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Planning. Design. Economics.

**No. 8 Prince Albert Road, London,
NW1 7SR**

Appeal Statement of Case

Refs. 2016/1065/P and 2016/1221/L

Ms Claire Farrow, PAR Ltd

10 May 2016

14960/IR/GL/DCa

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1.0 Introduction

1.1 This written representation Statement of Case is prepared by Nathaniel Lichfield & Partners (NLP) on behalf of Ms. Claire Farrow, PAR LTD (the appellant).

1.2 This Statement is submitted for linked appeals (for the same proposals) against the decision by the London Borough of Camden to refuse planning permission (ref. 2016/1065/P) and listed building consent (ref. 2016/1221/L) on 18 April 2016 for:

“Erection of 3 storey side extension; new internal openings between the proposed extension and original dwelling at lower ground, ground and first floor level; replacement of 2 x existing windows with new doors at rear lower ground and ground floor level; installation of new staircase from ground floor to garden level; and creation of new steps to the side and rear garden.”

Appeal Issues

1.3 The key issues with these appeals are whether the scale and siting of the proposed side extension would be detrimental to the character and appearance of the host building and gaps between buildings; whether the proposed internal alterations would result in an unbalanced composition and false sense of hierarchy to the ground floor level plan form, and whether the proposed alterations to the rear would be incongruous additions causing harm to the overall composition and proportions of the host building, contrary to the planning policies cited in the Council’s reasons for refusal.

1.4 This Statement should be read in conjunction with the plans, drawings, photographs and other relevant supporting documentation provided in the Appendices (a separate bound document).

2.0

Applications Subject to Appeal

2.1

These appeals relate to planning applications submitted to the London Borough of Camden by NLP on behalf of Ms. Claire Farrow, PAR LTD, dated 24 February 2016 (refs. 2016/1065/P and 2016/1221/L). The application form, site location plan, existing and proposed plans and elevations and other supporting documents are provided in the separate Appendices to this Statement.

2.2

The description of the proposal as shown on the decision notices is:

“Erection of 3 storey side extension; new internal openings between the proposed extension and original dwelling at lower ground, ground and first floor level; replacement of 2 x existing windows with new doors at rear lower ground and ground floor level; installation of new staircase from ground floor to garden level; and creation of new steps to the side and rear garden.”

Reasons for Refusal

2.3

The planning permission and listed building consent applications were refused by the London Borough of Camden on 18 April 2016. The Reasons for Refusal were:

Planning Permission

“1. The proposed side extension, by reason of its scale and siting would be detrimental to the character and appearance of the host building and the distinctive gaps between neighbouring villas which form part of the character and appearance of the conservation area in this location. The development is therefore considered contrary to policy CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy; and policies DP24 (Securing high quality design) and DP25 (Conserving Camden's heritage) of the London Borough of Camden Local Development Framework Development Policies.

2. The proposed alterations to the rear fenestration and the installation of a staircase would be incongruous additions to the host building which would result in the loss of historic windows and cause harm to the overall composition and proportions of the host building. The development is therefore considered contrary to policy CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy; and policies DP24 (Securing high quality design) and DP25 (Conserving Camden's heritage) of the London Borough of Camden Local Development Framework Development Policies.”

Listed Building Consent

“1. The proposed side extension, by reason of its scale and siting would be detrimental to the character, appearance and setting of the host listed building. The proposed extension therefore fails to respect the special historic and architectural interest of the listed building contrary to Policy CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy; and Policy DP25 (Conserving Camden's heritage) of the London Borough of Camden Local Development Framework Development Policies.

2. The proposed internal alterations and loss of historic fabric through the creation of new openings within the existing side elevation would give an unbalanced composition and false sense of hierarchy within the plan form at ground floor level, and would therefore result in harm to the special architectural and historic interest of the listed building contrary to policy CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy; and policy DP25 (Conserving Camden's heritage) of the London Borough of Camden Local Development Framework Development Policies.

3. The proposed alterations to the rear fenestration and the installation of a staircase would be incongruous additions to the host building which would result in the loss of historic windows and cause harm to the overall composition and proportions of the special historical character of the listed host building, contrary to policy CS14 (Promoting high quality places and conserving our heritage) of the London Borough of Camden Local Development Framework Core Strategy; and policy DP25 (Conserving Camden's heritage) of the London Borough of Camden Local Development Framework Development Policies.”

3.0

Procedural Matters

Description of Development

3.1

The planning and listed building consent applications were submitted to the London Borough of Camden using the *“Householder Application for Planning Permission for works or extension to a dwelling and listed building consent”* form. The description of development listed on the submitted form was:

*“Creation of a new side extension of **2 storeys plus lower ground floor level (our emphasis)** to include accommodation for a gym, playroom, living area with rear balcony, bedroom and new en-suite bathroom all with access through to the existing dwelling with new internal doors created at lower ground, ground and first floor levels. Other external alterations to vary existing fenestration and create a new rear door at ground floor level and introduce a cast iron access stair with access down to the garden. Creation of outdoor patio area and access paths and steps to the side and rear garden.”*

3.2

The Council amended the description of development as part of the validation process, which features on the respective decision notices for application refs. 2016/1065/P and 2016/1221/L as:

*““Erection of **3 storey side extension (our emphasis)**; new internal openings between the proposed extension and original dwelling at lower ground, ground and first floor level; replacement of 2 x existing windows with new doors at rear lower ground and ground floor level; installation of new staircase from ground floor to garden level; and creation of new steps to the side and rear garden.”*

3.3

It should be noted that the proposed extension will read as a two storey side extension from Prince Albert Road and from views within the immediate and wider Conservation Area, given that the lower ground floor element of the side extension will be obscured from views outside the site due to the stepped ground levels descending towards the rear of the site.

Separate Planning Application

3.4

In addition to the planning and listed building consent applications subject of these appeals, an application for listed building consent (ref. 2016/0930/L) was submitted and approved in parallel for a series of internal alteration works to the appeal property. Given the in parallel determination of these applications, some of the email correspondence with the Council (included in the separate Appendices to this statement of case) makes reference to these internal alterations. Any correspondence concerning the internal works only has been omitted, and only that which is part of correspondence concerning the appeal proposals is included.

3.5

Please see the separate appendices to this statement of case for a copy of the decision notice, officer report and application drawings.

4.0

Description of Site and Surrounding Area

The Site

4.1

The appeal site is No. 8 Prince Albert Road, a private gated semi-detached single family dwelling located on the northern side of Prince Albert Road (the A5205) opposite the north east portion of Regent's Park close to the turn in the Regent's Canal.

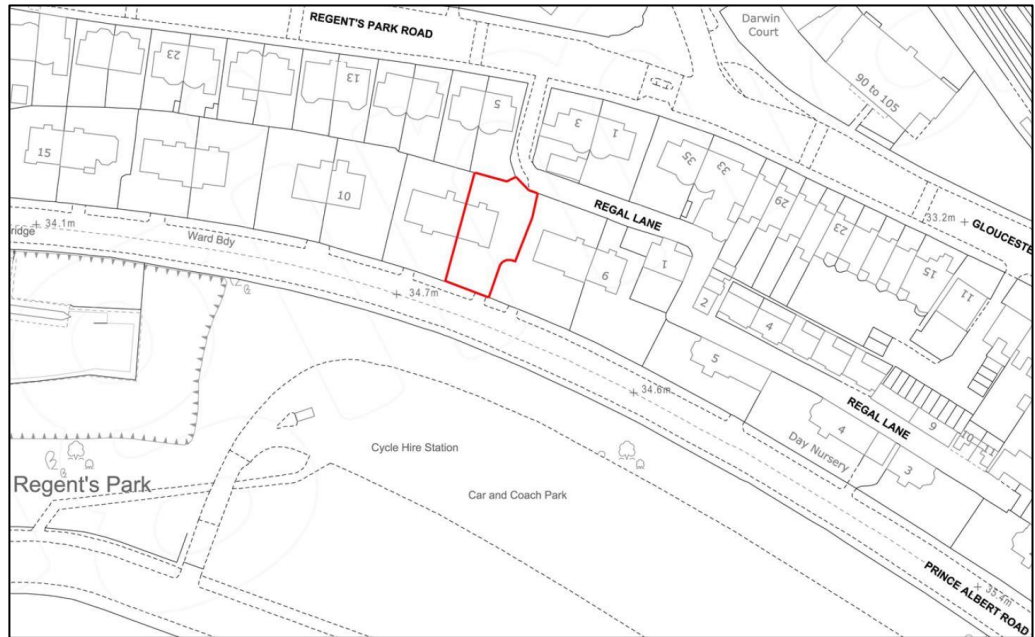


Figure 4.1: Site location plan for No. 8 Prince Albert Road



Figure 4.2 (above): Existing site plan demonstrating the spaciousness of the gap between Nos. 7 and 8.

- 4.2 No. 8 Prince Albert Road is a Grade II listed building, comprising part of a wider group of listed buildings (Nos. 1-15) set on the north-eastern side of Prince Albert Road, within the Primrose Hill Conservation Area. The property fronts towards the Grade I registered Regent's Park which forms a separate Conservation Area.
- 4.3 The existing three storey (plus attic) house is part of a semi-detached pair with adjacent No. 9 Prince Albert Road. No. 9, which is also Grade II listed and features a substantial three storey side extension, was destroyed by extensive war damage during World War II. It was later re-built in facsimile in the late 1980s. At the same time, No. 8 also underwent extensive alterations and internal refurbishment including the removal of internal fabric, loss of historic features and changes to the internal plan form (see 1985 plans included in the separate Appendices to Statement of Case).



Figure 4.3: Photograph of the front elevation of Nos. 8 (right) and 9 (left) Prince Albert Road.

Surrounding Area

- 4.4 The appeal site is located within a predominately residential area to the north of Regent's Park. It is within Sub Area One of the Primrose Hill Conservation Area, which is to the east of Primrose Hill and north of Regents Park. The area is dominated by large villas set back from the highway and surrounded by substantial gardens.
- 4.5 Prince Albert Road is a broad road that runs around the north of Regent's Park. Although the road itself is not tree lined, it creates an impression of an avenue through the existence of trees located variously in the front gardens of the properties on the northern side of the street and along the Regent's Canal and Regent's Park to the south (see Figure 4.4 below).

- 4.6 Only the northern side of Prince Albert Road is developed with substantial semi-detached properties, set back from the road behind front gardens. The front boundaries are defined by medium height brick walls and gated piers.
- 4.7 To the north of the property are the backs of further residential properties which front onto Regent's Park Road. To the east and west are further houses on Prince Albert Road, to the south is Prince Albert Road and Regent's Park.

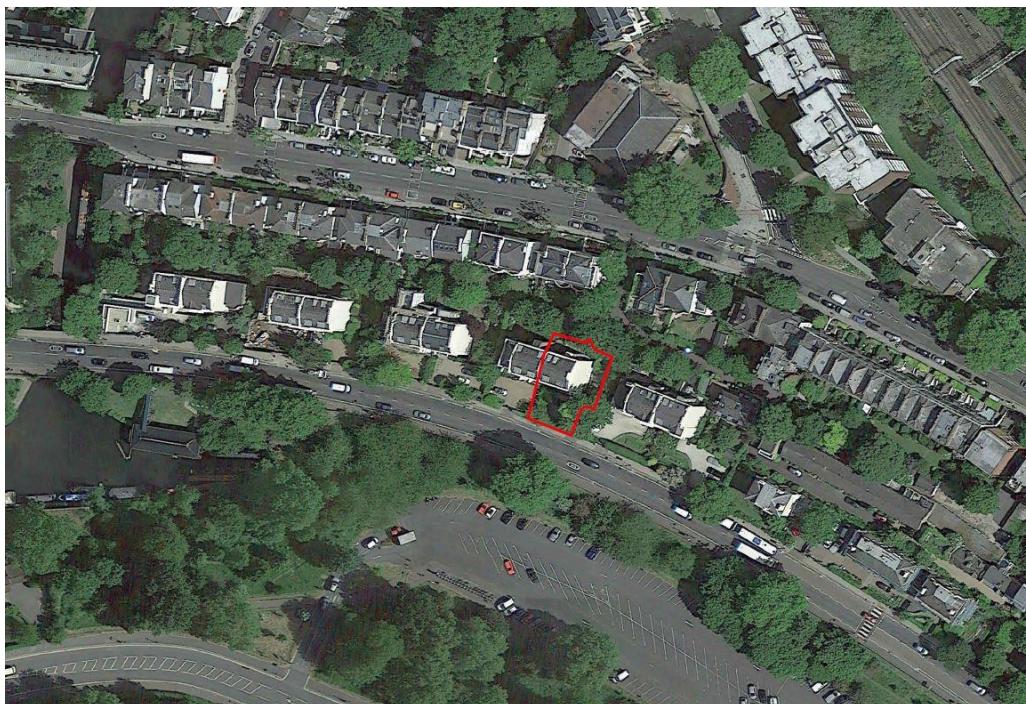


Figure 4.4: Photographic site location plan of No. 8 Prince Albert Road and surround area

Primrose Hill Conservation Area

- 4.8 The Primrose Hill Conservation Area consists of “a series of well laid out Victorian terraces,” and is predominantly residential, although it does have some local industries. Following the sale of Lord Southampton's estate, houses were constructed sporadically during the 1840s, mostly around Regent's Park and towards Camden Town. The houses followed the plan of grand terraces or villas. The area suffered substantial bomb damage during World War II, necessitating considerable repairs or total demolition. Large scale redevelopment occurred in the 1950s and 1970s on Regent's Park Road and Auden Place, respectively.

Regent's Park Road South, Sub Area One

- 4.9 Sub Area One forms the south part of the Conservation Area and is predominantly residential, characterised by large villas surrounded by greenery, with green corridors and mature trees along the streets. Italianate villas of three and four storeys, with raised ground floors (plus attic and basement levels) are the most common type of house, dominating Prince Albert Road (and other principal and secondary streets within Sub Area One).

These villas are designed to appear as grand residential properties set back from the road, with the majority of villas semi-detached or forming part of a terrace group. These groups of villas are often detailed to resemble one large villa to reinforce the appearance of grandeur, incorporating a number of decorative features. Symmetry is the most common method of unifying the villa pairs or terrace group. The sub area's grandest properties are opposite Regent's Park and the Prince Albert Road villas are a notable example in terms of decoration, size and plot relationship. Some of the pairs of villas have been extended at roof level and/or with side extensions in varying designs.

- 4.10 The significance of the Conservation Area lies in its cohesively planned streets of symmetrical villas which are either detached or semi-detached. The overall style of the buildings in the area is predominantly Classical with many stucco fronted houses set in generous grounds giving a sense of grandeur and elegance.
- 4.11 Please refer to the relevant sections of the Heritage Impact Assessment submitted with the applications subject to these appeals, for full details on the site, surroundings and statement of significance.

5.0

Relevant Planning History

No. 8 Prince Albert Road

5.1

The recent planning history of the appeal property comprises:

- **2016/2700/P** – *“Erection of single storey side extension and the use of its roof as a terrace; erection of cast iron staircase to rear elevation; installation of new doors and windows to rear and side elevations; and replace marble front entrance steps with limestone.”* – Pending Decision
- **2016/2723/L** – *“Erection of single storey side extension; erection of cast iron staircase to rear elevation; installation of new doors and windows to rear and side elevations; replace marble front entrance steps with limestone; and creation of a new opening between side extension and existing house.”* – Pending Decision

5.2

The above applications (refs. 2016/2700/P and 2016/2723/L) for planning permission and listed building consent propose (without prejudice to these appeals) a single storey side extension to No.8 Prince Albert Road. These applications are pending determination; we will provide copies of the decisions to the Inspector as soon as these are available.

- **2016/0930/L** – *“Internal alterations comprising removal, replacement, blocking and moving of doors, demolition of partition walls, creation of new access doors at ground and lower ground floor levels, new partition walls and new openings between rooms.”* – Approved 15 April 2016

5.3

The above approval granted listed building consent for a series of internal alteration works to existing (and historically already much altered) internal plan form and fabric.

5.4

In addition to the above, historic applications of relevance to the appeal property include:

- **PL/8670354** – *“Approval of details pursuant to condition (3) of the Listed Building Consent granted on 19th August 1986 (Reg.No.HB/8670105/R1) concerning the new dormer windows as shown on drawing no.332/8/100.”* – Approved 02 October 1986 (Listed Bldg).
- **PL/8670105** – *“Internal and external alterations including the installation of two dormer windows and a velux rooflight on the rear elevation; alterations to the front boundary including a new gateway and the demolition of garage in the rear garden as shown on drawing nos. 332/8/1 2 3 4A 5 6A and 7 and as revised on 14th July 1986.”* - Approved 27 March 1986.
- **PL/8600542** – *“External alterations including the installation of two dormer windows and velux roof light on the rear elevation; alterations to the front boundary wall including a new gateway; and the construction of a new means of access as shown on drawing nos.332/8/1 2 3 4a 5 6A and 7 and as revised on 14th July 1986.”* - Approved 27 March 1986.

No. 9 Prince Albert Road

5.5 Included for completeness, the redevelopment in facsimile with side extension of No. 9 Prince Albert Road was approved under the following applications:

- **PL/8600588** – *“Approval of details pursuant to condition (1) of the planning permission dated 12th March 1986 (Reg.No.PL/8501885/R1) for the erection of a four-storey building to be used as a basement self-contained flat and a four-bedroom maisonette over”* – Approved 07 April 1986.
- **PL/8501885** – *“The erection of a 4-storey building with basement for use as a self-contained 1-bedroom flat and swimming pool in the basement and a self-contained 4-bedroom maisonette on the upper floors as shown on drawing nos. 328.1B 2A 3B”* – Approved 28 January 1986.

No. 11 Prince Albert Road

5.6 Planning Permission and Listed Building Consent was granted in August 2015 for a side extension and various internal alterations to the plan form and fabric of No. 11 Prince Albert Road under the following applications:

- **2015/4843/L** – *“Erection of a lower ground floor extension and internal alterations namely the formation of a small opening to the side wall to connect to the lower ground floor extension, the removal of non-original partitions, repairs to structural walls and the renewal of internal fixtures and fittings.”* – Approved 24 August 2015.
- **2015/4670/P** – *“Erection of a side extension at lower ground level.”* – Approved 24 August 2015.

No. 15 Prince Albert Road

5.7 A Planning Permission and two Listed Building Consents were granted in September 2012 and August 2013 respectively for a side extension and various internal and external alterations, and then separately for internal alterations to the second floor level including alterations to plan form and fabric at No. 15 Prince Albert Road under the following applications:

- **2013/5153/L** – *“Internal alterations to include the demolition of partition and door at second floor level with installation of partition and 2 x 4-panelled doors.”* - Approved 30 August 2013.
- **2012/4438/L** – *“Erection of single-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).”* – Approved 04 September 2012.

- **2012/4437/P** – *“Erection of single-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).”* – Approved 04 September 2012.

6.0

Planning Policy Considerations

6.1

The planning policy and guidance considerations relevant to the proposed development comprise:

- a National Planning Policy Framework 2012
- b The London Plan 2015, consolidated with amendments since 2011.
- c LDF Core Strategy and Development Policies:
 - CS5 Managing the impact of growth and development
 - CS14 Promoting high quality places and conserving our heritage.
 - DP24 High quality design
 - DP25 Conserving Camden's heritage
 - DP26 Managing the impact of development on occupiers and neighbours
- d Camden Planning Guidance 2013/2015
 - CPG1 (Design)
 - CPG6 (Amenity)
 - Primrose Hill Conservation Area Statement 2001

6.2

These are summarised at Section 4.0 of the Heritage Impact Assessment submitted as part of the application.

6.3

The London Borough of Camden policies referred to in the refusal decision notices for refs. 2016/1065/P and 2016/1221/L are:

- CS14 Promoting high quality places and conserving our heritage.
- DP24 High quality design
- DP25 Conserving Camden's heritage

6.4

The adopted policies and associated supporting text are included in the separate Appendices to this Statement of Case.

6.5

In addition, the Council refers to the Primrose Hill Conservation Area Statement, relevant extracts from which are also included in the separate Appendices.

Core Strategy and Development Policies

6.6

Policy CS14 promotes high quality places and the conservation of heritage. Relevant to these appeals, this should be achieved through:

- a requiring development of the highest standard of design that respects local context and character, and
- b preserving and enhancing 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

- 6.7 **Policy DP24** requires all developments, including alterations and extensions to existing buildings, to be of the highest standard of design. Relevant to these appeals, the Council will, inter-alia, 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, and
 - c the quality of materials to be used
- 6.8 **Policy DP25** seeks to conserve Camden's heritage, stating that, inter-alia, 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
 - 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
 - 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

7.0

Addressing the Reasons for Refusal

Scale and siting

7.1

Reason for Refusal 1 attached to the respective decision notices alleges that the scale and siting of the proposed side extension would be detrimental to the character, appearance and setting of the host listed building. However, on the contrary, the proposal to extend the property to the side between lower ground and first floor levels follows the scale, siting and detailed design of the existing side extension to adjacent Grade II listed No. 9 Prince Albert Road, with which No. 8 forms a pair, and which features an existing three storey extension which complements the host building.

7.2

From a review of available historic mapping, Nos. 8 and 9 appear to have been built as a symmetrical pair sometime between 1840 and 1872. No. 9 is known to have been extended to the side by c.1872 (and possibly earlier), with the footprint of the side extension to No. 9 shown on the 1872 OS Map being entirely consistent with the footprint of the existing side extension, which was rebuilt in the 1980s following war damage.

7.3

The existing side extension to No. 9 Prince Albert Road is a three storey side extension, which reads as a two storey addition in street views from Prince Albert Road, due to the change in levels across the site, with the lower ground floor level only visible to the rear and mostly obscured from views outside the site.

7.4

Although it has not been possible through the archival information available to confirm how many storeys the original side extension to No. 9 was, the statutory list description clearly establishes “No.9 rebuilt in **facsimile (our emphasis)** following war damage and included for group value.” The use of ‘facsimile’ in the list description, which the Oxford English Dictionary defines as “an exact copy”, could lead to the reasonable conclusion that the original c.1872 side extension was also three storeys (two storeys above ground). It is entirely possible, given the certainty of the statement in the list description, that additional evidence or archival information (which we have been unable to uncover) such as original drawings or photographs may possibly have been available in the 1980s to inform the faithful rebuilding in ‘facsimile’ of No. 9 as it had existed. It should also be noted that by the time of its rebuilding in c.1986, the wider group of buildings (Nos. 1-15) had already been listed for at least 10 years (first listed in 1974), so to include No. 9 as a statutory listed building for group value is a possible indicator that its rebuilt external appearance was consistent with its predecessor, and entirely complementary to the wider group. It is therefore self-evident that the rebuilt No. 9, including its three storey side extension was listed for its contribution to significance as part of the wider group.

- 7.5 Although the exact scale of the original side extension is unconfirmed (only its matching footprint), it should be noted that there is no available evidence to the contrary to outweigh the reasonable conclusion which can be drawn from the 'facsimile' statement in the statutory list description. It could therefore reasonably be determined that a similarly scaled early three storey side extension to No. 9 possibly existed, consistent to that which currently exists, and as is now proposed at No. 8, which should therefore be acceptable in principle subject to consideration of its detailed design.
- 7.6 It is known that Nos. 8 and 9 Prince Albert Road were designed as a matching symmetrical pair. The scale of the proposed side extension to No. 8 therefore seeks to replicate the existing side extension to No. 9, to reintroduce the visual appearance of that original symmetry across the pair. The similar scale of the proposed side extension to No. 8, which would be in a similar high-quality detailed design to that of No. 9, would re-balance the composition and symmetrical appearance of the Italianate pair, reintroducing a sense of uniformity and emphasising their original grandeur.
- 7.7 The Primrose Hill Conservation Area Statement establishes that in order to reinforce the appearance of grandeur, these groups are often detailed to resemble one large villa, with symmetry the most common way of unifying a group¹. The proposal is therefore a carefully considered design solution that respects the historic layout and alterations to these buildings and the wider group of buildings to provide a sensitive addition, allowing the pair to be read as a grand villa in longer range views from Regent's Park (as they were intended).



Figure 7.1 (above): Existing two storey (above ground) plus lower ground floor (to rear) side extension to adjacent No. 7 Prince Albert Road.

¹ Primrose Hill Conservation Area Statement, Page 9.

7.8 In addition to the existing side extension to No. 9, other similarly scaled side extensions exist at adjacent No. 7 and nearby No. 13. The side extension at No. 7 (see Figure 7.1 above), although to a more elaborate design, is a similarly scaled three storey side extension dating to c.1875 (which is first visible on the 1875-76 OS Map). The extension at No. 7 very importantly demonstrates that a side extension of its scale, the scale existing at No. 9, and of the scale proposed to No. 8, were considered to be an entirely appropriate scale compatible with this type and style of building in the time period contemporary with and shortly after their original construction. These additions (at Nos. 7, 9 and also 13) were clearly not considered to have detracted from their host buildings, wider group, or contribution to the character and appearance of the Conservation Area (adopted in 1971) at the time that the group was listed in 1974, nor when No. 9 was given permission for rebuilding in the 1980s with its current three storey side extension. The nature and scale of these side extensions therefore form a clear and integral part of the historical development of the group and its associated significance, but also are consistent with the established and important character of the area.

7.9 Notwithstanding the above, the scale of the existing c.1875 three storey side extension to immediately adjacent No. 7, which reads as two storeys from Prince Albert Road, and which is consistent with the scale proposed at No. 8, is in fact considered by the Primrose Hill Conservation Area Statement to be a typical example of the character of the area (see Figure 7.2 below).

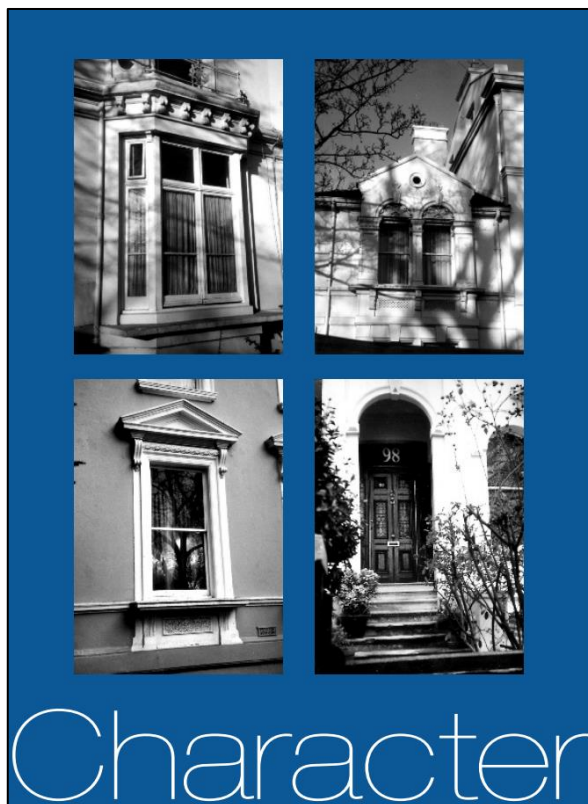


Figure 7.2 (above): Screenshot of Page 10 of the Primrose Hill Conservation Area Statement (published in 2001), illustrating the three storey side extension to No. 7 Prince Albert Road (top right photograph) as part of the established and important characteristic features of the area.

- 7.10 We note the Council's comments in the officer's report regarding applications for side extensions at other properties in the vicinity of the appeal property, and the mentioned appeals resulting in dismissals. However in each case, this was specific to and consistently related to the fact that those applications had sought permission for side extensions which did not respect the scale, height, massing, detailed design or symmetry of their corresponding pair villa. In each case when an application for a side extension to these nearby properties has been subsequently approved (whether this was at lower ground floor level or above), it was because the proposal was similar to the corresponding existing extension on the pair property. The symmetry in matching the extant extension at the pair property was therefore a consistent key deciding factor, as should be the case with these appeals at No. 8. The resultant restoration of symmetry is consistent with the original design intention of the villa pair, where the uniformity and grandeur of the listed villas play an important role in the character and appearance of the area (which is accepted by the Council at para. 3.17 of the officer's report).
- 7.11 Notwithstanding the above, the importance of and the architectural intent to produce symmetry amongst these pairs of villas and groups or terraces of villas is well documented. Within the Primrose Hill Conservation Area there are examples nearby on Oval Road, which features a symmetrical terrace of half stucco villas with simple classical detailing, and on Gloucester Crescent, Nos. 3-22 comprise a curved terrace of symmetrical villa pairs in an Italianate style. Other examples exist more widely, in Westminster there are classical stucco symmetrical villa pairs on Queen's Grove in St. John's Wood (some of which are listed) which are of a similar date to the buildings on Prince Albert Road (examples include Nos. 30-31, 34-35 and 35-36 Queen's Grove). This therefore reinforces the above point about the mentioned appeals failing because of the resultant impact on symmetry with their corresponding villa pair.
- 7.12 The Council's assessment of the scale of the proposed side extension at No. 8 (see para. 3.13 of the officer report) considers that the proposed extension would "*...not be subordinate to the host dwelling*".
- 7.13 When considered from the rear elevation, the height of the proposed side extension to No. 8 would measure 11.4m, whereas the host building measures 17.4m to the roof ridge (or 18.1m to the height of chimney stack). To the front street facing elevation, given the higher levels to the front of the site, the height of the proposed side extension from ground floor level is less at approximately 9m, whereas the host building is again taller at 14.9m (or 15.6m to the height of the chimney stack).
- 7.14 The depth of the proposed side extension to No. 8 is 7.2m, set back from the forward building line of the host building by 1.3m and the rear building line of the host building by 0.9m. The proposed side extension is also set back by 0.6m and 0.9m from the forward and rear building lines respectively of the existing side extension to No. 9. Furthermore, the proposed side extension to No. 8 is in line with the height of the existing side extension to No. 9, and both extensions measure a consistent 5.2m in width across their frontages. The proposed side extension to No. 8 Prince Albert Road would read as being

“subordinate” to the host building and linked No. 9 Prince Albert Road (see Figures 7.3 and 7.4 below). In particular, it should be noted that the subordination is maintained through both public and private views within the Conservation Area given the height variations and various set backs to the front, side and rear of the existing building.



Figure 7.3: Proposed front elevation (drawing number 121, revision P02) showing the existing side extension to No. 9 (above left) and that proposed to No. 8 Prince Albert Road (above right), which clearly demonstrates the subordination of the proposed extension to the host building.

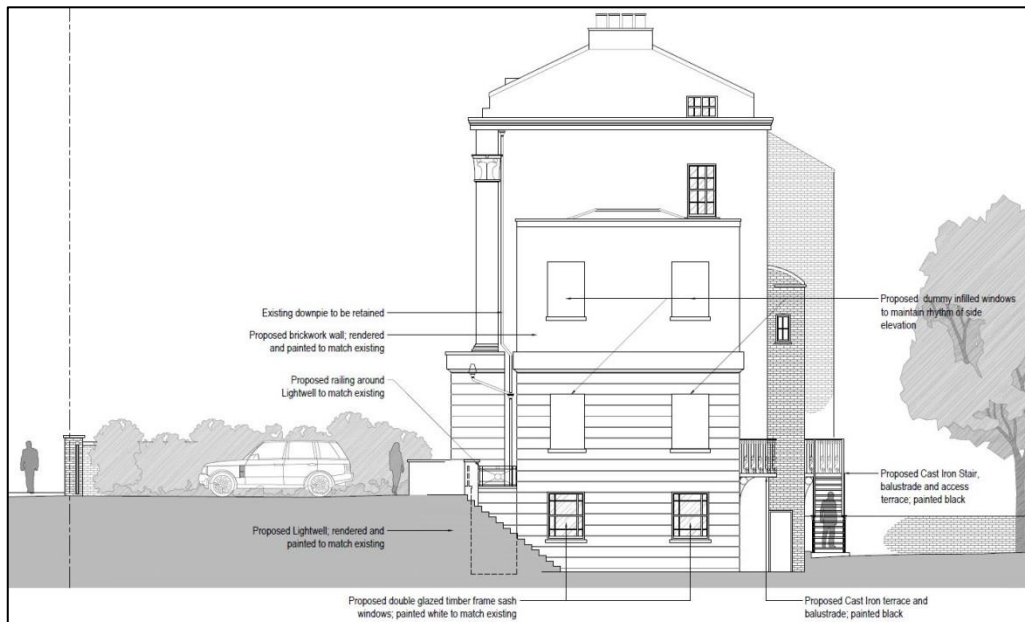


Figure 7.4: Proposed side elevation (drawing number 123, Revision P02) demonstrating the subordination of the proposed side extension with the host building.

7.15

There is no in principle policy reason for an objection to the extension of a listed building, particularly where the design, massing and in this instance scale are appropriate to the specific circumstances and merits of the case.

With the proposal for No. 8, there is a very good and clear rationale for the detailed design and scale of the proposed side extension, which seeks to create symmetry of the original villa pair.

- 7.16 The scale and siting of the proposed extension to No. 8 are designed to reflect the side extension to No. 9 which, as considered above, is possibly a facsimile of its mid-19th Century Victorian counterpart. It is therefore incorrect to assert that a well-designed extension, in keeping with the established scale and siting of an existing extension and possibly matching the scale, siting and design of its original period of construction, would be detrimental to the character, appearance or setting of the host building. It is understood that the scale of such an extension was considered an appropriate addition to No. 9, possibly in c.1872, but certainly in the 1980s allowing it to be listed as part of the wider group. It should also be noted that at the time No. 9 was approved to be rebuilt, including its three storey side extension, the Primrose Hill Conservation Area, and the character and appearance which contributed to its adoption in 1971 was known. Therefore, subject to consideration of its detailed design, the same should be considered an appropriate addition to No. 8 Prince Albert Road.
- 7.17 The proposed side extension to No. 8 Prince Albert Road has been sited adjacent to the existing east elevation (not to the southern elevation as suggested in para. 3.14 of the Council's officer report), which is on a similar albeit as noted above, subservient footprint to the existing side extension arrangement at neighbouring No. 9 (and adjacent No. 7). Furthermore, the south-east corner of the proposed side extension would be sited approximately 3m from the boundary with neighbouring No. 7. Similar to this, the south-west corner of the existing side extension to No. 9 is approximately 3.4m from its boundary line with No. 10. The siting of the proposed extension is therefore considered entirely appropriate for its context, and is consistent with the guidance contained within the Primrose Hill Conservation Area Statement, which establishes that *"extensions should be in harmony with the original form and character of the house and the historic pattern of extensions within the terrace or group of buildings (our emphasis)."* (PH27)
- 7.18 Figure 7.5 below establishes that views of the proposed side extension would also be well screened in views from Prince Albert Road by the existing mature trees and vegetation to the front garden of the property and along the boundary with No. 7 which would be maintained.
- 7.19 Figures 7.6 and 7.7 below also confirm that the introduction of a side extension would not be discernible in longer range views, and would not therefore cause harm to the *"character of spaciousness"* as contended at para. 3.14 of the Council officer's report. These clearly demonstrate that any perceptible views (and the effects) of the proposed side extension in wider views would be akin to the limited available views (and effects) of the existing side extensions to Nos. 7 and 9, and would not therefore be detrimental to or cause harm to the character, appearance or setting of the host or neighbouring listed buildings.



Figure 7.5: Proposed Street Elevation showing the existing side extension to No. 9 (above left) and that proposed to No. 8 Prince Albert Road (above right) when seen from the street. Please refer to drawing number 140, revision P00.



Figure 7.6 (above): Wider view of existing two storey (above ground level) extensions at Nos. 7 and 9 Prince Albert Road with proposed massing outline for extension at No. 8 Prince Albert Road.



Figure 7.7 (above): Longer range view of existing Prince Albert Road streetscene, with proposed massing outline for extension at No. 8 Prince Albert Road.

7.20

With regard to the special architectural and historic interest and character of these properties, the wider buildings were specifically listed as a group, and as is clear from the wider planning history, have undergone extensive alterations both prior to and following their listing. The group value therefore derives in part from a degree of variety within the overall Italianate style. The early date of the two storey plus lower ground floor extension at No. 7, and the presence of an early side extension at No. 9 of at least the same footprint as existing (and possibly of the same scale), provide early examples to confirm that the scale and siting of the side extension proposed to No. 8 is entirely within the historic character and development of the area and results in no harm to the Conservation Area, and would equally be appropriate in terms of its effect on the pair of listed villas which are unquestionably significantly altered, with No. 9 having been entirely rebuilt.

7.21

In accordance with Policy DP24, the scale and siting of the proposed side extension is considered appropriate as it has considered the character and proportions of the existing building and the form and scale of neighbouring buildings, in particular the existing side extension to No. 9. In addition, as the proposed side extension would be similar to the detailed design of the existing side extension to No. 9, using highly quality matching materials, it is considered to respect the local context and character in accordance with Policy CS14, resulting in a high quality, subservient and well-designed extension.

Gaps between properties

- 7.22 The Council's officer report suggests that the proposed side extension would *"result in the loss of views between the building to buildings, gardens and trees behind"* and as a result would *"fail to preserve or enhance the Primrose Hill Conservation Area's character and appearance"*.
- 7.23 The Primrose Hill Conservation Area Statement establishes that side extensions *"will not be acceptable where they are unduly prominent, unbalance the composition of a building or group, or where they compromise gaps between buildings through which views are afforded of other properties, rear gardens, mature trees, or the Regent's Canal"*. The Conservation Area Statement also establishes that *"the acceptability of...extensions will depend on the particular site and circumstances"* (PH27).
- 7.24 It can be established by walking along this section of Prince Albert Road that the gaps between buildings and the views they provide of elements (buildings, trees and gardens) to the rear are of varying extents and of an inconsistent pattern, particularly amongst the wider group of listed buildings (Nos. 1-15). A number of gaps between buildings and sites have also been historically reduced by similar side extensions (including at neighbouring Nos. 7 and 9 in the 19th Century), which form part of the historic pattern of development of the area, and the character for which the area was designated a Conservation Area in 1971. Similar extensions have also been approved in more recent years with two storey side extensions approved at Nos. 12-14 and a single storey extension to No. 11.
- 7.25 On review of the site plans, it is clear that there is an existing gap between the building lines of Nos. 7 and 8 Prince Albert Road of approximately 12.3m, which would be reduced to 7.1m with the proposed side extension built out. It is also clear however, taking account of the *"particular site and circumstances"* (PH27) of No. 8 Prince Albert Road, that the appearance of this 12.3m gap between the existing building lines, and the views generally afforded by such gaps within this part of the Conservation Area, is limited between these buildings due to the existing vegetation and planting acting as a visual screen along the site boundary. Therefore, whilst the proposed side extension would result in the reduction of the existing gap, the effect and appearance of this reduction would be limited, as there would be no discernible impact or view of the new building line to the proposed side extension being any closer to the existing building line of the side extension to No. 7.
- 7.26 Notwithstanding this, the proposal at No. 8 would sit comfortably alongside the side extension arrangement at No. 7, with a clear and substantial gap of 7.1m remaining between the building lines (see Figure 7.8 below). The extent of the resultant gap would also be consistent with the extent of gaps currently existing (between Nos. 13 and 14), and the extent of gaps allowed between buildings following more recently approved extensions (between Nos. 11 and 12). While the visual gap and spaciousness between properties is an important characteristic of this part of the Conservation Area, it is clear that an appropriate gap would be maintained between Nos. 7 and 8, with the existing

evergreen planting and tree coverage along the boundary with No. 7 (which would be retained) continuing to reinforce the separation between buildings and the character of spaciousness.

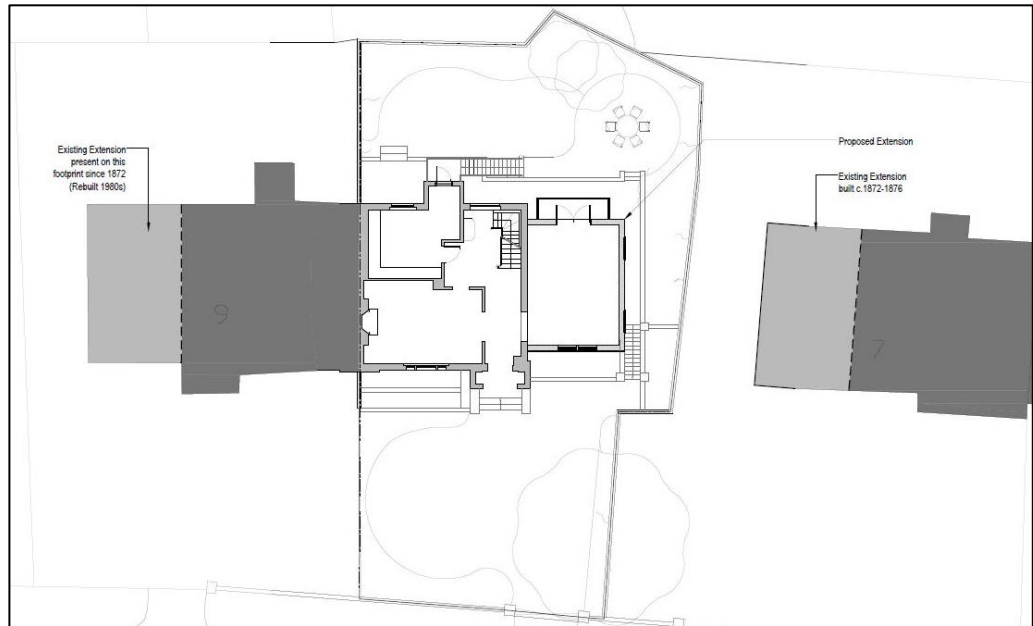


Figure 7.8 (above): Proposed site plan showing side extension to No. 8 as it would be built. This clearly demonstrates a substantial gap remaining between the building lines of Nos. 7 and 8.



Figure 7.9: View from Prince Albert Road looking north-east directly along the boundary between Nos. 7 and 8, which demonstrates that there would be no discernible effect on the appearance of gaps between buildings lines.

7.27 In addition, the proposed side extension to No. 8 has been designed and sited to reflect the arrangement at adjacent Nos. 7 and 9 in terms of the extent of gap retained between their existing side extensions and their boundaries. The proposal therefore follows the siting arrangement and “...*historic pattern of extensions within the terrace or group of buildings*”, (consistent with PH27) and therefore does not harm the established character or openness of the gaps between properties, with a substantive 7.1m gap maintained.

7.28 It is therefore considered that the visual amenity of the street, in particular the appearance of gaps between properties will be maintained, with the character of the area modestly enhanced through re-introducing a balanced appearance to the front elevation.

Internal Alterations

7.29 Reason for Refusal 2 attached to the listed building consent decision notice makes reference to internal alterations and loss of historic fabric, suggesting that the alterations proposed “...*would give an unbalanced composition and false sense of hierarchy within the plan form at ground floor level.*”

7.30 As can be understood from the planning history detailed above at Section 5, the internal plan form arrangement and fabric of No. 8 is historically much altered from its original construction, with extensive works in the mid-late 1980s documented on a full suite of plans from 1985 (see separate Appendices to Statement of Case). These 1985 plans demonstrate that, apart from the staircase (which itself was altered at first floor level landing and above), the majority of internal walls and partition lines to each floor were altered as part of these works, resulting in a non-original arrangement. It consequently results that much of the internal fabric and remaining sense of hierarchy within the building is not original, and relates to the extensive 1985 works.

7.31 The internal alterations proposed as part of the applications subject of these appeals are limited to the creation of a single opening through the side wall of the building to create a double door with matching detailing to access the new living room. The door will be directly opposite and mirror the existing opening to the dining room.

7.32 The Council officer’s report (see para. 4.1) considers that the proposal to mirror the doors in this manner would create an unbalanced composition and false sense of hierarchy. However, on the contrary, the proposal to match the existing dining room doors creates an entirely balanced composition, reflective of the original symmetrical grandeur of the villa pair. Although the proposal introduces a new door in this location, this is within the internal entrance hallway rather than in any principal room, and is the most sensitive and well-considered design solution.

7.33 Whilst there would be a visible change to the existing sense of hierarchy, through the creation of an additional set of doors, the proposed detailed design and layout arrangement would be entirely consistent with the period of

construction, and would have a limited effect on a least sensitive area of the building, notwithstanding that the interior of the building has been extensively altered, historically and by virtue of the recent approval.

- 7.34 There would be a negligible loss of a small area of physical wall fabric, which is utilitarian brickwork and plain undecorated stucco, with no intrinsic architectural or historical interest. The impact of this alteration on the physical fabric of the building is therefore neutral, and there would be no harm arising in this regard. The purpose of heritage legislation is not to protect buildings unchanged in aspic, but to preserve those elements of a building that are of significance, and to ensure that any alterations to a building are sensitively considered. As there would be no loss to significant fabric, no harm results from the proposed new opening.
- 7.35 Notwithstanding the above, had a side extension been built to No. 8 in c.1872, similar to adjacent No. 9, it is entirely possible that a similar design solution would have been proposed to provide a balanced composition and sense of hierarchy. A single door leading off the hallway to such an extension (regardless of the scale of any extension) would have upset the intended sense of grandeur on entering the property, which itself is through a set of double doors, leading to double doors internally.
- 7.36 Overall the proposed new opening would result in the minimal loss of plain utilitarian wall fabric of no decorative interest and would have a limited impact on the remaining internal composition and sense of hierarchy and should therefore be considered acceptable.

Alterations to the rear

- 7.37 To the rear the proposals include the replacement of two existing timber sash windows at lower ground floor level (not a single window at ground floor level as suggested in the Council's officer report) with timber framed double doors in a design and finish to match existing windows to the rear elevation. It is also proposed to replace an existing timber sash window to the rear closet wing at ground floor level (not first floor level as suggested in the Council's officer report) with a single timber framed door again to match the design and finish of existing windows. In addition, it is proposed to introduce a cast iron staircase and balustrade leading down from ground floor level to the lower ground floor garden level.
- 7.38 The Council officer's report (at para. 3.25) alleges that:
*"The proposed enlargement of existing window openings to create doorways and the proposed new staircase are considered to be incongruous additions to this historic building. The proposals would result in the loss of **historic window openings (our emphasis)**, affecting the overall composition and proportions of this simple and restrained elevation."*
- 7.39 The rear elevation of the building is the least sensitive elevation and is able to accommodate well-considered and sensitive change. In particular, with regard to the proposed replacement of two existing windows at lower ground floor

level to a set of double doors in matching detailed design and materials, this change would result in the minimal loss of existing utilitarian stock brickwork, which could be entirely replaced in the future. Notwithstanding this, the width of the double door opening would be broadly consistent to that of the two existing windows, albeit as an individual opening rather than two separate openings (and with a minimal loss of plain brickwork fabric).

7.40 The appearance of double doors as a single opening would also relate better to the general hierarchy and disposition of individual window openings between ground and second floor levels, creating a balanced composition, whereas the existing two window arrangement at lower ground floor level reads asymmetrically and incongruous with the single window openings above. The 'enlargement' of window openings (to create doors) by virtue of the removal of a small amount of plain brickwork fabric, would have no discernible effect on the character and appearance of the rear elevation, as the appearance of larger (window) openings is well established on this elevation.

7.41 In addition to the above, it should be noted from the 1903 drainage plan (as shown in Figure 7.10 below) that the smaller of the two windows to be replaced at lower ground floor level is not an original window opening, and did not exist until c.1956 (see Figure 7.11 below). The 1903 drainage plan also shows an approved door opening at lower ground floor level, albeit to the left-hand side of the central closet wing.

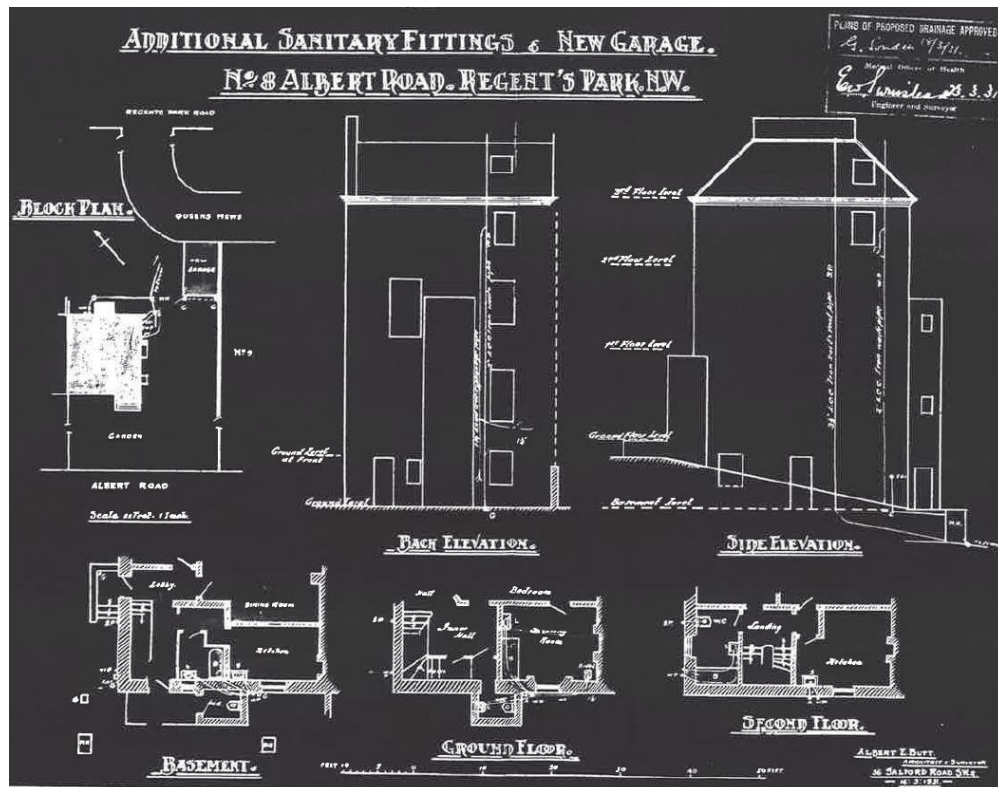


Figure 7.10 (above): Approved 1903 drainage plans of then No. 8 Albert Road (Source: Camden Archives).

7.42 The proposed replacement of an existing single window to the central rear closet wing at ground floor level would similarly result in the minimal loss of

existing plain brickwork fabric. This would be akin to the similar historical loss of brickwork in this location to introduce the existing window, which the 1903 drainage plan confirms is not original, and did not exist until c.1956.

- 7.43 Therefore, whilst the proposed alterations to the rear elevation would modestly alter the existing composition and proportions of the rear elevation, this would not impact on any intact original or balanced composition; the proposals would be similar to historically acceptable changes, and importantly, the resulting effect would not detract from and would at least preserve the appearance of a simple and restrained elevational treatment, given the matching detailed design and use of high quality materials proposed for the new doors.

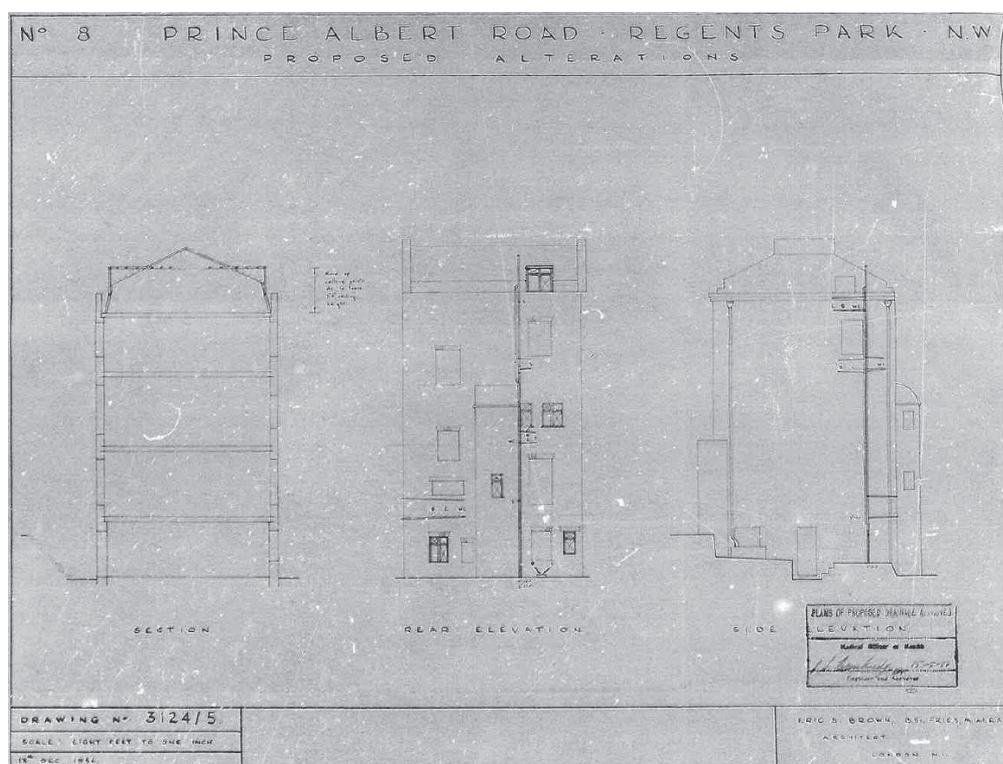


Figure 7.11 (above): Approved 1956 drainage elevations (Source: Camden Archives).

- 7.44 With regard to the proposed staircase and baluster, these modest alterations (along with the new door openings proposed) will improve the functionality of the dwelling (which is much altered internally). The staircase, whilst clearly an addition to the existing rear arrangement, is located on the least sensitive elevation of the building and has been designed to a high standard in contextually appropriate materials.
- 7.45 Contrary to the Council's assertion (at para. 3.25) that the staircase would *"protrude out from the rear closet wing"*, the location and arrangement of the staircase is such that it runs parallel to the rear building line, rather than projecting directly out into the garden, which ensures that the visibility of the staircase is limited to private views from immediately adjacent properties only.

- 7.46 In addition, it should also be noted that the principle of a staircase and indeed French doors to the rear of the property would not be alien or ‘incongruous’ additions given the approvals for similar French doors at lower ground and ground level and metal access stairs from the ground floor level to the garden at immediately adjacent Nos. 6 and 7 Prince Albert Road, listed buildings of the same group and period of construction.
- 7.47 Notwithstanding the above, in discussions with the Council on the 18 April 2016 over the submission of a new application for an amended scheme (and prior to receipt of these decision notices), the Council accepted that “...*the principle of siting a staircase within the area adjacent to the closet wing is...acceptable.*”² The acceptability of the alternative arrangement considered, although not proposed by the development subject of these appeals, therefore contradicts the assertion in the reasons for refusal that the introduction of a staircase would be an incongruous addition that would be obtrusive and cause harm.
- 7.48 The impact of these proposed rear alterations is neutral and they would not detract from the existing significance of the building and would at least preserve the significance of the building and should therefore be considered acceptable.

Impacts on the character and appearance of the Conservation Area

- 7.49 The matching scale of the proposed side extension, its high quality materials and contextual design, together with its siting and existing mature screening on the boundary with No. 7 Prince Albert Road, all act together to ensure that the proposed side extension would not be an overly large, dominant or unduly prominent form of development (as alleged in the officer report and reasons for refusal).
- 7.50 The proposed side extension is well separated from the boundary of the site by approximately 3m, generally consistent with the approximately 3.4m separation between the existing building line and boundary to adjacent No. 9 Prince Albert Road. The proposed extension would be subservient to the host and adjoining buildings in height and form, and is designed to relate to their character and appearance in a restrained Italianate style; part of a consistent detailed design for the Italianate pair of villas, restoring appearance of their original symmetry.
- 7.51 In terms of the streetscene, although the proposed side extension would be partially visible in views from the immediate public realm, these views would be reduced by the intervening front boundary wall and hedging and trees to the boundary with No. 7 (see Figure 7.6-7.8 above). The detailed design and use of high quality materials to the proposed side extension, which seeks to replicate the existing side extension to No. 9, will also assist in reducing any noticeable visual impact on the character and appearance of the Conservation

² Please see email correspondence with Conservation Officer dated 18 April 2016, included in the accompanying Appendices.

Area (see Figures 7.4 and 7.5 above). Although an obvious addition to the existing building, the design of the proposed side extension would read as a contextually appropriate addition which could have been of the period of the building's original construction.

- 7.52 Although the proposed side extension introduces built development to this side of the host building, the appearance of and views of built development in this location would not detract from the character and appearance of the Conservation Area. While the presence of buildings, gardens and trees to the rear are generally considered an important characteristic of the Conservation Area, taking account of the site specific situation and the intervening trees, such elements are in fact limited in views across the appeal site from Prince Albert Road.
- 7.53 The proposed side extension would therefore have a neutral effect on the *"attractive sense of spaciousness"* of the group of villas, particularly as their layouts have evolved and changed since their original construction, and such a side extension would be in keeping with the established precedent of historic and more recent change, which forms part of the character of the area.
- 7.54 Overall, and contrary to the Council's assertion in the reasons for refusal, the scale and siting of the proposed side extension and alterations to the host building are designed in order to preserve the character and appearance of the Conservation Area. Indeed, there are many historic precedents for such scholarly side extensions to properties along Prince Albert Road and in the surrounding area.

Conclusions

8.0

8.1

These appeals are against the decision by the London Borough of Camden to refuse planning permission (ref. 2016/1065/P) and listed building consent (ref. 2016/1221/L) on 18 April 2016 for:

“Erection of 3 storey side extension; new internal openings between the proposed extension and original dwelling at lower ground, ground and first floor level; replacement of 2 x existing windows with new doors at rear lower ground and ground floor level; installation of new staircase from ground floor to garden level; and creation of new steps to the side and rear garden.”

8.2

The key issues with these appeals are whether the scale and siting of the proposed side extension would be detrimental to the character and appearance of the host building and gaps between buildings; whether the proposed internal alterations would result in an unbalanced composition and false sense of hierarchy to the ground floor level plan form, and whether the proposed alterations to the rear would be incongruous additions causing harm to the overall composition and proportions of the host building.

8.3

The proposed alterations and side extension have been considered in terms of the relevant planning and heritage considerations. It has been determined by the Council that the proposals do not give rise to unacceptable impacts in terms of residential amenity, arboriculture, or noise. In addition, the proposals, as is demonstrated above, would not adversely impact on the special architectural or historic interest of the host building, or the significance of the wider group of listed buildings (Nos. 1-15 Prince Albert Road).

8.4

The proposed external works are intended to complement the listed building and to reintroduce a sense of symmetry and original grandeur to the semi-detached Italianate pair, which will have a positive effect on their appearance and uniformity, and that of the wider group. Through this, and by using traditional materials and emulating the detailed features of the extant listed building and its pair (including the existing side extension to No. 9), the proposals at least preserve, and do not in any way adversely impact on the character and appearance of the Primrose Hill or neighbouring Regent's Park Conservation Areas.

8.5

The proposals would be subordinate to the host property; would not impact on the character of spaciousness nor harm the balance between buildings, would maintain views and gaps between properties and would preserve the significance and setting of the host and neighbouring listed buildings.

8.6

Overall, the proposed side extension to No. 8 would not be unduly prominent, nor would it unbalance the composition of the host building or group, given that it will be a close replication of the existing side extension to No. 9 (itself a facsimile replica of its c.1872 Victorian counterpart).

- 8.7 The proposals are therefore considered to be compliant with national, regional and local planning and heritage policy and guidance, in particular the proposals are compliant with policies CS14, DP24 and DP25 of the LDF, and planning permission and listed building consent should be approved for this development.
- 8.8 We would therefore respectfully request that the Inspector allows these appeals.

Other Matters

9.0

9.1

In light of the above, we consider that the proposed development subject of these appeals would not give rise to harm to the host listed building, its setting or the character and appearance of the Primrose Hill Conservation Area and the development should be approved.

9.2















However, if on review of the proposed development, the Inspector considers that any harm does arise, we would be prepared to accept conditions to the appeal decisions, to address any necessary amendments to the scheme (for example to the rear fenestration and staircase arrangement) for the appeals to be allowed and the proposed development approved (or part approved if no amending conditions are attached).



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