

Heritage Assessment

40-42 Mill Lane,
Camden

February 2019 | Project Ref 4010A



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1.0

1. Introduction

- 1.1** This assessment has been provided by Heritage Collective to consider the potential effects of a new mansard roof extension to 40-42 Mill Lane in the London Borough of Camden (LB Camden). The site is located on a corner plot with frontages on to Mill Lane and Ravenshaw Road. It is proposed to provide additional accommodation above the continued public house function.
- 1.2** The application site is not within or close to a conservation area and is not within the vicinity or setting of any listed buildings or other heritage assets. Nor is it near to any locally listed buildings. As such there is no potential effect on any designated or non-designated heritage assets arising from the development but LB Camden have identified an effect on character as detailed below.
- 1.3** An application was granted in December 2016 (LPA ref: 2016/2661/P) to '*convert ancillary accommodation of existing Class A4 use at 1st & 2nd floors to create 3 x 1-bed and 2x 2bed flats with roof and second floor rear extension, associated alterations and retain existing public house (Use Class A4) at basement and ground floors.*' This permission is currently being built out.
- 1.4** In December 2018 an application (LPA Ref: 2018/5929/P) was permitted for '*Amendments (changes to internal layout, roof details, installation of rear opening vent, changes to brick lintel to the rear and retention of existing window openings) to approved planning permission (2016/2661/P) dated 16/12/2016 for the conversion of ancillary accommodation to existing Class A4 use at 1st & 2nd floors to create 3 x 1-bed and 2 x 2bed flats with roof and second floor rear extension, associated alterations and retain existing public house (Use Class A4) at basement and ground floors.*' This followed a refusal for the addition of a mansard roof application (LPA Ref: 2018/1516/P) for '*Conversion of ancillary accommodation to existing Class A4 use at 1st & 2nd floors, mansard roof extension, first and second floor rear extension to create 7 flats (4 x 2 bed, 1 x 1 bed and 2 x studio), associated alterations (including cycle and refuse/recycle storage at lower ground floor level accessed from Ravenshaw Street and new entrance to residential*

accommodation from upper ground floor level on Mill Lane frontage); retention of existing public house (Use Class A4) at upper and lower ground floors.'

1.5

This application was refused on the basis that the proposed designs would '*appear as an incongruous and excessively prominent addition to the building.*' After the refusal of this applications, pre-application feedback was sought from the council for a new mansard roof extension. They provided some initial advice on 17 January 2019 stating:

"The revisions look as though they are going in the right direction and we do think there is scope to add a third floor. However, we have concerns with the pitch of the roof and the dormers to the front and side elevations. At the moment, the building features a very prominent parapet line which we would seek to retain and to leave as uninterrupted as possible. The steeper roof pitch and introduction of dormer windows behind would make the roofscape appear cluttered, and the new dormers would compete visually with the existing pediments.

We would therefore suggest seeing what you could do to make the roof pitch shallower and remove the front and side dormers."

1.6

Following this advice the design of the new mansard roof has been amended. The pitch of the mansard has been reduced in line with officer comments and the proposed dormer windows removed. These amended plans were shown to LB Camden for further comment and the response provided on 25 January 2019 stated:

"Although the reduction in the roof pitch is fairly minor, the revisions look like they have picked up on my previous suggestions. As such, given the re-introduction of the original historic features which would be considered a benefit, the roof extension is likely to be considered acceptable."

1.7

Heritage Collective were approached to consider the previous proposals and concluded that the proposed design could preserve the character of the area. Following the design amendments these conclusions have not altered, although there are now additional benefits to the building through the restoration of a lost feature.

1.8

This assessment deals specifically with the issue of character as the application site does not have the potential to affect any identified heritage assets, designated or

not. This report has been informed by a site visit to the property and surrounding area on 18 January 2018 for the original application in March 2018.



Figure 1: The application site



Figure 2: Site Location

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2.0

2. Relevant Policy and Guidance

National Planning Policy Framework

- 2.1** Section 12 of the National Planning Policy Framework (2018) sets out the governments guidance on good design. It states:

"Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities... Design quality should be considered throughout the evolution and assessment of individual proposals"

- 2.2** The NPPF says local authorities, through policy and decisions, should optimise the potential of a site to accommodate development, create and sustain an appropriate mix of uses and responds to local character (paragraph 127.)

London Plan

- 2.3** The London Plan provides a city-wide context within which individual boroughs must set their local planning policies. A draft new London Plan has been published in August 2018 but this is still emerging. Existing policies of relevance to the historic environment include:

- 2.4** Policy 7.4 – Local Character: Buildings, streets and open spaces should provide a high-quality design response that (i) has regard to pattern and grain of existing spaces, (ii) contributes to positive relationships between urban and natural landscapes, (iii) is human in scale, (iv) allows positively contributing buildings to influence the future character, and (v) is informed by the surrounding historic environment.

- 2.5** Policy 7.6—Architecture: This should make a positive contribution to a coherent public realm, streetscape and wider cityscape. It should incorporate the highest quality materials and design appropriate to its context.

Local Plan

2.6 The Local Plan was adopted by LB Camden on 3 July 2017 and has replaced the Core Strategy and Camden Development Policies documents as the basis for planning decisions and future development in the borough. The following are the relevant policies to this application.

2.7 **Policy D1: Design**—states the council will seek high quality design in development. To achieve this the development needs to demonstrate it:

- a. respects local context and character;
- b. preserves or enhances the historic environment and heritage assets in accordance with Policy D2 Heritage;
- e. comprises details and materials that are of high quality and complement the local character;
- f. integrates well with the surrounding streets and open spaces, improving movement through the site and wider area with direct, accessible and easily recognisable routes and contributes positively to the street frontage;
- k. incorporates high quality landscape design (including public art, where appropriate) and maximises opportunities for greening for example through planting of trees and other soft landscaping;
- m. preserves strategic and local views;

2.8 Bullet points C, D, G, H, I, J, L, N and O are outside of the scope of this report.

2.9 The policy continues stating:

'The Council will resist development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.'

West Hampstead and Fortune Green Neighbourhood Plan

2.10 Policy 2: Design and Character requires all development to be of high quality design that complements and enhances the distinct local character and identity of Fortune Green and West Hampstead. This is achieved through:

- i. Development which positively interfaces with the street and streetscape in which it is located.
- ii. Development which maintains the positive contributions to character of existing buildings and structures.
- iii. Development which is human in scale, in order to maintain and create a positive relationship between buildings and street level activity.
- iv. Development which has regard to the form, function, structure and heritage of its context - including the scale, mass, orientation, pattern and grain of surrounding buildings, streets and spaces.
- v. A presumption in favour of a colour palate which reflects, or is in harmony with, the materials of its context.
- vi. New buildings and extensions that respect and are sensitive to the height of existing buildings in their vicinity and setting. Tall buildings in the Growth Area will need to have regard to their impact on the setting of the two immediately adjacent conservation areas, in order to avoid any negative impact on them.
- vii. Extensions - and infill development - being in character and proportion with its context and setting, including the relationship to any adjoining properties.
- viii. The provision of associated high quality public realm.
- ix. Having regard to the impact on local views across the Area and the streetscapes within the Area (as identified in A11 and Map 2).
- x. Development which aims to fulfil the criteria set out in Building for Life 12 (as detailed in A18).

Camden Planning Guidance (CPG1 Design)

2.11 This document provides design guidance for all types of development within the LB Camden. It provides the following advice regarding extensions:

- 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; and
- Rear extensions should be secondary to the building being extended.

2.12 Roof extensions fall into two categories:

- Alterations to the overall roof form; or
- Smaller alterations within the existing roof form, such as balconies and terraces.

2.13 When proposing roof alterations and extensions, the main consideration should be:

- The scale and visual prominence;
- The effect on the established townscape and architectural style; and
- The effect on neighbouring properties.



Figure 3: 40-42 Mill Lane (Undated photograph showing the public house with original pediment feature)



3.0

3. Assessment of Site and Surroundings

The Application Site

- 3.1** 40-42 Mill Lane is a late 19th century building of three storeys fronting Mill Lane, with a side elevation including a stepped roofline onto Ravenshaw Street. The front and side elevations have some classical features and are more decorative than the rear. It has been used as a public house since it was built (c.1891), but permission was recently granted for a change of use to the upper floors to residential (LPA Ref: 2016/2661/P).

West Hampstead and Fortune Green Character Area Development

- 3.2** Prior to the 19th century the land comprising the Fortune Green and West Hampstead Character Area was primarily farmland centred around the hamlet of West End. Following the introduction of the railway the area was rapidly developed and the style of the housing reflects this. The area has a largely Victorian and Edwardian character with a number of terraced properties and mansion blocks dating to this time. The application site forms a corner building within a Victorian terraced development.

- 3.3** The neighbourhood plan notes that the area has a:

"Distinct architectural heritage- including a significant number of listed buildings as well as large conservation areas—which are extremely important in signifying the Area's look and feel."

Townscape and Views

- 3.4** The main architectural feature of the area is the similarity of the age of the buildings which, as described above, date to the late 19th/ early 20th century. These tend to be of a characteristic red brick, but with variation in the design details such as fenestration, porches and bay windows. The area is densely developed and to accommodate additional space within the properties a number

have converted the attic space to living accommodation with dormer windows or mansard roof extensions.

3.5

40-42 Mill Lane does not appear in any views as identified in the West Hampstead and Fortune Green Neighbourhood Plan. However due to its corner location at the junction with Mill Lane and Ravenshaw Lane, there are long views to the application site from surrounding roads. The following details these views and discusses what, if any, contribution they make to the character of the area.



Figure 4: Example of dormer windows within the locale



Figure 5: View of the application site from Hillfield Road facing south

Mill Lane

3.6

There are views to the property from both the east and west along Mill Lane. In these views the building is seen as part of the terrace. However it is notably different from the other buildings in the row by being larger, taller and more

decorative. This is due to its location on a corner plot which can accommodate an increase in bulk, scale and mass and its function as a public house.

- 3.7** Due to its corner plot there are views to the side elevation on Ravenshaw Street from Mill Lane when facing east. These show a clear stepped approach to this elevation accommodating the change in height of Ravenshaw Street in comparison to Mill Lane. In this view the decorative treatment of the front elevation is partially carried around the corner although there is plainer fenestration and detailing to the extensions demonstrating their subservience.

Ravenshaw Street

- 3.8** To the rear the property has been extended and altered affecting the appearance of this elevation. The building is notably taller than the buildings along Ravenshaw Street which are predominately of two storeys, this effect is also noticeable due to the slope of the street up to Mill Lane as mentioned above and seen in plate 1.

- 3.9** There are limited views to the rear of the property from the public realm due to the dense development, but where these are possible from within the site they are to a plainer elevation, always designed to be of less interest in comparison to the more visible front and side elevations which feature more decorative details.

Gondor Gardens

- 3.10** There are long views to the front elevation of the public house from Gondor Gardens. In these views the roof is clearly visible. From this road the increased roof height of the application site in comparison to the rest of the terrace is visible in the winter months and creates a physical break with the adjacent building and the roofscape of the terrace in which it is situated. This view shows the building as being of a grander character and appearance in comparison to the rest of the terrace.



Figure 6: View of the application site from Gondor Gardens facing south



4.0

4. Potential Effects on the Character of the Area

Proposals

- 4.1** The proposed works are for the provision of a new mansard roof to be built over the formerly consented extension permitted under application 2016/2661/P (currently under construction). A mansard extension has been designed with a reduced pitch following comments from LB Camden prior to the submission of this application. The new mansard pitch will be 60 degrees and it has been agreed by the council in their pre-app advice provided on 25 January that this is an acceptable change. It was also noted that the proposed reinstatement of the former pediment feature, (Figure 3) which has been lost during previous alterations to the roof, will be reinstated as part of the proposed works, improving the appearance of the building and restoring a key element of its roofline. The features of the building at the existing parapet height will be retained and replicated to create a symmetrical facade, improving the appearance of the building.
- 4.2** It is proposed to introduce new rooflights, located between the dormer windows at roof level which will allow for natural light to the new accommodation without being a dominant feature on the building
- 4.3** It is also proposed to increase the existing parapet height to screen the base of the mansard roof (a traditional and sympathetic design). This will ensure that the new addition is in keeping with the historic character of the building.



Figure 7: Proposed front (northern) elevation of the new mansard roof extension



Figure 8: Proposed (western) side extension of the new mansard roof extension

Effect of the Proposals

- 4.5** Mansard roofs are seen on other properties within the street scene and are not an alien feature to this area as noted by the extant permission (LPA reference:2017/2062/P) for a mansard at No. 36 Mill Lane (which forms part of the same terrace as the application site). It was also noted on a site visit that a vast number of properties in the surrounding area have altered roof forms with the addition of skylights or mansard roofs to allow for additional accommodation.
- 4.6** The roof is already visible from the surrounding area and the proposed height and design would not detract from 40-42 Mill Lane's appearance in long views from Ravenshaw Street, Gondar Gardens or Hillfield Road where the roof line is already visible. The revised roof pitch has further minimised any perception of bulk arising from the new roof form. It is considered that the proposed changes to the roof and parapet would improve its appearance in the street scene by restoring symmetry to this element and the new roof structure is entirely appropriate to the age and style of the building. The reinstatement of an historic feature is a benefit of the proposals which should be considered in the planning balance.
- 4.7** The proposed roof form is in keeping with other roof types found in the area. The corner location of the building gives it more ability to absorb an increased height in comparison to other buildings in the street scene without being detrimental to the character and appearance of the area. The revised roof pitch has responded to officers' concerns and has ensured the new roof height relates to other examples in the nearby vicinity. Mill Lane has a more commercial nature, and in contrast to the residential properties justifies a taller building in this location. There will be no harm to the buildings architectural interest. The front and side elevations which mostly contribute to this will be retained largely unaltered and the change to the roof form will not alter this. As stated there will be an improvement to the front elevation through the restoration of the pediment which has been lost during previous alterations to the building.
- 4.8** The buildings on Ravenshaw Street are noticeably lower than the buildings along Mill Lane due to the change in topography. The slight increase in height (just under

4 inches (100mm) over the extant permission) to the roof of 40-42 Mill Lane, which is clearly already seen as being a taller (and higher) building than the domestic properties located on Ravenshaw Street will not affect the character of the area.

4.9 The new proposed mansard roof has utilised feedback from LB Camden and local residents from previous applications and ensured the new design has reduced the perception of bulk, mass and scale to better complement the street scene and building itself.

4.10 During the previous application concerns were raised that the provision of a mansard roof would set a precedent. It should also be noted that permission for a mansard at 36 Mill Lane, has already been granted and that each application is based on its own individual merits. Due to its location and its notable difference in terms of its architectural detailing to the other buildings along Mill Lane, the application site is more able to accommodate this form of roof design without detracting from the surrounding area or the building itself. Further this proposal offers the reinstatement of a lost feature demonstrating that the roof form that currently exists has been altered and changed previously making it more able to accommodate change without causing harm.

Policy Compliance

4.11 The proposed works are compliant with **Local Plan Policy D1—Design and West Hampstead** and **Fortune Green Neighbourhood Plan Policy 2—Design** which includes similar policies.

4.12 The proposed mansard roof reflects other design characteristics within the area and will provide additional residential accommodation in a sympathetic style and material palette to the existing building. The new roof is a negligible increase on the previously permitted height and is suitable to the age and style of the building. In addition the reinstatement of the original decorative detail will improve the front elevation of the building.

4.13 The proposed mansard roof, fenestration and materials are all design features found within the local area. The building itself is not a heritage asset and is not

within a conservation area. However, as a late 19th century building located in a built up area of Victorian and Edwardian housing the proposed works are entirely in keeping with the age of 40-42 Mill Lane and the surrounding built form.

- 4.14** The mansard would provide an improved symmetrical appearance to the building and is a typical design feature on buildings of this age. Its inclusion on the building would be in keeping with the character of the area.
- 4.15** The use of rooflights, building up the parapet and retaining and reinstating the existing architectural features would enhance the buildings presence in the street scene. The function and location of this building already gives it a more dominant presence within the locale and the proposed works would preserve this aspect of its character and contribution to the area, it is possible to marginally increase its height and maintain the character of the area.
- 4.16** As identified in the townscape analysis, the proposed works would enhance the interest of strategic and local views. Whilst the building does not feature in key views within the Local Plan or Neighbourhood Plan, there are still notable views to 40-42 Mill Lane due to its corner location on an important commercial road within the area. There will be an enhancement to long views from Mill Lane and surrounding roads by an improvement to its front elevation by creating a symmetrical appearance and reinstating the original pediment feature.
- 4.17** The proposed works represent only a minor increase in terms of bulk, mass and scale to the previously consented scheme. The design of the new mansard sits better with the existing building providing a more harmonious extension to the roof level which suits the classical features and symmetry of the building. It represents high quality design that enhances the contribution of 40-42 Mill Lane to the local area.



5.0

5. Summary

- 5.1** 40-42 Mill Lane is a late 19th century public house that is not listed locally or nationally. It is not within a conservation area and therefore the proposed works are not considered to have an effect on any heritage asset designated or otherwise. A previous application to convert ancillary accommodation to existing Class A4 use at 1st & 2nd floors to create 3x 1-bed and 2x 2bed flats with roof and second floor rear extension, associated alterations and retain existing public house (Use Class A4) at basement and ground floors was granted permission on 16 December 2016 (LPA Reference 2016/2661/P). This this standalone roof extension application will provide affordable housing within LB Camden.
- 5.2** A previous application was made for a new mansard roof and enlarged rear extension (LPA Ref: 2018/1515/P). This application was refused on the basis that the mansard and extensions would increase the bulk, scale and mass of the building in an unacceptable way. Following this application the design of the proposed mansard roof has been reconsidered and has resulted in a lowered roof of a 60 degree pitch and the reinstatement of an original decorative pediment feature to the front elevation.
- 5.3** This statement has considered the effect of the proposed new roof on the character of the surrounding area. It has concluded that the proposed works are in keeping with the prevailing character of the area and provides an opportunity to enhance the existing roofscape by providing a more symmetrical appearance and restoring original features to the building which will be seen from Mill Lane, Hillfield Road and Gondor Gardens.
- 5.4** The proposed works have been assessed against Local Plan D1 Design and West Hampstead and Fortune Green Neighbourhood Plan Policy 2 Design and are considered to be compliant with these policies. The design has given consideration to LB Camden's Planning Design Guidance and previous feedback. It is considered that the proposed works would enhance strategic and local views and provide an

extension to the existing building that is clearly in keeping with its age, design and materials whilst providing additional accommodation within the borough.