



1 Introduction

1.1 The following Heritage Appraisal has been prepared to support an application for the extension of the existing buildings at nos. 3 and 4 Percy Mews (the site) with mansard roofs. This report should be read in conjunction with the drawings and Design and Access Statement prepared by RPG Architects and the Planning Statement prepared by Forward Planning and Development.

Research and report structure

1.2 The purpose of this report is to set out the historic development and significance of the existing buildings at nos. 3 and 4 Percy Mews and their role within the Charlotte Street Conservation Area. The report also considers the effects of the proposals on the site against the significance of the existing buildings, of their wider context and relevant historic environment policy.

1.3 It should be noted that in common with many historic buildings, sites and places, it is not possible to provide a truly comprehensive analysis of the site's historic development. The research and analysis set out in this report is as thorough as possible given the type and number of archival resources available. Research has been undertaken at the London Metropolitan Archives and the London Borough of Camden's Local Studies and Archive Centre. A number of online sources have also been used including British History Online, and the London Borough of Camden's historic planning records.

1.4 This desk-based and archival research has been combined with a visual assessment and appraisal of the existing buildings and their context. Further sources and evidence that add to our knowledge and understanding of the site and its history may become available at a future date.

1.5 The report is divided into two main sections. The first (section 2) sets out the historic development and outlines the

significance of the building and its setting. It also considers the character and appearance of Percy Mews and its relationship to surrounding development. Section 3 provides a brief description of the proposed scheme and an assessment of the proposals as they now stand against the site's significance and relevant historic environment policy.

Designations

1.6 Nos. 3 and 4 Percy Mews form part of the Charlotte Street Conservation Area. They are not identified within the adopted Conservation Area Appraisal (adopted in July 2008) as making a positive contribution to the character and appearance of the conservation area. Nos. 6 and 7 Percy Mews, which retain some of their historic character and appearance, are considered to make a positive contribution to the conservation area.

1.7 The appraisal instead identifies nos. 3 and 4 Percy Mews as being listed buildings. This presumably relates to their association with nos. 3 and 4 Percy Street, both grade II listed buildings. The mews buildings are not listed in their own right and are therefore assumed to be considered as being curtilage listed by the council.

1.8 A general principal of identifying curtilage listed buildings is that 'Any structure fixed to the building (however large, including whole other buildings) will be protected if it was ancillary to the principal building at the date of listing (or possibly at 1 January 1969 for list entries that pre-date)' would be considered as curtilage listed.¹ The historic mews buildings at nos. 3 and 4 Percy Mews were redeveloped in 2000. These are shown in Section 2 below. At the time, applications for planning permission and listed building consent were submitted for the redevelopment together with alterations to nos. 3 and 4 Percy Street.

¹ <https://historicengland.org.uk/advice/hpg/consent/lbc/>



1.9 The existing buildings at Percy Mews therefore have a degree of attachment to the listed buildings at nos. 3 and 4 Percy Street but they were not ancillary to the building at the date of listing in 1989. They were developed for a separate use and there is no longer any connection between the Percy Street and the Percy Mews buildings. All of this would suggest that the existing buildings can no longer be considered as being curtilage listed. However, in order to ensure that all potential constraints are considered, a listed building application has been made in respect of the current proposals.

Author

1.10 This appraisal has been prepared by Kate Graham MA (Hons) MA PG Dip Cons AA of The Heritage Practice. Kate Graham is a skilled and knowledgeable historic environment professional with extensive employment experience in the sector and a strong academic background in history and building conservation. Kate was most recently the Design and Conservation Team Leader at the London Borough of Islington and prior to that was a Senior Historic Buildings and Areas Advisor for Historic England's London Region. In both cases, Kate has dealt with a variety of schemes and proposals for a broad range of listed buildings and conservation areas. Kate has also worked for the Architectural Heritage Fund and in the policy team at English Heritage. Kate has an extensive background in research, listed building assessment and analysis and understanding policy and its application. She is also experienced in dealing with new design and build in and around historic buildings and areas both in London and across the UK. Kate is a member of the Islington Design Panel.

1.11 Historical research for this report was undertaken by Dr Ann Robey FSA, a conservation and heritage professional with over twenty-five years experience. She has worked for leading national bodies as well as smaller local organizations and charities. She is a researcher and writer specialising in architectural, social and economic history, with

a publication record that includes books, articles, exhibitions and collaborative research.

1.12 The following section provides an account of the site's historic development and an outline of its significance.



2 Historic development and significance

2.1 The existing buildings at nos. 3 and 4 Percy Mews were built following permissions secured in 2000. The buildings are constructed in yellow stock brick with red brick dressings to the doors and windows (figure 1). Nos. 3 and 4 are effectively a single building with the principal elevation articulated as two individual mews-type buildings.

2.2 They are similar in appearance to the redeveloped mews buildings at no. 8 Percy Mews which are also constructed in stock brick over two storeys with traditionally detailed mansards. The redevelopment of existing buildings for new residential properties at no. 8 and 9 Percy Mews was approved in 1999.

2.3 The buildings at nos. 3 and 4 Percy Mews are visually a departure from the buildings that preceded them and which had more in common with nos. 6 and 7 Percy Mews. An image of the historic buildings is provided below at figure 7.

Historic development

2.4 Percy Mews retains a relatively cohesive character although much of its north and south sides have been redeveloped. This is partly reinforced by the setted street surface to the mews and the perceptible limited material palette that defines many of the buildings of the mews and within its immediate surroundings.



Figure 1: Nos. 3 and 4 Percy Mews.



2.5 These materials include yellow stock brick, traditional timber windows and slate roofs (predominantly mansards where visible). The scale of the street has changed considerably since first constructed although even then it was not built as a typical mews development with consistent parapet or roof heights as shown below.

2.6 Until the mid-18th century, the site of Percy Mews was still on the edge of London and given over to open fields. Tottenham Court Road was the main nearby route lying just to the east. The construction of the New Road (Euston Road) saw the start of the expansion of suburban London northwards from Oxford Street. Known now as 'Fitzrovia', the area was developed speculatively as a primarily residential area in a short time between 1750 and 1770.

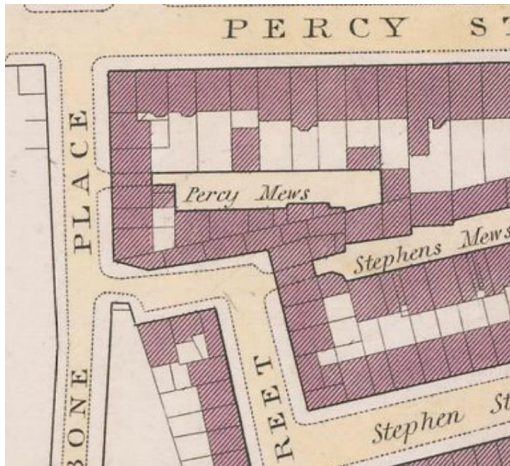


Figure 2: Map of the south-western district of St Pancras Parish 1820 by William Farey.

2.7 The land on which Percy Street and the adjacent Percy Mews is built was owned by Francis and William Godege. They granted leases on the south side of Percy Street in 1764, and on the north side in 1766. Twenty-eight houses had been completed there by 1770.²

² 'Percy Street', in *Survey of London: Volume 21, the Parish of St Pancras Part 3: Tottenham Court Road and Neighbourhood*, ed. J R

2.8 The mews behind (Percy Mews) would presumably have serviced the terraced houses to Percy Street. However, as shown on a map of 1820 (figure 2), the north side of the mews was not fully developed even c. fifty years after the Percy Street houses had been completed. Mews buildings are shown on the south side of Percy Mews that were historically numbered nos. 2-6. They may feasibly have served nos. 2-6 Percy Street – there were certainly no houses to the south that they would have served.

2.9 In the 1820 plan, a detached building of a similar scale to the main house on Percy Street is shown to the rear of no. 4 with another smaller building shown behind no. 8. It may be that the north side of Percy Mews was not developed with coach and stable buildings but was gradually encroached upon by commercial uses as the Percy Street buildings began to change from domestic to non-residential uses (particularly at ground floor).

2.10 Today there are particularly good examples of Georgian townhouses on Godege Place and Percy Street (the majority of which are listed) where there has been less encroachment by later development than in Percy Mews behind.³

2.11 Mews buildings traditionally provided stable and coach house accommodation for the main houses on surrounding streets. Evidence for properties on the south side of Percy Mews suggests that this was indeed the case (figure 3). The plan at figure 3 clearly shows stabling and coach house accommodation on the south side (then numbered 2-6 Percy Mews).

2.12 By the end of the 19th century, the north side of Percy Mews was fully developed with buildings of two storeys (ground and basement at 2-4 Percy Mews and ground and

Howard Roberts and Walter H Godfrey (London, 1949), pp. 7-11

³ LB Camden, *Charlotte Street Conservation Area Appraisal and Management Plan*, (2008)

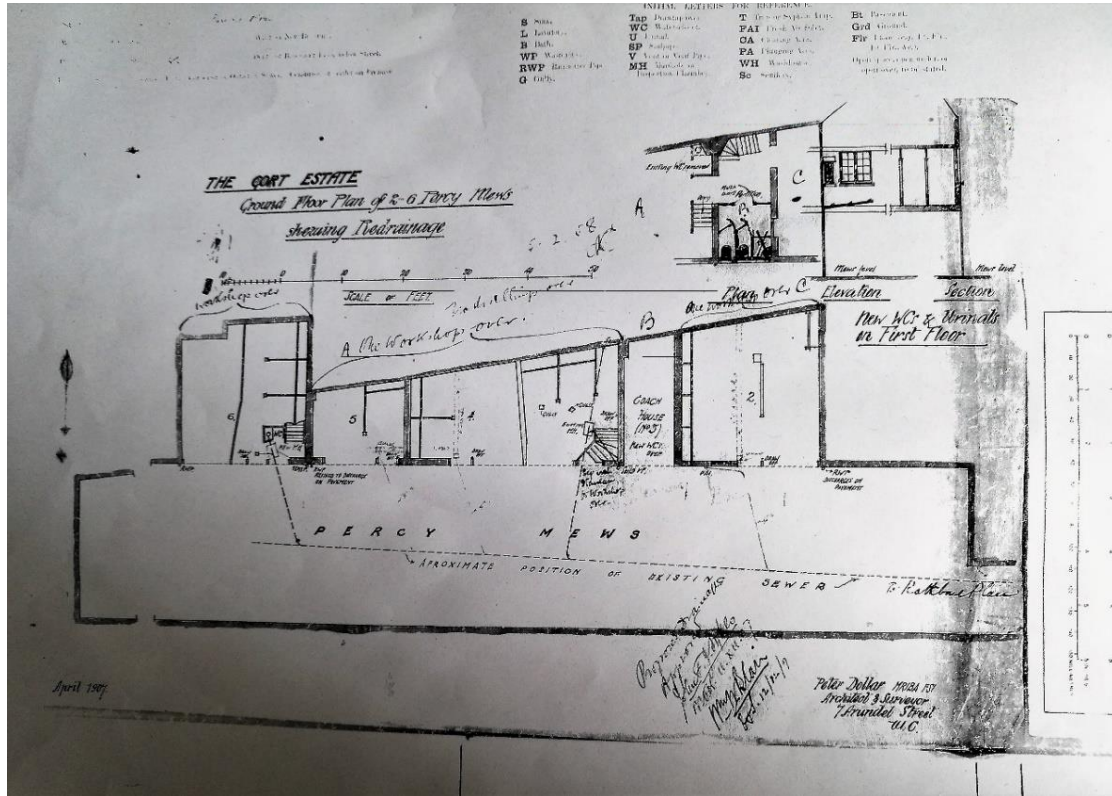


Figure 3: Percy Mews south side 1909 (part of the Gort Estate).

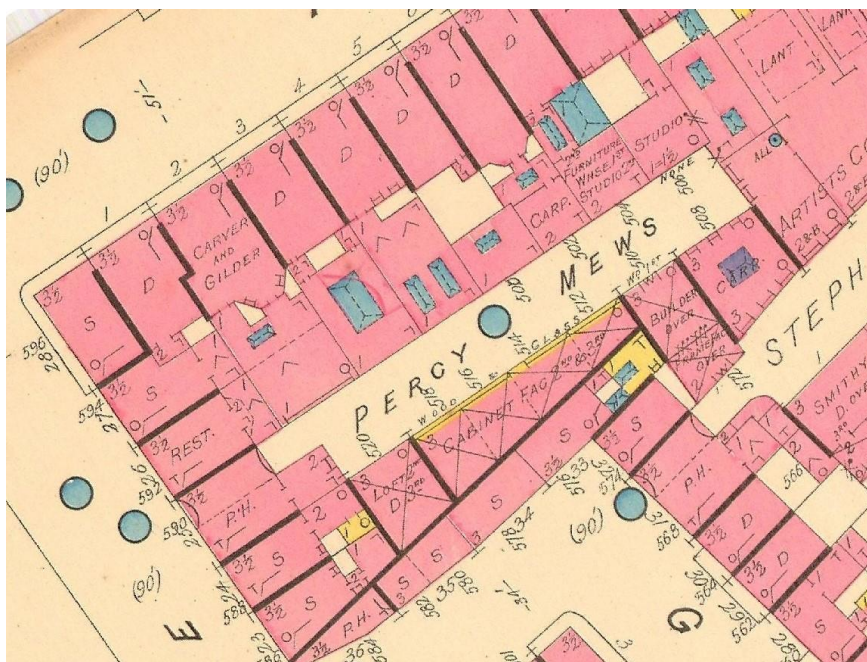


Figure 4: Goad Plan 1889.

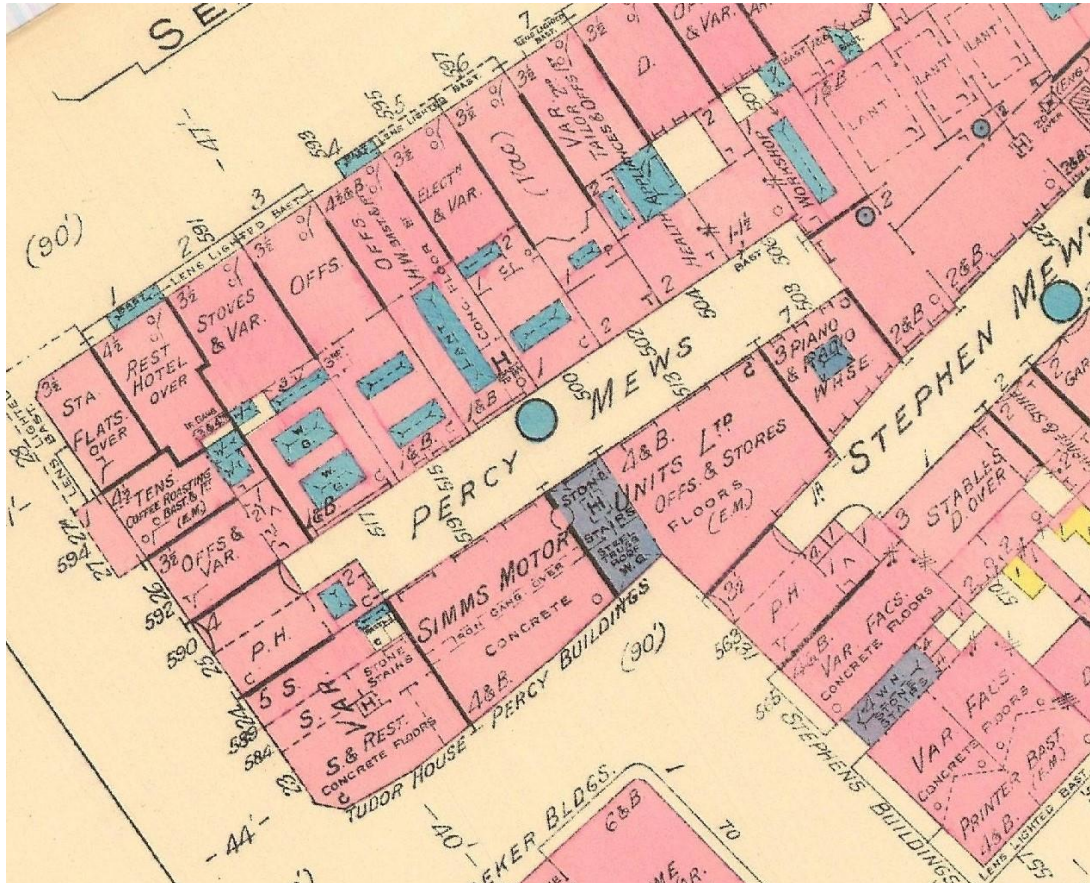


Figure 5: Goad Plan 1940.

first at nos. 6 and 7) and one storey (2 and 8 Percy Mews). Several of the Percy Mews buildings were in commercial use by this time as shown in figure 4.

2.13 By 1940, the south side of the mews had been developed with a building that extended through to Gresse Street (figure 5). This building was a large four-storey building of concrete construction occupied at the time by Simms Motor Units Ltd.⁴ Adjacent was a three-storey piano and radio warehouse.

2.14 During the Second World War much of Percy Mews suffered blast damage. Parts of the

adjacent Stephen Mews were totally destroyed by bombing and the eastern end of Percy Mews was seriously damaged (see figure 6). No.7 was described in the planning records as 'destroyed by enemy action'.⁵ It was rebuilt for light industrial use in 1952.

2.15 There are few records for nos. 3 and 4 Percy Mews until the application was made for their redevelopment in 2000. The existing drawings show the Percy Mews elevation of the buildings as being very modest in appearance but similar to the buildings at nos. 6 and 7 Percy Mews with expressed lintels, windows lighting the basement and various door and window openings. They did not have the appearance of

⁴ Constructed in 1903, this building is now Nos. 33-34 Gresse Street an attractive office building with the rear elevation overlooking Percy Mews.

⁵ LB Camden Planning online TP/33209/27/11/46.



Figure 6: LCC Bomb Damage Map.



Figure 7: As existing elevations, north side of Percy Mews (2000)



late 18th or early 19th century mews buildings (figure 7) and there was little consistency between individual properties, even in parapet height. This may suggest that they were developed more for commercial uses than coaching and stabling or that the buildings weren't developed together but on a more *ad hoc* basis.

2.16 As noted above, the buildings at nos. 3 and 4 Percy Mews were demolished and their sites redeveloped in 2000 with a single building designed to read as two properties.

Significance

2.17 The existing buildings themselves, as relatively recent properties, are not authentic mews properties and are more domestic in detail, certainly more so than their predecessors and other nearby historic mews properties. They do not retain historic fabric, have modern flat roofs and are completely separated from the buildings of Percy Street. As individual buildings within a historic context, they have very little historic significance.

2.18 In terms of their materials and architectural composition, they do relate to the prevailing materials and built character of Percy Mews which has changed considerably since first developed.

2.19 The buildings are not considered to make a positive contribution to the character and appearance of the conservation area, presumably due to their lack of authenticity and historic fabric and character. Their complementary nature means perhaps that their contribution is more neutral than negative. The building(s) is inoffensive but perhaps not as traditional in appearance as typical mews buildings.

2.20 As a significant departure from the buildings that once occupied the site, the buildings have no immediate connection (physical, architectural or historical) with the listed buildings to the north on Percy Street.

The relationship between the two is based principally on proximity.

2.21 In conclusion, the building on the site is of no historic or real architectural interest or significance but it does play a complementary, inoffensive and neutral role within its conservation context and within the setting of nearby listed buildings.



3 The proposals and their effects

3.1 The following section provides a brief outline of the proposed scheme together with an assessment of their effects on the significance of the existing building and its setting. The assessment takes into account relevant policy provision as set out in Appendix A. This section should be read in conjunction with the Planning Statement prepared by FWPD and the Design and Access Statement prepared by RPG Architects.

Outline of the proposed scheme

3.2 The proposals involve the provision of a mansard roof extension to nos. 3 and 4 Percy Mews. The proposed roof extension has been traditionally design and detailed and relates to the architectural composition of the Percy Mews elevations.

3.3 The proposed mansard roof would be clad in natural slate with lead to the dormer windows (with timber casements). The flank walls would be built up in brick to match the existing, relating to traditional party wall detailing. The proposed mansard is similar in detail to that approved and built at no. 8 and 9 Percy Mews in 1999/2000.

Effects of the proposals

3.4 Nos. 3-4 Percy Mews is not considered now to be a designated heritage asset and also, it is not a non-designated heritage asset. The building does not make a positive contribution to the character and appearance of the conservation area but clearly forms an element of the designated heritage asset. Policies in relation to non-designated heritage assets do not apply in this case – the main considerations relate to the effect of the proposals on the character and appearance of the conservation area and on the setting of nearby listed buildings.

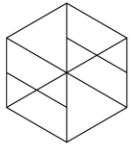
3.5 The general thrust of national and local historic environment policy seeks to protect the

special interest of designated heritage assets such as listed buildings. In this regard, such policy, which aligns with the statutory duties set out in the 1990 Act, seeks to protect designated heritage assets and their setting. Section 66(2) sets out that 'In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'

3.6 With regard to conservation areas, Section 72 of the Act sets out that 'special attention shall be paid to the desirability of preserving or enhancing the character and appearance of that [conservation] area.' National and local policy as set out in Appendix A therefore seeks to either prevent harm to the significance of conservation areas or to encourage proposals to preserve or enhance the character and appearance of the conservation area.

3.7 The National Planning Policy Framework (NPPF) sets out that 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.' Any harm requires clear and convincing justification.

3.8 The proposals involve a mansard roof to modern buildings within the conservation area. The existing buildings are domestically detailed and can comfortably accommodate a mansard roof as many of the surrounding listed buildings and nearby mews properties have done (including nos. 8-9 Percy Mews). The proposals would increase the height of the building but there is no consistent height within the mews – the parapet height within the mews has actually been made more consistent since



the construction of new buildings on the north side in the early 21st century. The south side was of course redeveloped in the early 20th century with a much taller building. The mansard would increase the height of the existing buildings so that it would relate to the scale seen in the conservation area's mews and height that is already established in Percy Mews.

3.9 Mansard roofs are a strong feature of the local area and are visible from within Percy Mews itself. The proposed mansard would therefore relate to traditional and established roof forms within the immediate local area and the mews itself. The proposed roof form would be recessive about the parapet line of the building and has been composed so as to relate to the principal elevation. The addition of the mansard would not cause harm to the character and appearance of the existing building and can be comfortably accommodated on the building without compromising its appearance or the character of Percy Mews. No other alterations are proposed to the street elevation of the buildings.

3.10 It is therefore considered that the proposed mansard would not cause harm to: the significance of the existing building; its contribution to the character and appearance of the conservation area; or, the character and appearance of the conservation area as a whole. In terms of local policy, the proposals would preserve the character and appearance of the conservation area, delivering an extension to existing modern buildings that is in keeping with characteristics and details of mews and other buildings within the local area.

3.11 With regard to listed building matters, it is considered that the existing buildings cannot be considered as curtilage listed buildings since their redevelopment with buildings of a different scale and character. However, if LB Camden were to maintain this view, there is clearly no fabric or historic roof form of any interest that would be affected by the proposals. There is no historic or

architectural features or elements that would be affected by the proposals and therefore if nos. 3-4 were considered to be curtilage listed, there is no special interest to be affected in listed building terms. While there may be a degree of attachment to the houses of Percy Street through common party boundary walls, the existing buildings to the mews did not form part of the site at the time of listing and therefore would not qualify as curtilage listed structures.

3.12 Really, the main issue is the effect of the proposals on the setting of the listed buildings, namely those to Percy Street. The redevelopment of the historic mews buildings at nos. 3 and 4 Percy Mews would have had the greatest effect on the setting of the listed buildings on Percy Street. The development severed the connection of the Percy Street listed buildings with the mews to the rear – this connection may have not been original but certainly by the Goad Plan of 1889, there was some connectivity between the Percy Street and Percy Mews properties. The loss of the historic buildings on the north side of the mews clearly had an effect on the general character of the listed buildings' setting.

3.13 The existing buildings at nos. 3 and 4 Percy Mews now form an established part of the listed buildings' setting, forming a neutral backdrop with domestic detailing but with no particular architectural interest or value. A mansard roof extension would not harm the character and appearance of the mews buildings, being completely in keeping with the appearance of 3 and 4 Percy Mews which are more residential than commercial in character (in contrast to many mews buildings within the conservation area. As noted above, the mansard is intended to be a darker, recessive element set above a clear parapet line.

3.14 Nos. 3 and 4 Percy Street, and others within the group on the south side of Percy Street, all have clearly expressed roofs and the proposed mansard to nos. 3-4 Percy Mews would not be at odds with these prevailing characteristics. The proposed height of the



extended buildings would be clearly subservient to the listed buildings of Percy Mews (as shown in the application drawings) and there would continue to be a clear hierarchical distinction between the buildings of the higher status Percy Street and those of the ancillary Percy Mews.

3.15 This relationship, where mews buildings are extended with a mansard within the context of listed buildings, is not uncommon. It can be seen in John Street and the ancillary John's Mews (LB Camden) where the former mews buildings are now in residential use and many of the listed buildings to John Street are in commercial or office use. It is of course also seen at nos. 8-9 Percy Mews (three storeys including mansard) which sit to the south of nos. 5-9 Percy Street, all grade II listed buildings.

3.16 It is therefore considered that the proposed scheme would not cause harm to the setting of the nearby listed buildings and indeed would complement their materiality and features while maintaining a more diminutive scale and modest appearance befitting a property within a secondary mews.

3.17 For these reasons, and for those set out above, it is therefore considered that the proposals would not harm the significance of the conservation or the setting of nearby listed buildings. The proposals would preserve the character and appearance of the conservation area. It is therefore considered that the proposals would comply with national and local policy and would be acceptable in historic environment terms.



Appendix A

Relevant Policy Context

The following paragraphs briefly set out the range of national and local policy and guidance relevant to the consideration of change in the historic built environment. The relevant statutory provision for the historic environment is the Planning (Listed Buildings and Conservation Areas) Act 1990.

The National Planning Policy Framework (2012)

The National Planning Policy Framework (NPPF) was published in March 2012 and sets out the government's approach to dealing with the historic environment. Section 12 of the NPPF deals specifically with this area of policy. Policies relevant in this particular case are as follows.

Paragraph 189 states that applicants should describe the significance of any heritage assets affected, including any contribution made by their setting. 'The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.' A history of the site and its context and a statement of significance are presented in this report at section 2.

Paragraph 193 sets out that 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.'

Paragraph 194 goes on to note that 'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.'

Paragraph 195 sets out that 'Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss.' Paragraph 195 also establishes that other criteria can apply in these circumstances as set out in the policy.

Paragraph 196 sets out that 'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.'

Of course – it follows that proposals will not cause harm to the significance of designated heritage assets.

London Borough of Camden Local Plan

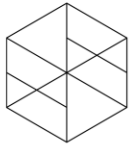
Camden's Local Plan was adopted in June 2017. The most relevant policy in this case is Policy D2: Heritage.

With regard to Conservation Areas, the policy states that the Council will:

- Require that development within conservation areas preserves or, where possible, enhances the character and appearance of the area.

With regard to Listed Buildings, the policy sets out that the Council will:

- Resist proposals for a change of use or alterations and extensions to a listed building where this would cause harm to the special architectural and historic interest of the building.
- Resist development that will cause harm to the significance of a listed



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building through an effect on its
setting.

Charlotte Street Conservation Area Appraisal and Management Plan

The above document provides general principles to guide new development within the conservation area, taking into account the need to preserve, and where possible enhance, the character and appearance of the conservation area.