (following demolition of existing pool house), alterations to windows/doors on west elevation and associated landscaping, all in connection with the existing dwellinghouse (Class C3) **Withdrawn**

**2012/4435/L** Erection of two-storey side extension at lower ground floor level and excavation of part of garden to create garden room at lower ground floor level (following demolition of existing pool house), alterations to windows/doors on west elevation, internal alterations and associated landscaping, all in connection with the existing dwellinghouse (Class C3) **Withdrawn**

**Planning considerations.**

The main issues for consideration are :

- The impact of the proposals on no 8 as a designated heritage asset
- The impact of the proposals on the setting of no 7 as a designated heritage asset
- The effect of the proposals on the character and appearance of the Primrose Hill Conservation Area and Prince Albert Road itself as an entity
- Impacts on the residential amenity of no 7 and the other dwellings to the rear
- Effect on trees

1) Impact on no 8 as a listed building.

No 8 is a listed building in its own right and was designed to be viewed as it is. It was listed in 1974 on the basis of its current appearance and is referred to in the Conservation Area Statement as forming one of a number of the grandest properties in the Conservation Area. It already is a substantial dwelling and provides a generous amount of accommodation which is more than capable of catering for the needs of a large family.

The scheme proposes adding a very large extension to its eastern elevation which will significantly detract from its historic and architectural character by adding an extraneous element which unbalances the main front and rear elevations. As an attempt at pastiche, it has no historic legibility as it does not differentiate between the original and the new. The level of harm caused to no 8 is substantial because of the drastic effect on the appearance and structure of the building.

There is nothing which justifies this degree of harm. There are no substantial public benefits accruing; the building does not need to be extended to be capable of human habitation; and there is no evidence that the building is in a poor state of repair. Creating substantial harm, the proposal should be refused at face value.

In their Design and access Statement, the applicant is dismissive of this point claiming that no 8 is only listed for its group value. While true for no 9 which is a facsimile built in the 1980's to replace war damage, this is not the case for no 8 which is original and is addressed individually in the listing description. It is a listed building and therefore valuable in its own right and is worthy of preservation for its own sake.

It is also not true that there is any need to restore symmetry to nos 8 and 9. There are numerous examples of buildings along Prince Albert Road where features were originally included such as towers to break up the symmetry of the semi-detached buildings.

## 2) Impact of setting of no 7.



**View from Prince Albert Road**

No 7 is also listed in its own right and national and planning policy requires its setting to be preserved. Part of no 7's setting is formed by its relationship with no 8 and in particular by the space which currently exists between the two buildings. The extensions proposed will intrude into this space and detract from the immediate setting of the building when viewed from Prince Albert Road. This is illustrated in the photograph above. No 7 was designed to be viewed as a grand villa located within its own grounds with space on either side. The extensions proposed crowd into this space and detract from its isolation.



### **View from Regal Lane**

Although front elevations are important, views of rear elevations are also important because of the wider effect they have. The setting of no 7 is more apparent when viewed from Regal Lane to the north. The photograph above illustrates how the extensions will crowd no 7 and detract from its wider setting.

Again, there are no public benefits accruing from the proposal which warrant this degree of harm to the setting of no 7, a designated heritage asset.

### **3) Effect on the Conservation Area.**

Even from a cursory walk along Prince Albert Road, it is apparent that it was designed to ensure there were clear gaps between each of the buildings so that the very high quality of their design and materials could be shown off. This is referred to in the Conservation Area Statement which states :

*“These roads are dominated by large villa style properties that are set back from the highway and surrounded by substantial garden spaces. Rear gardens are also visible through gaps between buildings and in views from secondary roads and mews.”*

And

*“These properties have highly decorative stucco work to the front elevations and are set back from the highway with high boundary walls and substantial front and side gardens, containing mature trees.”*



### **Prince Albert Road street scene**

This point is illustrated in the photograph above which clearly shows the grand form of the buildings and the gaps between. The proposals will run directly against this grain of development and will detract from one of the main characteristics of the Conservation Area. They will contribute directly to a terracing effect so that over time the gaps will be closed and the Road will have the appearance of a suburban terraced street rather than a grand, high quality Victorian streetscape. There currently is a gap between nos 7 and 8 through which views of the rest of the Conservation Area including the Cecil Sharp House can be obtained. This will be closed if the scheme proceeds.

The Council has already adopted design guidelines to address these problems as indicated in paragraph 4.17 of CPG1 : Design. The proposals are clearly contrary to these.

Largely, these gaps are still intact and the planning history section above shows that the Council has consistently and successfully resisted similar proposals along the Road. Approval of the proposal will run counter to this consistent approach and make it difficult for the Council to resist similar proposals along Prince Albert Road.

#### 4) Residential amenity

The proposals have a direct, adverse impact on the residential amenity of no 7 by virtue of loss of light, overshadowing, loss of outlook and overbearing impact. As the photograph below illustrates, no 7 has habitable room windows facing no 8 on its side elevation at lower ground, ground and first floor level.



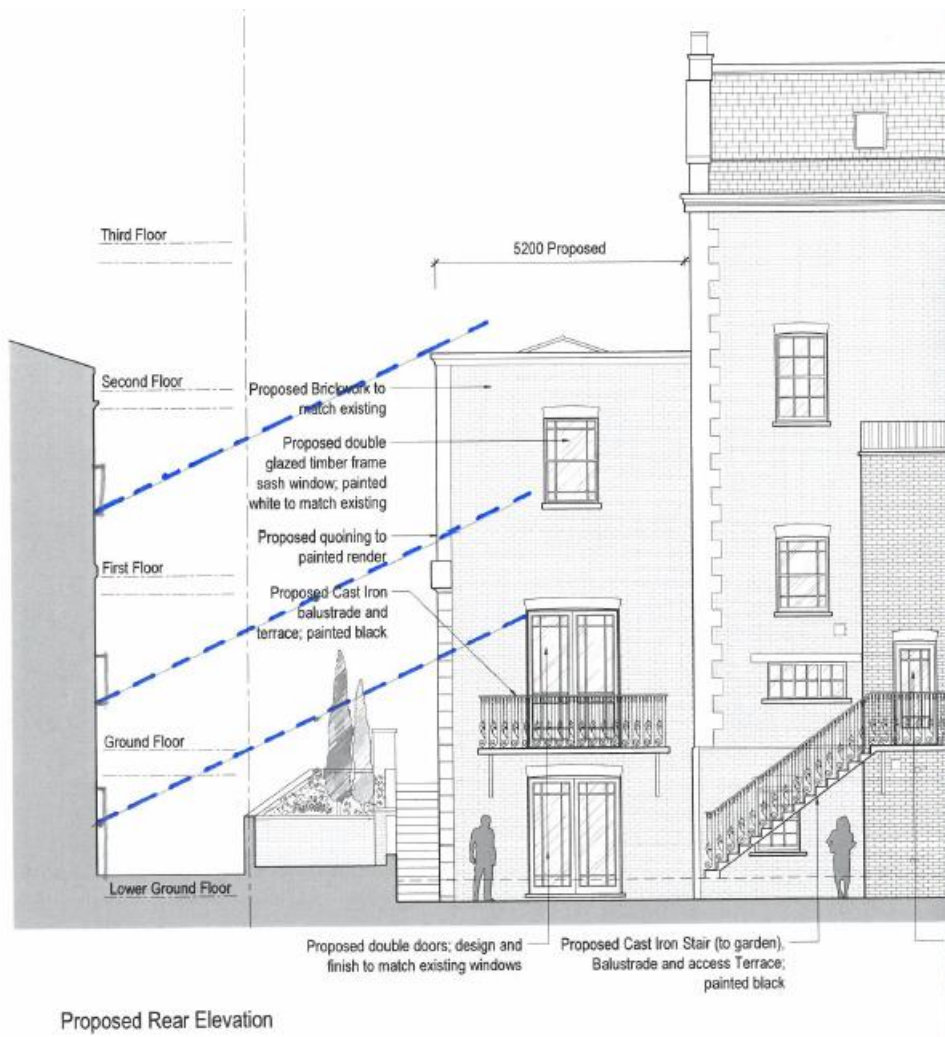
**Lower ground floor side windows to no 7**



**Ground floor side windows to no 7**

These windows are dependent on the gap between nos 7 and 8 to receive natural daylight over the top of no 8's roof and around the sides of the building. By moving a significant bulk of extension closer to them they will be darkened. Direct sunlight in the afternoons and evenings as the sun tracks around the sky east to west will also be affected and it is likely the extension proposed will also cause overshadowing.

CPG6 : Amenity addresses these issues and at paragraph 6.6 states that the 25 degree rule of thumb should be used measured from the lowest window to assess impacts on daylight to existing windows. The diagram below shows the 25 degree rule applied to the proposal.



## 25 degree guideline

The blue dotted line is the 25 degree line measured from each of no 7's side windows to the extension which will only be 6m away. This shows that both no 7's lower ground and ground floor windows will be adversely affected by the proposal with only the first floor windows marginally affected. This confirms the impression obtained on site which is that the extensions will overpower these side windows. It will also reduce the amount of Vertical Sky Component available from each of these windows and the amount of Average Daylight each can enjoy. It will also create a loss of outlook from each of the windows – currently these enjoy pleasant outlooks over the front and rear gardens of the properties to the west. An

oppressive, overbearing effect will also be created simply by moving such a mass of building closer to the shared boundary.

The proposal will also adversely impact on the rear patio/garden area to the rear of no 7 by reducing the amount of natural light and direct sunlight available to it particularly in the late afternoons and early evenings during the summer. The extension will block a gap through which the patio currently receives direct sunlight.

These impacts are notoriously difficult to quantify in writing and so we would suggest that the case officer arrange to view the application site from each of no 7's rooms affected to form her own impression. I understand Mr and Mrs Carroll have already forwarded an invitation to do so.

#### 5) Trees

There are a number of mature trees located within the application site close to the proposed extension. There is also a mature sycamore within no 7's garden close to the shared boundary which is protected by virtue of being within the Conservation Area. These trees are clearly visible in the photographs referred to above. They form part of the character and appearance of the Conservation Area and contribute positively to the very attractive street scene. It is very likely these trees root systems will be affected by the construction of the extension which will affect their long term health and ability to remain on the site.

Despite this no tree impact report has been submitted with the application which is a significant oversight. The application should be refused until this matter is properly assessed.

#### **Conclusions.**

The size and nature of the extensions proposed cause substantial harm to no 7 Prince Albert Road which as a Grade II Listed Building is a designated heritage asset. There is no justification for this harm and there are no public benefits which would otherwise warrant it.

The proposals adversely affect the setting of no 8 Prince Albert Road which is also a designated heritage asset. Again there are no public benefits to weigh against it.

The proposal runs contrary to the grain of built development in this highly attractive Conservation Area by closing the gap between two grand Victorian villas which were designed to be viewed within their own spacious grounds. It will detract from the character and appearance of the Conservation Area and Prince Albert Road itself. It runs contrary to the design guidelines the Council have already adopted in CPG1 : Design and, if approved, would make it difficult for the Council to resist similar proposals along Prince Albert Road.

The proposal adversely affects habitable room windows in the side elevation of no 7 facing the application site by way of loss of daylight, sunlight and overshadowing; loss of outlook; and overbearing impact.

The root systems of attractive, mature trees which are protected are likely to be affected by the proposal which should be refused on those grounds unless a tree impact report can demonstrate otherwise.

I would be grateful therefore if you could take these points on board in the determination of the applications.

Yours sincerely,

A handwritten signature in blue ink, appearing to read 'Al Morrow'.

Al Morrow  
PHILLIPS PLANNING SERVICES LTD.