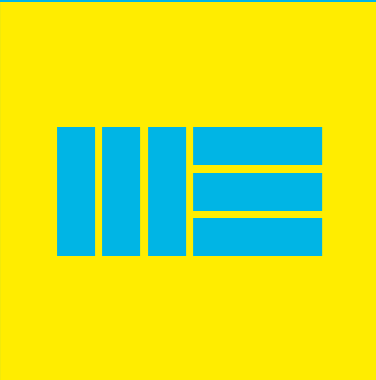


# HERITAGE STATEMENT

HAMPSTEAD POLICE STATION

MARCH 2024





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# 1.0 INTRODUCTION

## HAMPSTEAD POLICE STATION

# INTRODUCTION

1.1 This Heritage Statement has been prepared by Montagu Evans LLP on behalf of Rostrack Limited (the ‘applicant’), in support of development proposals concerning the former Hampstead Police Station, Rosslyn Hill, London, NW3 1PD (also referred to within this report as the ‘Site’). The Site is comprised of the Grade II listed Former Police Station and Courthouse and is situated within the Hampstead Conservation Area. It is situated within the London Borough of Camden (LBC).

## THE SITE AND ITS PLANNING HISTORY

1.2 As noted, the Site comprises the Grade II listed Former Police Station and Courthouse, added to the National Heritage List for England (the ‘NHLE’) on 12th August 1998 (List Entry No. 1130397). The list entry was last updated on 14th February 2018.

1.3 The Site has been subject to a lengthy planning history following its decommissioning by the Metropolitan Police in the summer of 2013.

1.4 The full planning history for the Site is set out in the Planning Statement, but most recently, this has included the refusal of planning and listed building consent (submitted on behalf of Department for Education) for the conversion of the Site to a one-form entry school (refs: 2019/2375/P & 2019/2491/L), refused at Camden’s Planning Committee on 14th November 2019 despite officer recommendation for approval. Consequently, LBC’s Decision was appealed by the applicant, with the Inspectorate dismissing an Appeal in December 2020 (refs: APP/X5210/W/20/3248002 & APP/X5210/W/20/3248003). This Appeal Decision is also referred to within this report as “the 2020 Appeal”.

1.5 The 2020 Appeal was dismissed for a number of reasons relating to the proposed use of the building/site, including noise, transport and air quality issues. Further to these, the proposed school use’s adverse impact on the significance of the listed building was also cited as a reason for dismissal, caused by the high levels of removal of original fabric and overall loss of plan form.

1.6 Following the applicant’s acquisition of the Site in late-2021, they have engaged in extensive pre-application discussions with the planning authority in relation to the conversion of the former Police Station and Magistrates Court to form a mixed-use proposal, comprising commercial floorspace and 5no residential units.

## THE PROPOSALS

1.7 The Proposed Development seeks to refurbish and reconfigure the Former Hampstead Police Station and Magistrate’s Court building, so to facilitate a mixed-use scheme consisting of a combination of commercial office floorspace, space for a private medical provider and private residential apartments. The proposals include a change of use to commercial at ground floor level, the lower ground floor, as well as the re-purposing of the former Magistrate’s Court and Courthouse from lower ground through to first floor level, incorporating new office space. Residential units will be located at first and second floor levels.

1.8 In summary, the Proposed Development includes:

- Change of Use of the existing building, providing commercial uses at ground floor level, part of the first floor and lower ground.
- Introduction of new publicly-accessible private healthcare at ground floor level, within the former Section House, falling within the definition of ‘community use’ as defined by the Local Plan;
- Change of use to residential at first and second floor levels.
- Internal reconfiguration, with removal of internal fabric focussed on later alterations/additions, dating from the mid-late-20th century.
- Restoration of internal features of historic and architectural interest, including the sensitive refurbishment of the first-floor Courtroom, introducing a new commercial use, including bespoke office space.
- Refurbish internal, historic décor, including glazed tiles within communal areas, historic stairs/balustrading and cell areas.
- The introduction of an infill extension to the rear of the building, within the courtyard area, creating a new passenger lift (situated outside the demise of the listed building) and a new resident lobby and associated amenity space.

- Introduction of side extensions at lower ground, ground, first and second floor level, to the side of the east wing, currently comprised of low-quality ancillary space with various modern accretions and alterations.
- Creation of a new, free-standing plant enclosure on the east wing, flat roof area.
- The reservicing of the building to remove unattractive services resulting in the overall improvement of the building’s energy efficiency.
- Various landscape improvements and alterations to the rear courtyard to accommodate wheelchair access.
- Introduction of subterranean plant room within the rear courtyard, incorporated into a landscaped structure/ planter, with associated landscaping.
- External, like-for-like repairs, including sensitive cleaning and general maintenance.

1.9 For a full description of the Proposed Development, please refer to the submitted Design and Access Statement prepared by scheme architects, DMFK. Please also refer to the submitted Planning Statement, prepared by Montagu Evans LLP.



Figure 1.1 Site Plan



Figure 1.2 Aerial View. Source: Google (base map)

PURPOSE OF REPORT

- 1.10 As noted, this report supports an application for full planning permission and listed building consent concerning internal and external works to the Grade II listed former Hampstead Police Station and Courthouse.
- 1.11 In line with Paragraph 200 of the National Planning Policy Framework (2023), this report sets out the significance of the designated heritage assets likely to be affected by the Proposed Development. It includes an assessment of the Proposed Development on the identified significance of the heritage assets within and surrounding the Site, with reference to Paragraphs 205–208 of the NPPF (2023).

STRUCTURE OF THIS REPORT

- 1.12 In light of the above, **Section 2.0** of this report sets out the legislation and planning policy framework applicable to the emerging development proposals. **Section 3.0** summarises the historical context of the Site, whilst **Section 4.0** provides Statements of Significance for those assets likely to be affected by the proposals.
- 1.13 **Section 5.0** identifies any direct or indirect impacts on the identified heritage assets noted in **Section 4.0**, before concluding at **Section 6.0**.
- 1.14 The Statutory List Entry for the Site can be found in **Appendix 1.0** for reference. **Appendix 2.0** includes a suite of plans identifying historic and modern fabric across the listed building, which have been used to inform the final submission proposals. A copy of the 2020 Appeal Decision for the school conversion can be found in **Appendix 3.0** for reference purposes. Verified Views and associated Methodology, prepared by Millerhare, is presented at **Appendix 4.0**.

**2.0**

# **PLANNING AND LEGISLATIVE FRAMEWORK**

**HAMPSTEAD POLICE STATION**

# PLANNING AND LEGISLATIVE FRAMEWORK

2.1 This section sets out the planning policy context for the redevelopment of the Site in relation to heritage considerations, including national and local guidance.

LEGISLATION

PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS ACT) 1990

2.2 The Site includes the Grade II listed Former Police Station and Courthouse at Hampstead, added to the statutory list of buildings of special architectural and historic interest at grade II on 13th August 1998, with an updated list entry produced and amended on 15th February 2018.

2.3 The Site is also located within the Hampstead Conservation Area, as well as within the vicinity of several listed buildings, including the grade II Nos. 50 and 51 Downshire Hill, Nos. 22 and 24 Rosslyn Hill, and the K6 Telephone Kiosk (grade II), positioned on Rosslyn Hill.

2.4 With respect to the Proposed Development, the applicable statutory provisions are therefore Section 16(2), Section 66(1) and Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2.5 In regard to listed building consent, Section 16(2), which concerns the desirability of preserving listed buildings, their setting or any features of special interest, states:

*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.*

2.6 Section 66(1), which concerns the determination of planning applications in relation to listed buildings and their settings, states:

*In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, 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.*

2.7 Regarding conservation areas, Section 72(1) of the Act states:

*In the exercise, with respect to any buildings or other land in a conservation area, [of any of the provisions mentioned in subsection (2)], special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.*

2.8 **DEVELOPMENT PLAN**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 stipulates that in making any determination under the Planning Acts, regard is to be had to the development plan, and the determination must be made in accordance with that plan unless material considerations indicate otherwise. The documents which form the statutory development plan are set out in **Table 2.1** below.

DEVELOPMENT PLAN POLICY	KEY PROVISIONS
London Plan (2021)	<b>Chapter 1: Planning London’s Future – Good Growth</b>  Policy GG2: Making the best use of Land  Chapter 3: Design  Policy D1: London’s form, character and capacity for growth  Policy D3: Optimising site capacity through the design-led approach  <b>Chapter 7: Heritage and Culture</b>  Policy HC1: Heritage Conservation and Growth  Policy HC3: Strategic and Local Views
Camden Local Plan (2017)	<b>Chapter 2: Growth and Spatial Strategy</b>  Policy G1: Delivery and location of growth  <b>Chapter 7: Design and Heritage</b>  Policy D1: Design  Policy D2: Heritage
Hampstead Neighbourhood Plan (2018)	<b>Chapter 3: Design and Heritage</b>  Policy DH1: Design  Policy DH2: Conservation areas and listed buildings  Policy DH3: The urban realm

Table 2.1 Relevant Development Plan Policy

CAMDEN LOCAL PLAN (2017)

- 2.9 Chapter 2 of the Local Plan notes that Camden is experiencing significant change, with substantial population growth and an increased demand for housing and employment. ‘Policy G1: Delivery and Location of Growth’ seeks to set out the Council’s objective in creating the conditions for growth within the Borough, aiming to deliver sustainable growth while continuing to preserve and enhance the features that make Camden an attractive place to live, work and visit. Importantly, Policy G1 states that the Council will deliver growth by ‘securing high quality development’ and supporting development that:  
*“Makes the best use of its sites, taking into account quality of design, its surroundings, sustainability, amenity, heritage, transport accessibility and considerations relevant to the site.”*
- 2.10 Chapter 7 of the Local Plan covers Design and Heritage. Concerning design, the Local Plan draws on the notion set out in National Policy that planning should always seek to secure high quality design and that good design is indivisible from good planning. In specific regard to heritage, Policy D1: Design stipulates that the Council will require that development:  
a. *Respects local context and character*  
b. *Preserves or enhances the historic environment and heritage assets in accordance with Policy D2 Heritage*  
c. *Is sustainable in design and construction, incorporating best practice in resource management and climate change mitigation and adaption*  
d. *Comprises details and materials that are of high quality and complement the local character*  
e. *Incorporates high quality landscape design (including public art, where appropriate) and maximises opportunities for greening for example through planting of tress and other soft landscaping*  
f. *Preserves strategic and local views*
- 2.11 Further to the requirements set out above, Policy D1 states that the Council expects excellence in architecture and design, ensuring that the significant growth planned for in the Borough is brought forward through high-quality, contextualised design.

- 2.12 Regarding heritage, the Council acknowledge at para. 7.41 that they have a responsibility to have special regard to preserving listed buildings and must pay special attention to preserving or enhancing the character of appearance of conservation areas. Equally, the Council note that great weight should be given to the conservation of designated heritage assets in a manner consistent with their ongoing conservation, consistent with Para. 205 of the NPPF (2023).
- 2.13 Policy D2 of Camden’s Local Plan states that the Council will preserve and, where appropriate, enhance Camden’s rich heritage and their settings. In regard to designated heritage assets, the Council will:  
*Not permit the loss or substantial harm to a designated heritage asset, including conservation areas and listed buildings, unless it can be demonstrated that that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:*  
a. *the nature of the heritage asset prevents all reasonable uses of the site*  
b. *no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation*  
c. *conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*  
d. *the harm or loss is outweighed by the benefit of bringing the site back into use.*  
*The Council will not permit development that results in harm that is less than substantial to the significance of a designated heritage asset unless the public benefits of the proposal convincingly outweigh that harm.*
- 2.14 Importantly, Policy D2 of the Local Plan notes the importance of balancing both positive and harmful elements of a proposal, in that an identification of less than substantial harm has the ability to be counterweighed against the wider public benefits of a proposal, with those benefits needing to convincingly outweigh any identified harm. This approach aligns with Para. 208 of the NPPF.

- 2.15 Concerning development in conservation areas, Policy D2 states that the Council will require development within conservation area to preserve, or where possible enhance its character and appearance. In relation to listed buildings, Policy D2 states 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.

NATIONAL PLANNING POLICY

- 2.16 The development plan is supported by the planning policies set out in the National Planning Policy Framework (2023). The relevant provisions are set out at **Table 2.2** below.

NATIONAL POLICY	KEY PROVISIONS
National Planning Policy Framework (NPPF) 2023	<div>Chapter 12 (Achieving well-designed places)<ul style="list-style-type: none"><li>Paragraph 131</li><li>Paragraph 135</li><li>Paragraph 136</li><li>Paragraph 137</li><li>Paragraph 139</li></ul></div> <div>Chapter 16 (Conserving and enhancing the historic environment)<ul style="list-style-type: none"><li>Paragraph 200</li><li>Paragraph 203</li><li>Paragraph 205–209</li><li>Paragraph 213</li></ul></div>

Table 2.2 Relevant National Planning Policy

MATERIAL CONSIDERATION

- 2.17
- In addition to legislation and policy, the following assessment will take into consideration relevant planning guidance and any material considerations, including:
- National Planning Practice Guidance (online)
  - National Design Guide (2019)
  - Historic England, Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment (2015)
  - Historic England, Advice Note 12: Statements of Heritage Significance, Analysing Significance in Heritage Assets (2019)
  - Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (2017)
  - Greater London Authority, Planning Practice Note: Heritage Impact Assessments and the Setting of Heritage Assets (2023)
  - London Borough of Camden, Supplementary Planning Document: Design (2021)

PLANNING PRACTICE GUIDANCE

- 2.18
- The National Planning Practice Guidance adds further context to the National Planning Policy Framework (NPPF) and it is intended that the two documents should be read together. The chapters relevant to the Proposed Development are Design: process and tools (updated October 2019); Determining a planning application (updated June 2021); and Historic environment (updated July 2019).

POLICY DISCUSSION

- 2.19
- If development proposals have no harmful effect on the significance of any identified designated asset, then ‘conservation’ (as defined in the Glossary to the NPPF) is achieved. If the proposals enhance or benefit that significance, or enhance our ability to appreciate that, then these benefits attract great weight as a matter of policy.
- 2.20
- If, on the other hand, the proposed development is held to cause harm to the significance of a designated heritage asset, such harm would also be of great weight and should be categorised as either less than substantial or substantial (NPPF paragraphs 208 and 207 respectively), and within each category the extent of harm should be clearly articulated (Planning Practice Guidance or ‘PPG’ paragraph 18).
- 2.21
- The nature and extent of harm is important to ascertain because that analysis informs the balancing out of any harm under the terms of paragraph 208. Underpinning this approach is the principle of proportionality. Whilst any harm to a designated asset is ‘weighted harm’, it is important for the decision maker to assess the extent, nature or degree of harm through the exercise of planning judgement. This principle is articulated in the Mordue<sup>1</sup> judgment, and its application is demonstrated in the Citroen decision<sup>2</sup>.
- 2.22
- In either case, if a proposal would result in harm to the significance of a designated heritage asset, great weight should be given to the asset’s conservation (NPPF paragraph 205), meaning the avoidance of harm and the delivery of enhancement where appropriate. Notwithstanding the ‘great weight’ provision, it would be unreasonable for an impact that is minor in nature or limited to lead to a refusal of permission. What matters, then, is the nature and extent of any harmful impact.

- 2.23
- Any harm to the significance of a designated heritage asset should require ‘clear and convincing justification’, as per NPPF paragraph 206. A clear and convincing justification does not create a freestanding test requiring the demonstration of less damaging alternatives. To the extent that there is a test it is to be found in NPPF paragraphs 207 (in the case of substantial harm) and 208 (in the case of less than substantial harm).
- 2.24
- In either case, and particularly looking at less than substantial harm, the clear and convincing justification the Framework requires is thus made out through no more than the countervailing public benefits delivered by a proposal. Public benefits can include heritage benefits and can also include benefits to the way an area appears or functions or land use planning benefits.
- 2.25
- In relation to the internal heritage balance, The Court of Appeal judgement known as *Bramshill* ([2021] EWCA Civ 320) found that the *Palmer* judgment does not lead to an “*internal heritage balance*” as a matter of course [71]. There are different ways that a decision maker can apply the balance of harm versus benefits [74], and some of these are summarised in that judgment [78].
- 2.26
- Another case that considered this issue of the approach to the balancing act is the Whitechapel Bell Foundry case in Tower Hamlets (refs. APP/E5900/V/20/3245430 and APP/E5900/V/20/3245432). That decision confirmed that the Palmer approach of an ‘internal heritage balance’ is a legitimate one to follow in undertaking the balancing act, confirmed by both the Inspector reporting and the Secretary of State. Importantly, this Decision reiterated that as long as the great weight provision is applied, either approach is valid.
- 2.27
- As part of the recently published NPPF (December 2023), paragraph 164 now states in determining planning applications, local planning authorities should give ‘significant weight’ to the need to support energy efficiency and low carbon heating improvements to existing buildings. Such considerations should be weighed in the balance with reference to the policies set out within Chapter 16 of the Framework.

1 Mordue v SSCLG [2015] Civ 1243.  
2 APP/G6100/V/19/3226914

# **3.0** **HISTORIC DEVELOPMENT** **HAMPSTEAD POLICE STATION**

# HISTORIC DEVELOPMENT

## BRIEF HISTORY OF HAMPSTEAD

- 3.1
- Core to the historic development of Hampstead is its topography, situated on high ground to the north of the urban centre of London. Prior to the 14th century, the area was sparse, open land, with a small population of customary dwellings, a farm and freehold estates. Most of the customary land was situated in Hampstead town and Pond Street, located to the south-east of the heath and woodland.
- 3.2
- The area's high ground saw it become a safe haven from the Black Death in the mid-14th century, flooding in 1524 and the great plague of 1665, where trust in the clear air on hills brought masses from London seeking to settle in Hampstead town. It was reported that there were 260 deaths in 100 houses in the town.
- 3.3
- During the 17th century, the settlement at Hampstead spread across the heath, with the area attracting the wealthier classes from London, who were drawn to the area for its elevated position away from the city. As a result, grander properties began to development, with Inns and mansions appearing along the High Street. Further development was spurred on by the establishment of the Wells Trust in 1698, which allowed for the development of the Chalybeate Springs, east of the High Street. This resulted in the construction of numerous speculative developments, often comprising fine terraces and properties of some considerable scale. By 1762, Hampstead comprised circa. 500 houses and cottages.
- 3.4
- Over the course of the 18th century, many of the Inns and larger properties were divided and tenanted, with many of the wealthier residents seeking to settle in newer areas away from the town centre as it became increasingly popular. By 1774, the heath was described as an area adorned with many gentlemen's houses and by 1795, there were 686 houses, which had increased to 1,180 by 1831.



Figure 3.1 Hampstead Town in 1762

- 3.5
- The considerable increase in the area's population at the start of the 19th century stemmed from the continued attraction of the pleasant and fine air, with residents relocating to Hampstead as more became anxious for their health as the city became increasingly popular and ever more polluted. This increase in population led to the wholesale development of estates, as opposed to small-scale speculative building, largely located on freehold land to the south. By 1871, the number of houses in the parish had more than doubled to 4,348.
- 3.6
- Building in Hampstead accelerated once more with the coming of the railways in 1852, which enabled those working in central London to seek more suburban residences.
- 3.7
- Throughout the late-19th and early-20th centuries, the population of Hampstead continued to grow, with prestigious houses being constructed around Frognaal and Fitzjohn's Avenue. Architecture was a mix of builders' vernacular styles and architect designed properties, located in the high-status areas. Styles ranged from Arts-and-Crafts, gradually becoming more conventional neo-classical throughout the 20th century. By the time of World War I, Hampstead was seen as an integral part of the Metropolitan area of London.
- 3.8
- Hampstead suffered little damage during the bombing raids of World War II and during the mid-late-20th centuries, gentrification became increasingly more prevalent, with speculators buying up working-class houses. Consequently, this left yet more houses for people prominent in both arts and entertainment industries, whilst a contrast emerged between west and east Hampstead, with council flats and large families located in the west, and large, wealthy residences in the east.



Figure 3.2 Extract from 1866 OS Map



Figure 3.3 Extract from 1912 OS Map

**HAMPSTEAD POLICE STATION, ROSSLYN HILL**

- 3.9 Prior to their occupancy at Nos. 24–26 Rosslyn Hill, law enforcement at Hampstead were located close to the existing Site, situated opposite to the Rosslyn Hill Unitarian Chapel at the current Mulberry Close.
- 3.10 As part of the Metropolitan Police Act 1829, constabularies across the Capital were divided and designated as separate (though interlinked) ‘divisions’. It was on 11th January 1864 that Hampstead Police Service was incorporated in part of the ‘S’ Division, and the year following in 1865, the Home Office approved the leasing of a site for a 98-year lease from the Dean and Chapter of Westminster to construct a new station building at Hampstead. Subsequent revisions to the constabulary boundary following alterations to the Exterior Division of the newly formed Metropolitan Police (taking the number of metropolitan divisions to a total of 20), a new Hampstead Metropolitan Police Station was constructed on the western side of Rosslyn Hill, located close to the Unitarian Chapel and close to the civic centre of the town. The new building was constructed from London stock brick, with a rusticated ground floor, a chamfered corner, rounded gauged brick arched windows and a simple parapet. It was completed by 1868 and followed the designs principles and themes of Charles Reeves, the first surveyor for the Metropolitan Police. It served as the Metropolitan Police Station within Hampstead until 1913.
- 3.11 The freehold for Nos. 24–26 Rosslyn Hill was purchased on the 20th December 1909 for £6,250, following the increasing demands placed on the local metropolitan police force following the exponential growth of Hampstead’s population at the turn of the 20th century.



Figure 3.4 The former Hampstead Police Station 1868–1913, Rosslyn Hill



Figure 3.5 Aerial View showing location of former Hampstead Police Station building (1868–1913), now demolished. Photograph taken in 1938. Source: Britain from Above.

- 3.12

The newly purchased plot included two semi-detached properties (see figure 3.4), with John Dixon Butler, the chief architect and surveyor for the Metropolitan Police, appointed to draw up plans for a new police station on the plot. Such plans comprised the demolition of the two former residential buildings which occupied the plot.
- 3.13

Plans for the new Police Station at Hampstead were completed by the end of 1909, and the building comprised four storeys, with a 10-bay frontage running along Rosslyn Hill. Two return wings extended to the rear of the main frontage to form a rear courtyard area, with the northern/left wing fronting Downshire Hill consisting of a flat roof and a more utilitarian character and design. A two-storey stable building stood at the rear of the courtyard area, facing north-west, housing harnessing and stable areas for horses.
- 3.14

The building was completed by 1913, with the force occupying the building from the 10th December 1913.

- 3.15

An incomplete set of original Dixon Butler drawings are held at the Metropolitan Police Heritage Centre and Archive (please see figures 3.7 & 3.8), which illustrate the original floor layout of the lower ground and ground floor levels, as well as Dixon Butler’s original design for elevations (including a Section of the two rear wings). The original Dixon Butler plans also specify the accommodation to be provided at the station and court building. This included the following:

- Station

- Administrative offices
  - Men’s and Women’s cells
  - Detention Room
  - Surgeon and Matron Room
  - Parade Room for 60 men
  - Four-stall stable loose box and harness room (detached)
  - Quarters for a Married Inspector and Constable
  - Quarters for 30 Single Men
  - Bicycle parking
  - Ambulance Shelter
  - Facilities for cleaning and drying of uniforms, storage and dining
- Courthouse

- Courtroom
  - Juvenile Offender’s Examination Room
  - Magistrate’s Room
  - Clerk and Solicitors Rooms
  - Public Waiting Rooms



Figure 3.6 Extract from 1866 OS Map showing former terraced properties occupying the Site



**Figure 3.7** Original Lower-Ground/Basement and Ground Floor Plans, John Dixon Butler. Source: Metropolitan Police Archive

3.16 The Police occupied the majority of the building, with use of the eastern wing and main building fronting Rosslyn Hill. It is clear from the original Dixon Butler plans that the functions of the building were also physically separated internally, accessed from separate external entrances. Whilst the police were largely housed in the Rosslyn Hill range, with the main police station facilities occupying the building's ground floor, two sets of lodging quarters and dining facilities were situated at ground and first floor levels and ancillary accommodation/ service areas at lower-ground floor level. At second floor level, it is thought a large dormitory provided accommodation for up to 30 single men.

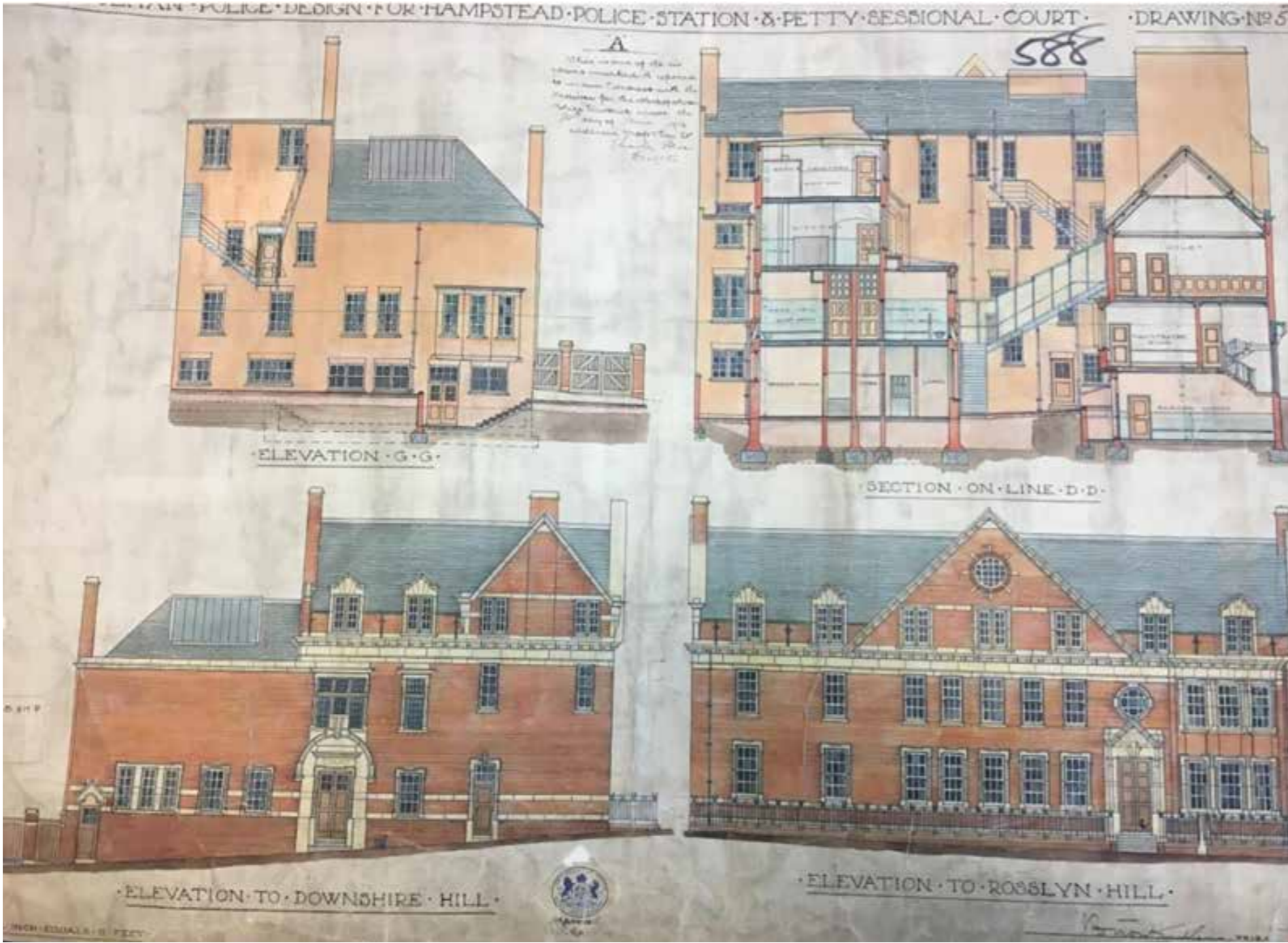


Figure 3.8 Original Elevations and Section, John Dixon Butler. Source: Metropolitan Police Archive

- 3.17 The Downshire Hill range housed the Courthouse at ground and first floor levels, along with some private storerooms at lower-ground floor level. The internal layout included two separate entrances, a large public entrance at the centre of the range, with a smaller Magistrate's entrance to the north-western corner, leading up to ground floor offices and the courtroom above at first floor level. The public entrance led to a first-floor public waiting room, which had access to the public viewing gallery within the courtroom. A rear, external covered walkway enabled prisoners to be moved directly from the charge room, cells and to the court, seen in figure 3.8.
- 3.18 Whilst changes in the operation and policing more generally meant that alterations to the police station at Hampstead were inevitable across the 20th century, the original layout of Dixon Butler's police station and courthouse remains discernible. Whilst the original layout and circulation through the building remains apparent, mid-20th century alterations have included the insertion of internal doorways to unify and create connections/routes through historically separate areas of the building, including stairs between the courtroom lobby and former flat at ground floor level, with the original stair leading up to first floor married quarters also now removed. Other changes to the original Dixon Butler plan form include the reconfiguration of the police station lobby, CID office and the subdivision of wide corridors to form separate internal passageways, and the reconfiguration of cells so to form single occupancy detention facilities.

# **4.0**

# **STATEMENT OF SIGNIFICANCE**

## **HAMPSTEAD POLICE STATION**

# STATEMENT OF SIGNIFICANCE

- 4.1
- The significance of a heritage asset is defined in Annex 2: Glossary of the NPPF (2023). It states:  
*The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site’s Statement of Outstanding Universal Value forms part of its significance.*
- 4.2
- The setting of a heritage asset is within the NPPF (2023) as:  
*The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.*
- 4.3
- Paragraph 200 of the NPPF (2023) requires an applicant to describe the significance of any heritage assets likely to be affected by future development proposals, including any contribution made by their setting. The level of detail should be proportionate to the importance of the heritage asset and no more than is sufficient to understand the potential impact on their significance.
- 4.4
- The following assessment sets out the significance of the grade II listed Hampstead Police Station as well as the wider Hampstead Conservation Area in which the Police Station resides within. The assessment draws upon our understanding of the building following research exercises, a site survey, as well as a thorough review of the recent School Appeal. Where relevant, we extract statements from the Inspector’s report which helps define and identify particular areas of special interest.
- 4.5
- Owing to the scope, character and nature of the Proposed Development,

it is considered that the significance of the surrounding listed buildings located on Downshire Hill (Nos. 50 and 51) and Rosslyn Hill (Nos. 22 and 24) will remain unaffected. This is due to the limited intervisibility between the Site and the listed buildings, the scope of the Proposed Development (including small-scale external rear extensions and internal refurbishment), as well as an existing appreciation of an eclectic mix of urban development within their immediate and wider settings. These buildings have therefore been scoped out from further assessment, based on professional judgement.

- 4.6
- The following assessments of significance draw on relevant Historic England Guidance, as outlined in **Section 2.o**. This includes GPA 2 – Managing Significance in Decision-Taking in Historic Environment (2015), GPA 3 – The Setting of Heritage Assets (2017) and Advice Note 12 – Statements of Heritage Significance (2019).

## HAMPSTEAD POLICE STATION – GRADE II

- 4.7
- The former Hampstead Police Station and Courthouse, along with its associated stable and harness room, railings and lamps were added to the statutory list of buildings of special architectural and historic interest on 13th August 1998. As part of the previous school proposal, the list entry was updated to include a thorough assessment of the complex, identifying key areas of special interest and to outline principal reasons for designation. The updated list entry was published by Historic England on 14th February 2018.

## ARCHITECTURAL AND ARTISTIC INTEREST

- 4.8
- Hampstead Police Station and Magistrates Court was designed by John Dixon Butler in 1912, following the freehold being acquired three years prior in 1909. The building was completed by December 1913 and stood as an early example of a combined police station and petty sessions court, occupying a commanding position on a corner plot where Rosslyn Hill meets Downshire Hill.
- 4.9
- Externally, the building is constructed from red brick, laid in Flemish bond, with limestone dressings including drip mouldings to windows and horizontal banding at ground floor level. The overarching character is one of a Classical style, though incorporating elements of the Arts and Crafts movement, conveying a vernacular character whilst also evoking a strong, robust civic identity.

- 4.10
- The principal elevation fronting onto Rosslyn Hill is made up of three distinct portions, with a central five bays comprising a series of deep-set sash windows at ground and first floor level, below a wide entablature with dentil cornice, which supports a large central pediment containing an additional three mullioned windows, with a keyed oculus above.
- 4.11
- To the right of the central bay is the former Police entrance, accessed from a flying staircase framed by two cast iron early-20th century lamps mounted on limestone pillars forming part of the surrounding railed boundary. The main police entrance comprises a set of double panelled doors, within a moulded limestone architrave with an open pediment, supported by console brackets and a large keystone. A canted bay completes the eastern portion of the elevation fronting Rosslyn Hill, with a pair of pedimented dormers positioned above the dentil cornice, replicated on the western corner of the principal frontage.



Figure 4.1 Rosslyn Hill Elevation



Figure 4.2 Former Police Entrance, Rosslyn Hill

4.12 Whilst less uniform in character and exhibiting less architectural detailing, the Downshire Hill elevation continues the character seen across Rosslyn Hill, with deep set sash windows embellished with drip mouldings, a dentil cornice and pedimented dormer windows with sandstone dressings. Three historic entrances are set within this elevation of the building, with their architectural treatment indicative of their historic uses. To the north, the former Section House/Married Quarter entrance comprises a single width, timber door with a six-over-six transom windows above, set within a moulded limestone architrave with central keystone. At the centre, a grand public Court entrance forms the centrepiece of the Downshire Hill elevation, with a set of double doors within a moulded architrave and cornice above, with a semi-circular hood mould and exaggerated keystone. Left of the main Court entrance is the staff/magistrate's entrance, which is simpler in its design, comprising a single panelled door in a moulded architrave with a central keystone.

4.13 Overall, the street facing façades fronting Downshire Hill and Rosslyn Hill carry high levels of architectural and artistic interest, designed in a bold and assured style, with strict uniformity (notably to Rosslyn Hill) and finished to a high standard, befitting of their former use as an important civic building in Hampstead.

4.14 The rear of the building comprises a north-eastern facing courtyard, with the U-shape plan of the building creating two rear wings. Here, elevations are more utilitarian in their design and exhibit high degrees of alterations and additions, mostly added throughout the 20th century. Later additions include the rebuilt walkways and stair between the former charge room and court at first floor level, lean to extensions, fire escapes and general clutter (including downpipes, wiring and plant). Whilst of lesser interest than the principal frontages, sash windows do remain, set under gauged brick lintels, whilst the cell block is clearly identified by its narrow horizontal windows and bars.



Figure 4.3 Downshire Hill Elevation



Figure 4.4 Rear Courtyard Area

- 4.15 The extent of alteration to the building (notably to the rear and interior) was noted by the Inspector at the 2020 Appeal, who stated (Paragraph 61):
- The building has been adapted, extended and the internal layout altered on several occasions, most recently in the late 20th century, to suit evolving police operations.*
- 4.16 Internally, whilst there is an appreciation of the general plan form of the building (i.e. the circulation routes and interrelationship/ separation between the public facing police areas, accommodation, magistrate court and offices), original fixtures are limited, and much of the interior reads as an adapted 20th century police station. This is supported by the assessment undertaken by the Inspectorate in 2020, who stated (Paragraph 61):
- These [alterations/ adaptations] have affected many of the original internal finishes and removed or added room dividing walls.*
- 4.17 As constructed, the building was arranged with three distinct areas, The Police Station, Section House (living quarters for married officers) and Magistrates Court (please refer to Dixon Butler Drawings at figures 3.5 and 3.6). Such distinction, notably between the former Section House and Police Station, have since become blurred, with the removal of dividing partitions along the central corridor along with the removal of historic fixtures and fittings. Whilst blurred, there is a legible difference between the internal treatment of spaces for differing historic uses.
- 4.18 Within police areas of the building, limited historic features remain, though it is likely ornate and embellished features were extremely limited at the beginning the 20th century owing to its former use and likely utilitarian character. Features of note include moulded window architraves, rounded wall angles (a result of the building's former use) and retained cell areas (though these comprise later, mid-20th century metal doors and internal finishes of no historic or architectural interest, forming features of a modern, working police station).
- 4.19 At basement level, whilst historically utilitarian and plain in both design and character, high levels of subdivision have been undertaken to the former parade room, whilst the former bicycle store and ambulance shelter have been incorporated into the general accommodation areas. Store and plant rooms follow the same plan form as those illustrated in the original

- Dixon Butler drawings, with the retention of structural walls, though rooms at this level do not contain any architectural features of particular note, owing to their utilitarian and former mechanical uses.
- 4.20 At ground floor level, the existing Police entrance lobby comprises a modern, late-20th century reception area and CID office, whilst to the rear, original cells remain though these now comprise modern, heavy metal doors, modern fittings/ services, with the rear 'association cell' subdivided to form two single cells. To the left of the entrance, the former Station area and former Section House have been amalgamated, with a modern staircase accommodating the change in levels. Here, the original staircase linking the ground and first floor accommodation areas have been removed, whilst rooms have lost much of their domestic character, save for the arched niche to the side of the chimney breast. Modern suspended ceilings have also been introduced across large areas of the ground floor level, which detracts from the spatial arrangement and room proportions. These also limit one's ability to appreciate internal features of interest, including cornicing and mouldings, where these survive. They are of a low-quality and evoke a tired and outdated character.
- 4.21 Of particular interest at ground floor level is the former public court entrance, with a moulded handrail and decorative cast iron balusters leading up to the first-floor public lobby and Magistrates Court. A smaller stair of similar characteristics and style is present to the rear of the building, leading from basement level to the rear of the Magistrates Court. A more utilitarian staircase runs through the centre of the building, being of a simple iron construction with a modern handrail, portraying the former use of the core of the building as a 20th century police station.
- 4.22 At first floor level, like at ground floor, the first floor Section House is now incorporated into the wider building, with a later staircase linking the former public lobby area with the front of the building. The former Magistrates Court is situated to the rear of the left wing, which received a greater level of internal treatment than other areas of the building, owing to its high status and former use. The public waiting room has a high ceiling, with high-quality moulded plasterwork, joinery and a parquet and terrazzo flooring, though the former is screened by a modern suspended ceiling of low-quality which currently detracts one's ability to experience the historic character of the room, whilst also having a harmful impact on the significance of the listed building more generally. This space is lit by a nine-light mullioned and transomed window, whilst also contains fixed

benches against the dividing screen with the courtroom. The courtroom itself comprises high degrees of timber panelling, a dentil cornice and is lit by a pitched lantern supported by a steel frame. The room retains the original jury stand, clerk seating areas and public gallery, while the dock is raised on a dais and bounded by cast iron railings, positioned in front of the raised and suspended floored magistrate bench. The courtroom is in need of repair and refurbishment following vandalism, though is still considered to be one of the most important internal spaces within the building, and contributes highly to the building's overall significance, enabling an understanding of the various historic functions.

4.23 Finally, at second floor level, corridors retain dado rails and curved sills to sash windows, whilst the open floor plan of the former dormitory also remains, though supporting columns have been clad in 20th century timber. It is likely structural sub-dividing walls do remain at this level, though these are typically confined to the right-hand rear wing area.

4.24 Generally, throughout the Police Station and Court building, there remains some semblance of the original Dixon Butler plan form at all levels, though the degree of survival varies at each level. Despite the changes undertaken to the building during the 20th century, which include changes to circulation routes and the incorporation of modern check in facilities, as well a modern fixtures and fittings, the original layout remains evident, including the hierarchy of internal areas between police, public and magistrates. This assessment was supported by the Inspector during the 2020 Appeal, who noted:

*The original layout of Hampstead Police Station is still plain to see including the disposition to the police station function including cells, public areas, living accommodation (to a less extent), and most clearly the court area.*



Figure 4.5 Courtroom



Figure 4.6 Second floor open dormitory

HISTORIC INTEREST

- 4.25
- The former Police Station and Magistrates Court stands as an early example of a combined police station and courthouse, constructed in the early-20th century. It is thought the station and court was the first to provide facilities for the dealing of juvenile suspects away from their adult counterparts. As such, the building carries a high degree of historic importance in relation to the criminal justice system, and the level of originality to the court room, magistrate’s stair, public lobby and circulation routes furthers the understanding of the building.
- 4.26
- The Police Station is further illustrative of the emerging ideas concerning accommodation within the Metropolitan Police during the early-20th century, in that married police staff were accommodated in private flats (within the former Section House), and accommodation was provided for up to 30 single men, likely within an open plan dormitory at second floor level.
- 4.27
- Finally, association with the well-known British architect and Surveyor to London’s Metropolitan Police, John Dixon Butler further contributes to the historic interest of the building, standing as a fine example of his design capabilities and innovative ideas for the Metropolitan Police, incorporating all stages of the judicial/ penal system in a single building.

CONTRIBUTION MADE BY SETTING

- 4.28
- The former Police Station and Magistrates Court building at Hampstead occupies a commanding corner plot, situated on the north-eastern side of Rosslyn Hill. The building addresses the street, with its commanding primary elevation facing south-west, set back from the pavement edge by a basement light-well, secured by cast iron railings. Owing to the historic use of the building, coupled with its sheer street facing elevations, evokes a rather impenetrable boundary edge, with access into the rear yard achieved through a secure rear gate.
- 4.29
- To the rear of the building, within the yard area stands the former Stable building, included in the building’s list entry as an ancillary structure, originally housing the harness room and stable for Hampstead patrol horses. Also designed by Dixon Butler, the continued presence of the former Stable building within the police complex contributes to the appreciation of the original layout of the site. Recently, planning and listed building consent has been submitted for the stables’ conversion

into a residential unit. Whilst this will refurbish the building and incorporate modern fixtures and fittings, the continued relationship between the buildings will be retained.

- 4.30
- The immediate setting of the Police Station is formed of its surrounding boundary plot (as outlined in Para. 4.26 & 4.27), as well as the surrounding urban context of Rosslyn Hill and Downshire Hill, which sits to the south-east of Hampstead centre. This immediate context is dominated by the relatively busy A502, which runs across the front of the building, and a Victorian suburban mixed townscape and streetscene, comprising semi-detached townhouses, terraced properties, shopping parades and civic buildings. This pleasant, Victorian town centre streetscape, enhanced by the presence of large mature trees lining streets, makes a positive contribution to the building’s overarching significance as an Edwardian community establishment.

SUMMARY

- 4.31
- The Former Hampstead Police Station and Magistrates Court is fine example of the work of Dixon Butler, designed in 1909 and completed by 1913. Externally, the building retains a high degree of original fabric as well as its commanding/ imposing civic character. Internally, whilst there remains an appreciation of the historic plan form and hierarchy of spaces, a high degree of alteration has occurred throughout the 20th century. In summary, features of principal interest are considered to be:
- The strict uniformity of the external front and northern/side elevations, expressed with a central pediment, offset by picturesque elements of the entrance, marked by stone detailing, a pedimented architrave and police paraphernalia (including lantern and signage);
  - The continued discernability of historic plan form and functions across the building, including the Courthouse, Section House and detention/ police functions (acknowledging historic separation between functions as now, somewhat, blurred);
  - The differing architectural treatments across the building, denoting historic functions, from the simplicity of the Section House (derivative of its former domestic/ residential uses), the functional layout and utilitarian finish of the policing areas, including cells and offices, and finally the high-status of the Courtroom, waiting lobby and public entrance sequence, including timber panelling, ornate balustrading and plasterwork (the latter being obscured by suspended ceilings); and

- Historic functions which remain evident through curved brickwork and internal window reveals, denoting historic association with detention and criminal justice.

- 4.32
- Whilst the building clearly retains its external quality, as well as some semblance of its historic functions and plan form internally, it has undergone some significant internal alteration which has blurred these former functions, historic proportions and overall architectural quality. These detracting features are considered to include:
- The introduction of suspended ceilings across the building, including in areas of high significance, including within the Courtroom waiting area and across the ground floor (including historic detention areas);
  - The subdivision of historic plan form, including ground floor entrance sequence, principal Court stairs between ground and first floor levels, the former lower ground floor Parade Room, and the historic association cell to the rear of the southern wing;
  - The creation of increased internal access across the building, blurring historic functions, which were originally treated as separate uses with individual street entrances;
  - The introduction of modern, low-quality servicing and accretions across the rear elevation, including unrationalised MEP and low-quality pipework; and
  - Introduction of low-quality, metal framed windows, including to the principal elevation at ground floor level.
- 4.33
- The above are considered to constitute harmful additions to the building, which the Proposed Development seeks to address, rationalise and remove, offering the opportunity to better reveal the intrinsic value of the listed building and reveal/ restore historic features which contribute to that interest.

HAMPSTEAD CONSERVATION AREA

4.34 The Hampstead Conservation Area was designated by the London Borough of Camden in 1968, with subsequent extensions to its boundary during the 1970s, 1980s and 1990s. Most recently, amendments to the boundary of the conservation area have included the creation of a border along Rosslyn Hill, with land being transferred to the Fitzjohn’s/Netherhall Conservation Area.

SUMMARY OF CHARACTER AND APPEARANCE

- 4.35 The Hampstead Conservation Area can be subdivided into 8 sub-character areas. Hampstead Police Station falls within sub-character area 1: Heath Streat/ High Street, whilst bordering sub-character area 3: Willoughby Road/ Downshire Hill.
- 4.36 Sub-character area 1 is primarily focused on Hampstead High Street, which forms the spine of Hampstead town centre, running north away from central London. The street stands as the principal shopping street and is defined as the District Centre. Surrounding the Site, the character of the area is defined by late-19th century retail units, largely comprising buildings of four storeys set within terraces, with a number of architectural embellishments including brick and stone dressings, bay windows, gables, arched windows with key stones, as well as 19th century shop frontages.
- 4.37 The Former Hampstead Police Station is positioned to the end of the sub-character area and continues the town centre character, constructed from red brick with stone dressings, pitched gables and a high standard of architectural design.
- 4.38 To the north-east of the Former Police Station is sub-character area 3: Downshire Hill. The Conservation Area Appraisal for the conservation area states that this area was developed in the early-19th century, around the Chapel of St. John’s. Chiefly residential in character, properties range from small cottages to large and grand villas, constructed from brick and stucco. Detached buildings are combined with terraces, whilst buildings are set back from the street within generous landscaped front gardens with low walls, hedges or railing. The majority of houses in Downshire Hill are stuccoed, with limited uniformity between properties.

SITE’S CONTRIBUTION TO CONSERVATION AREA

- 4.39 As outlined in Para. 4.32, the Site is located within Sub-character area 1 of the Hampstead Conservation Area. The overarching character of the sub-area is defined by its commercial uses of the late-19th century, with the material palette consisting of brick, stucco, 19th century timber shop frontages with high proportions of glazing, whilst also exhibiting high-quality street facing façades, often with large levels of architectural embellishment.
- 4.40 The former Police Station and Magistrate’s Court contributes positively to the character and appearance of the conservation area, corresponding with the high-architectural quality and imposing late-19th/early-20th century street facing elevations. Such characteristics are key attributes of a Victorian/ Edwardian edge of town centre streetscene.



**5.0**

# **HERITAGE IMPACT ASSESSMENT**

**HAMPSTEAD POLICE STATION**

# HERITAGE IMPACT ASSESSMENT

## PRE-APPLICATION ENGAGEMENT

- 5.1
- Several rounds of pre-application advice have been undertaken with Planning Offices at the London Borough of Camden, from August 2022 through to the end of 2023. The pre-application engagement is summarised in the submitted Planning Statement, prepared by Montagu Evans, as well as the Design and Access Statement, prepared by DMFK Architects. We provide an overview of the pre-application engagement below.
- 5.2
- Early pre-application submissions included the introduction of rear extensions to the listed building, as well as conversion of the existing attic space to create new rooftop accommodation. They also included larger rear extensions, which have consequently been carefully refined over the course of pre-application stages so to ensure they remain subservient to the host building. Such evolution of the massing has been informed by Officer feedback.

- 5.3
- The proposals have responded to the feedback received by Planning Officers at pre-application stages. This has included the following:
- The proposed introduction of a new community use in the form of medical uses within the historic Section House at ground floor level.
  - The reduction of the scale and massing of rear extensions across the building, including altering materiality to ensure extensions read as contemporary additions to the host building.
  - The removal of proposed accommodation within the roof, removing the requirement to introduce a rear dormer. The existing roof profile is therefore retained.
  - The reduction of the overall footprint of the proposed lift shaft, altering its materiality and introducing stepped brickwork to correspond with the stepped chimney stacks to the rear north-eastern elevation.
  - An overall reduction of proposed glazing across new extensions.
  - The relocation of the external plant room and reduction in overall area, to be split between two locations (atop of flat roof area and within the rear courtyard).
  - Revisions of window detailing to proposed additions/ extensions, as well as materiality, including the introduction of brick piers and glazed brickwork.
  - Reduction in size of external terraces, both for the benefit of the listed building, as well as overlooking and neighbouring considerations.
  - Increased retention of historic fabric throughout the interior of the listed building, including retention of cell blocks and the restoring of fabric of high significance.

- Refined approach to the interior of the Court Room, retaining more historic joinery and ensuring that where removed/ replaced, there remains evidence of the spaces' former use, mainly through proposed floor treatment and inlays. Removed joinery and metalwork to be reused within other parts of the building.

- 5.4
- Figure 5.1** illustrates the external evolution of the proposals across the pre-application engagement process. Further information is included in the submitted Design and Access Statement.
- 5.5
- Along with the numerous pre-application submissions and associated engagement with the Council, the Proposed Development also been through a series of public consultation events, including with the following groups:
- Hampstead Neighbourhood Forum
  - Pilgrim's to Willoughby Residents Association
  - Keats Grove Residents Association
  - Hampstead Conservation Area Advisory Committee
  - Rudall Crescent Residents Association
- 5.6
- Across the public consultation events, no in principle objections were raised to the reuse of the listed building as part-commercial, part-residential uses, and no objections were raised to the scale and scope of intervention proposed. In fact, in relation to heritage considerations, the feedback received was wholly positive. Please refer to the submitted Statement of Community Involvement for further details.



**Figure 5.1** Rear Elevation demonstrating pre-application evolution (Source: DMFK Architects)

### THE PROPOSED DEVELOPMENT

- 5.7As noted, the feedback received by Officers at LBC has been welcomed by the design team, and given the various concerns raised regarding specific elements, the proposals presented as part of this application comprise an amended scope to what was previously proposed at early pre-application stage.
- 5.8In summary, the Proposed Development includes the external and internal refurbishment of the Grade II listed building, including a change of use to establish a variety of new uses, consistent with its cellular character and historic functions. This includes the introduction of a range of commercial and community uses across the lower ground, ground and part of the first-floor level, whilst residential uses are proposed across the remainder of the first and second floor levels.
- 5.9Internally, the proposals include the reinstatement of original plan form, consistent with the plan seen on original Dixon Butler Drawings (ground floor entrance area), whilst also restoring internal finishes which have been covered by modern internal décor, associated with a modern, working police station. This includes the glazed brickwork to communal areas, the removal of suspended ceilings across the ground floor and part of the first floor (for example within the former Waiting Lobby), as well as the removal of a currently harmful subdivision of the main, public facing Court stair. The proposed commercial and office uses allows for the retention of the original, early-20th century, character, including historic cell areas, the cellular layout of the former Section House, and the first-floor courtroom.
- 5.10The proposals also include the conversion of the property at upper levels into residential use, focussing intervention to modern fabric wherever possible.
- 5.11Externally, the front elevation is proposed to be cleaned and repaired, retaining its character and relationship with the Rosslyn Hill, Downshire Hill and the wider conservation area. To the rear, the proposals comprise the introduction of small-scale, secondary rear extensions within the rear courtyard, whilst also proposing the introduction of a new plant room at roof level (to be situated atop of the portion of flat roof). As noted, these external additions have been further developed following receipt of pre-application advice from the Council, reducing the overall scale and mass, whilst introducing a more refined glazing strategy, reducing its extent across the rear elevation, which in turn aids the perception of reduced bulk and tying the additions into the host building.

- 5.12The Proposed Development is explained in full within the supporting Design and Access Statement, as well as the submitted Planning Statement and Covering Letter prepared by Montagu Evans. The proposals can, however, be summarised as follows:
  - Change of use of the existing building, introducing publicly accessible private healthcare uses at ground floor level, falling within the definition of ‘community use’ as defined by the Local Plan.
  - Commercial uses to be introduced to part of the first floor and all of lower ground floor level.
  - Proposed change of use to residential at both first and second floor levels.
  - Proposed internal reconfiguration, focussing on the removal of later, mid-late-20th century partitioning.
  - The proposed restoration and revealing of internal features of interest, including the sensitive refurbishment of the first-floor courtroom, introducing commercial office space, whilst exposing the original internal décor (including green glazed tiling to communal spaces).
  - The introduction of an infill extension to the rear of the building, within the courtyard area, creating a new passenger lift core (situated outside the demise of the listed building) and a new resident lobby/ amenity space.
  - The proposed introduction of side extensions at lower ground, ground, first and second floor level, to the side of the east wing, recessive in scale as they extend up the building.
  - The proposed creation of a new, free-standing plant enclosure on the east wing, flat roof area, to read more like a historic water tank, subservient to the existing structure.
  - Proposed alterations to improve the building’s overall energy efficiency, including the replacement of glazing throughout, and the replacement of sashes (with boxes and frames retained).
  - Proposed landscaping alterations to the rear courtyard area, accommodating wheelchair access to the building (currently not possible).
  - The proposed introduction of a new subterranean plant room within the rear courtyard, incorporated into a landscaped structure/ planter.
  - External, like-for-like repairs, including sensitive cleaning and general maintenance.

- 5.13The proposed works outlined above form part of a holistic and well-informed listed building consent application, concerning both internal and external works. They secure the long-term, viable future for a building which has stood vacant since its decommissioning from the Metropolitan Police in 2013. The proposals have been informed by the significance of the building, and great weight has been attributed to its ongoing conservation.

POTENTIAL DIRECT AFFECTS

FORMER HAMPSTEAD POLICE STATION AND MAGISTRATES COURT (GRADE II)

- 5.14As outlined in **Section 4.0** of this report, the significance of the Former Hampstead Police Station principally derives from its historic association with the well-known British architect and surveyor for the Metropolitan Police in the late-19th and early-20th century, John Dixon Butler, as well as the retention of high levels of external building fabric. Further interest is derived from the building’s commanding/ imposing civic character, associated with its former use as a Police and Courthouse, and the continued appreciation of hierarchy of internal spaces, early-20th century internal fabric (including staircases, balusters, utilitarian character, tiles, dado rails and wooden panelling to courtroom), along with the building standing as an early example of a purpose-built court building to incorporate facilities for the processing of juvenile defendants.

EXTERNAL WORKS

PRINCIPAL STREET FACING ELEVATIONS

- 5.15As noted, the Proposed Development seeks to retain, refurbish and celebrate features of high significance. Externally, this includes undertaking a façade restoration programme to windows and masonry, cleaning/ repairing of brickwork (where repairs are required), as well as repairing and replacement of existing leadwork. Existing mouldings, including cornicing and architraves, are proposed to be refurbished and refinished to match the existing on a like-for-like basis, whilst rainwater goods are to be replaced to match the existing situation. We find such work stands to constitute a heritage benefit, enhancing the building’s presence in the streetscene, whilst also better revealing its architectural quality through a scheme of repair and restoration.



Figure 5.2 Proposed Rosslyn Hill Elevation (source: DMFK Architects)

REPLACEMENT SASH WINDOWS

- 5.16Across the external elevations, so to significantly improve the thermal performance and overall energy efficiency of the building, the proposals include the replacement of sash windows and glazing, retaining the existing frame and sash boxes where they have not reached the end of their service life. As noted in the supporting Design and Access Statement, the existing windows across the building have been surveyed by Wandsworth Sash Windows, who have developed proposed designs to match the original appearance and form as close as possible, whilst also improving the overall thermal performance of the building.
- 5.17Clearly, the removal of historic fabric (i.e. the removal of sash windows across the building) stands to constitute a degree of harm to the overall significance of the listed building. Importantly, a great deal of attention and weight has been attributed to the significance of listed building and its overarching character, so to ensure that replacement windows retain the integrity and character of the building as an early-20th century police station, whilst also only removing fabric that is necessary in order to upgrade the thermal performance/ energy efficiency. Equally, the proposed approach introduces a more coherent fenestration pattern, which has been lost through replacement glazing and replacement windows/ frames, notably at ground floor level on the south-western bay window.
- 5.18Across the building, therefore, it is proposed to retain the existing window frame and sash boxes, removing the existing sashes, replaced with a like-for-like, bespoke timber alternative, whilst also introducing a Fineo glazing system which comprises both a slim profile and appearance, achieving a higher thermal and acoustic performance than the existing situation and retaining a slim profile similar to that of a single glazed glass pane. All new sashes are proposed to be of a timber construction, so to retain the overarching character of the historic building, whilst also ensuring glazing bars are structural, rather than stuck to the existing glazing.
- 5.19Whilst we acknowledge that the removal of timber sashes across the building stands to constitute a harmful element of the presented proposals, owing to the loss of historic fabric, we draw attention to the various benefits associated with such removal, including an average U-value of 1.4 W/m2K, as well as introducing a consistent detailing and finish across the listed building, which is currently comprised of differing glazing patterns, areas of replacement glazing and windows which are beyond repair. We also note that owing to the significance of the listed building being rooted in both its historic importance, being demonstrative of an early-20th century Court/ Police Station (one of the first of its kind

housing juvenile accused), as well as its architectural interest forming a robust, imposing civic establishment, such harm must be considered to be low, and is to be weighed against the wider benefits of upgrading the thermal performance of the listed building, as well as introducing uniformity into the external appearance.

REAR ELEVATIONS

- 5.20To the rear of the building, much like the principal elevation, a scheme of repair and restoration is proposed, with the removal of service clutter, including unsympathetic safety railings at flat roof level, and removal of modern unsympathetic cages within the rear courtyard. We see the removal of these modern accretions as wholly positive and stands to constitute an enhancement to the significance of the listed building. Much like the principal elevation, we see the removal of modern accretions and low-quality services across the rear to constitute a heritage benefit.

INTRODUCTION OF REAR EXTENSIONS

- 5.21Further to the proposed scheme of repair and restoration work, the proposals include the introduction of small-scale extensions to the rear of the listed building, informed by an in-depth and comprehensive assessment of the existing building, its scale and form, as well as engagement with Planning Officers. This has resulted in a reduced scale and mass to what was presented to Officers at pre-application stages, as well as detailed design refinements which respond positively to the host building.
- 5.22The existing building is formed of a four-storeys, with two eastern rear wings, including cell blocks and court facilities. It is a prominent feature within the streetscene fronting both Rosslyn Hill and Downshire Hill, whilst its rear elevations are imposing in terms of their scale. The building’s appearance and scale follow the principle of ‘form following function’, in that it historically accommodated a range of police and legal uses, including a police station (with associated offices), police accommodation (including a Section House) a Courtroom and associated court offices. The scale and projection of the two rear wings adds a depth to the rear courtyard, which currently feels enclosed and of poor quality, with various accretions and low-quality additions, the latter being proposed for removal and rationalisation (already discussed).
- 5.23The approach to the proposed rear extensions has been to ensure the prominent and primary scale and form of the existing building is retained and not diminished. This has included the identification of three areas which were considered to be able to accommodate new built form, without

having a detrimental impact on the significance of the listed building. Equally, a set of principles has been adopted so to ensure that any modern addition is designed to reduce and mitigate its potential impact as far as feasibly possible. Such principles include:

- Ensuring that any addition is subservient and modest in nature and scale;
- The choice of materials responds positively to the materiality of the host building;
- Both the scale and form of extensions is appropriate to the form of the listed building;
- Fenestration patterns are responsive to the listed building, and are markedly different in appearance to historic sashes, so to distinguish old from new;
- The creation of extensions allows for the removal of harmful additions, including modern services, accretions, extensions and general ‘clutter’; and
- The historic link between the police quarters/ cells and the Magistrates Court is referenced and principle retained through utilitarian material choices and form, whilst also ensuring that the rear elevation of the main building remains legible.

- 5.24Following on site analysis and significance assessments, so to achieve the requirements of the brief and with the set of principles in mind, the project team identified the possibility of introducing additional mass/ floorspace close to the eastern boundary of the Site, currently experienced as an untidy, cluttered area of the building, with low-quality plant, accretions and alterations. There is also limited intervisibility of this area of the building within the rear courtyard and beyond red line boundary, both along Downshire Hill and from the principal thoroughfare of Rosslyn Hill.
- 5.25The proposals therefore include a stepped extension within this existing low-quality environment, housing office accommodation at ground floor level with outdoor amenity space, as well as additional bedrooms at first and second floor levels, serving the residential areas of the building. As noted, as the extension extends up the building to second floor level, its floorspace/ footprint reduces, stepping back at each level to ensure it remains subservient and limits visibility from Downshire Hill. In this regard, the original (yet altered) south-eastern rear wing will remain the prominent feature, marking the extent of the historic footprint of the building. Equally, the proposed materiality responds to the host building, whilst the fenestration pattern ensures that the addition reads as a modern element, easily distinguishable from the original footprint of the early-20th century police station.

- 5.26 Owing to the proposed residential use, a residential lobby is required to be accessed off Downshire Hill, given the proposed office / commercial use within the former Police Station and Courthouse. So to create a feasible and accessible route, a new residential entrance connecting to a main stair running to the top of the building is required, whilst a lift is also required to enable access for all. In order to achieve the required access, a contemporary residential lobby is proposed within the rear courtyard at lower ground floor level, providing connections through the building from the Downshire Hill entrance, through to the upper residential levels (via the former police stair).
- 5.27 To make way for the proposed courtyard extension, the existing covered walkway between the charge room and Magistrate Court is required to be removed. Whilst situated on a similar footprint and line to the original walkway, it is understood from an analysis of historic Dixon Butler sketches that the existing structure has been reconfigured and is now reclad in modern fabric. Whilst a later addition, it is acknowledged that the historic connection and link between the differing functions of the building remains an important element of its overall interest, including semi-external circulation.
- 5.28 The form and character of the rear residential lobby has been carefully designed to respond to the character and historic context of the listed building. This includes acknowledging the importance of covered, external circulation, as well as the retention of the concept of external walkways and a utilitarian appearance, secondary to the robust and prominent brick building, whilst also ensuring the alignment of the modern extension remains consistent with the historic form of the walkway, moving across the rear of the building horizontally.
- 5.29 The design response has included the introduction of a metal clad structure, with contextualised iron railings above, evoking a more 'back of house', utilitarian appearance, with terrace/ walkways above. We find these additions to be contextual and stand as a playful 'nod' to the historic walkways/ links between the cell block, charge room, lower ground floor courtyard and Magistrate Court at first floor level.
- 5.30 Further small-scale extensions are proposed on the inner face of the south-eastern wing at ground and lower ground floor level, positioned in areas which are considered to be best suited for accommodating additional floorspace to the building, owing to their contribution to

the overall interest and understanding of the former police station/ magistrate's court.

- 5.31 At lower-ground and ground floor, this includes a small extension of glazed brick construction, accommodating additional office space, located to the immediate north of the existing toilet area, and to the west of the cells. So to ensure subservience to the host building, though remaining highly contextual and responsive, the materiality of the extension is proposed to be of a glazed red brick, with window treatment and glazing differing from the historic timber sashes. This small-scale, two storey addition has been significantly reduced in scale, mass and height through pre-application engagement with the Council, and now sits as a small addition to the property, set back from the historic northern elevation, again, ensuring the extent of the historic building footprint remains wholly legible. Ensuring the inner face of the lower-ground floor toilet block and ground floor cell block remain devoid of extensions/ additions has been a critical consideration during design development, ensuring the contribution this external elevation makes to the interest of building is retained and celebrated. We find this small, subservient and contextual addition as being able to provide additional floor space within the building, whilst also ensuring its significance is preserved.
- 5.32 Similar to the window treatment to the modern extensions, the proposed lift core too is proposed to be clearly separated from the original Dixon Butler building form, designed with a coping clearly marking the point of separation between historic and modern fabric, though continuing to ensure the predominant building material across the rear of the building is red brick. Importantly, the proposed lift core has been designed to sit outside the historic core of the listed building, limiting the need for intrusive internal alterations through floorplates. Furthermore, the shaft's height has been reduced, as well as overall proportions, sitting comfortably within a back of house location. Furthermore, articulation to brickwork has been introduced to not only add visual interest to the elevations, but also to correspond with the detailing of historic chimney stacks seen to the rear elevation of the building.

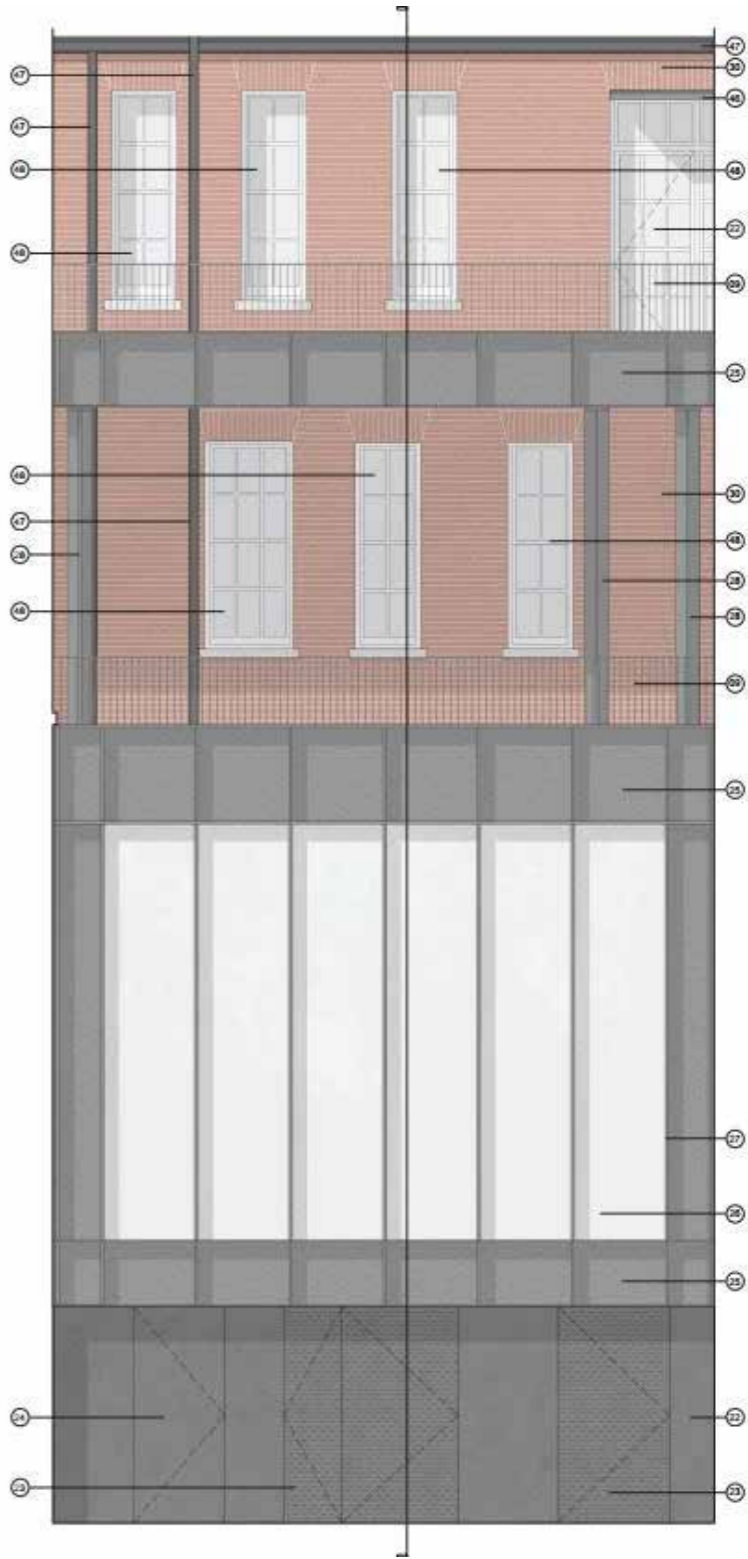


Figure 5.3 Detail of Rear Extension of base of Courtyard

5.33 We acknowledge that the introduction of extensions to the rear of the building may constitute a modest adverse impact, arising from the increasing of the listed building’s plan form, along with the introduction of the lift, though note that such harm must be considered low in the context of the significance of the listed building as a whole and the contribution that the rear elevation makes to its architectural interest. Equally, the suite of extensions is considered to be justified through the need to provide better circulation and access to different uses and areas in the building, and importantly, the provision of step free access to every floor. Furthermore, through detailed architectural design, adverse impacts are greatly reduced and mitigated through the introduction of differing materials (glazed brick), a differing fenestration treatment and the adoption of design details from elsewhere in the building (including playful fluting and stepped brickwork to the proposed lift shaft). The utilitarian character of the external walkways and residential entrance lobby also retains the historic character of this space.

PROPOSED LANDSCAPING

- 5.34 The proposed landscaping design has been informed by the interest of the building and seeks to introduce a high-quality environment. To the front elevation, this includes the introduction of fixed planters behind the railing, which will form a minor decorative alteration and in no way undermine or detract from the primary importance and contribution of the principal elevation.
- 5.35 To the rear, existing tarmac is to be replaced with new permeable paving, whilst ‘grasscrete’ permeable paving is to be introduced close to the south-eastern boundary. A suite of loose outdoor furniture and seating is proposed to be introduced to the rear of the Site, whilst tree planting is proposed to terminate the eastern boundary.
- 5.36 As found today, the lack of landscaping to the rear of the listed building and the low-quality nature of the space makes no contribution to the immediate context and indeed, its immediate setting. In fact, the current appearance is tired and dilapidated, evoking an unattractive and hostile environment.

5.37 The introduction of a high-quality landscaping strategy, which enables users of the building to enjoy the rear space and that allows for a greater appreciation of the rear elevation, including a new lighting strategy to within currently hostile areas of the rear courtyard, stands to be a positive addition to the immediate setting of the listed building, and within the context of the rear extensions and restorative upgrades to the rear elevations. Furthermore, incorporating plant (in this case a ground floor water tank), within a bespoke planter enables servicing to be embedded into the landscape design, and read as a cohesive rear courtyard area, with increased levels of urban greening creating a more attractive environment.



Figure 5.4 Proposed Rear Elevation (source: DMFK Architects)

INTERNAL WORKS

- 5.38
- As assessed within **Section 4.o** of this report, the interior of the building has seen a relatively high degree of alteration, yet still makes a positive contribution to the significance of the listed building by being reflective of the varying functions of the building historically, coupled with the retention of significant historic fabric in principal areas. Overall, its contribution is derived from circulation routes through different sections of the building, including the former Courthouse, Section House, Police Quarters and Detention areas. The original layout and character of the Courtroom at first floor level makes one of the greatest contributions to the interest of the building, whilst the austere character of the policing areas reflects the historic function of the space.
- 5.39
- The approach to the proposed design and plan form of the interior of the building has been informed by an understanding of significance and has been guided by a set of principles to ensure that such significance is preserved and where possible, enhanced. Such principles include:

- The removal of modern suspended ceilings where possible to reveal original ceiling details and to reinstate historic room proportions;
  - Removing modern subdivisions where they are harmful to the building;
  - Reveal and celebrate historic features, where they survive;
  - Maintaining as much of the historic, significant plan form as possible, whilst also ensuring the best use of space for the benefit of the future use of the listed building;
  - Introduce an honest service strategy, which reads as modern intervention whilst not adversely impacting on the integrity of the listed building;
  - Introducing a high-quality internal décor which responds to, and celebrates the historic character of the listed building, revealing historical detailing wherever possible; and
  - Ensuring the separate historic functions of the listed building remain legible.

LOWER GROUND FLOOR

- 5.40
- The Proposed Development seeks to retain high levels of internal, historic fabric, ensuring that the various functions of the building remain readily discernible. At lower ground floor level, this includes focussing more substantial intervention within the western wing, with the removal of modern cells and various later partitions to storerooms and ancillary space. Alterations at this level do also include the reopening of historic

openings (within the former ‘Brushing Room’), a heritage benefit, whilst the removal of the existing toilet facilities and some historic partitions within the south-eastern wing allows for the introduction of a new bicycle store and an open plan office accommodation, maximising internal light and usable, high-quality space. Where historic partitions are proposed for removal, it is proposed to ensure the historic planform remains legible, through the retention of downstands and nibs.

GROUND FLOOR

- 5.41
- At ground floor level, the proposed commercial/ office use allows for the retention of the majority of historic cells within the south-eastern wing, whilst also allowing for removal of modern fabric to reestablish the proportions of larger cells to the rear. Whilst the proposals retain most cells at this level, it is noted that on the inner face of the building, two cells are amalgamated to introduce new office space, whilst an opening in the rear elevation allows for new connections through into the modern ground floor extension. This approach is considered to cause a degree of harm to the significance of the listed building through the loss of fabric and historic plan form, though is necessitated by the need to accommodate a new, modern use within the building, and various other configurations have been explored with officers during pre-application stages of the project which were seen to be unacceptable. Equally, the amalgamation of two cells within the inner face allows for the full retention of a run of cells to the outer edge of the ground floor, which allows for an appreciation of the historic function of this wing. Importantly, such work (i.e. the retention of all but two cells) cannot be undertaken as part of a residential scheme across the whole building, demonstrating the positive aspects of a mixed-use approach Equally, to the rear, the proposed layout (which includes the removal of a modern partition), remains more in keeping with the original plan form, notably the proportions of the former ‘Association Cell’.
- 5.42
- Whilst the proposals and uses allow for a high retention of historic fabric, it is acknowledged that further to the proposed amalgamation of two cells, the proposals also comprise a small-scale intervention into the southern party wall, enabling access into a new breakout space and kitchen area within the modern south-eastern extension. Whilst such an opening comprises removal of some historic fabric and results in some minor harm to the significance of the listed building, we see the limited removal as necessary in order to secure the building’s long-term, viable future use.
- 5.43
- Within the western, front rooms and existing entrance area (ground floor),

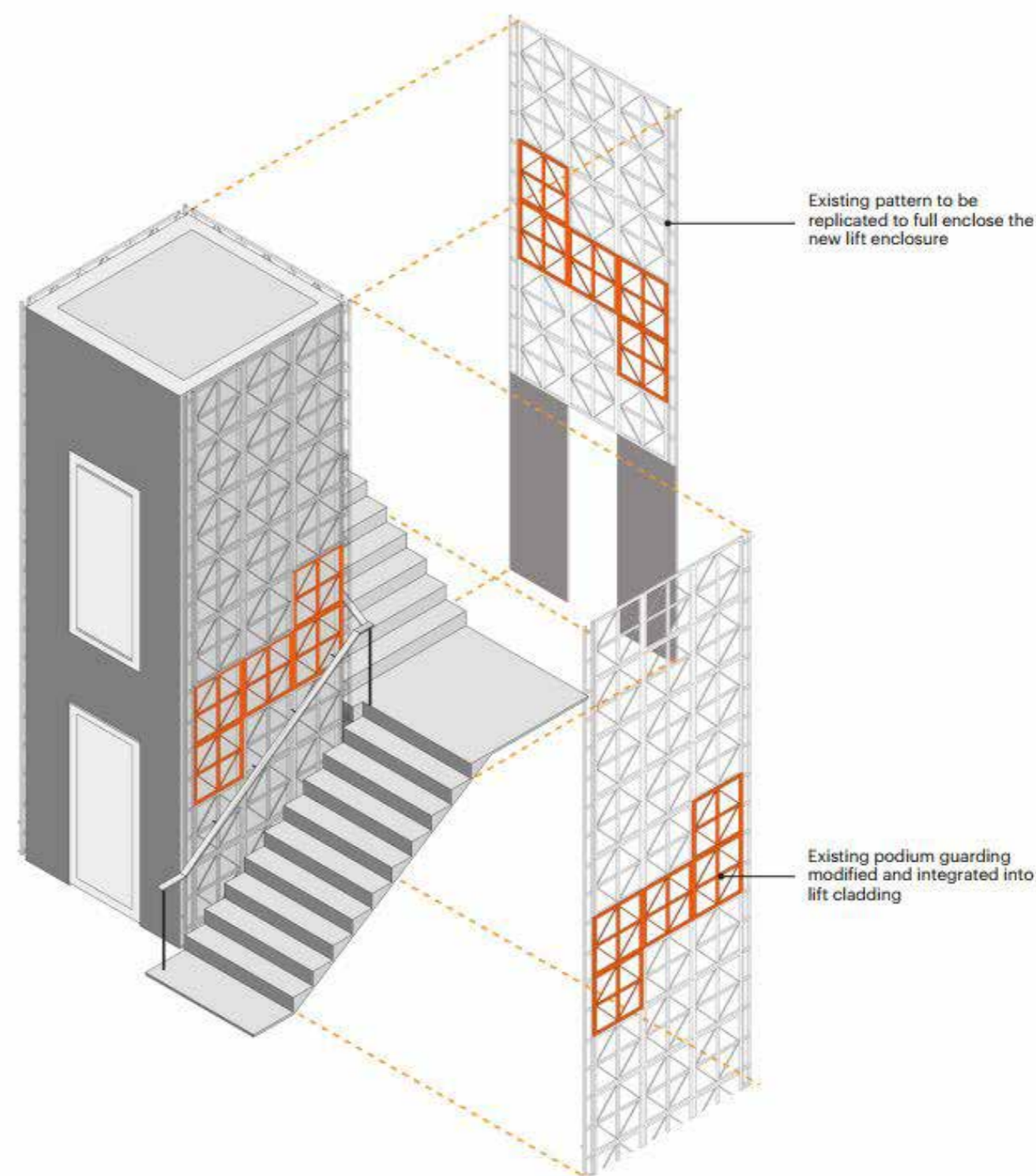
the historic, original Dixon Butler layout is proposed to be reinstated, whilst the historic ‘Section House’ is proposed to be separated from the former and more public facing ‘policing areas’, as historically intended. The reestablishing of original floorplans/ layouts is seen as a heritage benefit and allows for a better understanding of the historic circulation routes and subdivision of the building. Within the historic Court areas at ground floor level, the proposed opening up of the principal/ public stair and balustrade is also seen as a benefit, whilst the removal of historic partitions within existing and historic magistrates’ office areas at ground floor level, to the north of the public entrance hall is proposed to allow for enhanced office space. The removal of historic partitions at this level is considered to constitute a harmful impact on the listed building, though such impact is considered to be low, given the wider significance of the listed building. In order to mitigate the adverse impact on the listed building, much like lower ground floor level, downstands and nibs are proposed where historic fabric is to be removed, ensuring an appreciation of historic layouts remains legible. Equally, the removal of fabric is considered to be justified and necessary given it provides a tenable office space within the building, allowing for modern workspace which is attractive to future occupiers. Importantly, it is considered, when taken in the round, a balance is struck between the removal of historic partitions, reinstatement of historic layouts and the introduction of high-quality, usable office accommodation.

- 5.44
- The first-floor level continues to seek to retain as much original fabric as possible, whilst continuing to introduce a variety of uses and providing high-quality accommodation which celebrates the character of the building, especially where it makes the greatest contribution to an understanding of the historic use and overall significance of the listed building. This includes a high level of retention of fabric within the Court Room area, including the Magistrates bench and clerks/ barristers’ desks, along with retention of the public waiting room/ lobby and its relationship with the courtroom. The legibility of the former holding cell/ area to the south of the courtroom is also to be retained through downstands and nibs. Whilst there is a high retention of historic fabric, ensuring the space reads as a former courtroom, it is acknowledged that in order to convert the space into a usable / workable office use, removal of the dock and viewing gallery is necessary, though these areas will continue to remain legible through flooring treatment/ materiality, demarking their historic location (see **Figure 5.5**).



Figure 5.5 Proposed CGI of Courtroom (source: DMFK Architects)

- 5.45 Where fabric is proposed for removal within the former Courtroom, metal work and guard railings are proposed to be reused and incorporated into contextual structures within the building. This includes incorporating the former dock podium metal work into the proposed podium lift structure within the commercial area of the building, linking ground and lower ground floor level (see **Figure 5.6**).
- 5.46 We see the reuse of the Courtroom as small-scale office space, which retains a high degree of fabric; a positive solution for a historic use that is inherently challenging to reuse and adapt. The proposals include limited intervention and where removal of fabric is required, this is sensitively reused and is to inspire the internal décor/ finish elsewhere in the building.
- 5.47 At second floor level, the proposals include the removal of 20th century columns, including proposed structural work to ensure the structural soundness of the roof structure for the future. Such work is required in order to support the original roof structure, given the removal of internal structural supports, which allows for the re-use of the second floor as residential uses, including high-quality domestic accommodation. Further detail on new steel supports and flitch beams, introduced to replace mid-late-20th century timber posts, is set out within the submitted Design and Access Statement (see page 124).
- 5.48 Modern partitions are proposed for removal across the front of the building at second floor level, whilst there is a degree of subdivision proposed to allow for the usability of the space and conversion to residential use. At this level, the character and quality of the space is noted as not being as refined as the lower levels, owing to its historic use as accommodation/ ancillary space serving the core uses of the building.
- 5.49 Finally, within communal areas, corridors and stairwells, the proposals include the removal of paintwork to historic green tiling, as well as the removal of partitions which crash into historic features of interest, including the former and primary Court stair. Original herringbone flooring is also proposed to be retained, alongside decorative flooring to the former Court entrance. We see the exposing and restoration of such historic features and internal decorative elements as a beneficial element of the scheme.



**Figure 5.6** Proposed approach to reuse of historic metal work from Courtroom (source: Design and Access Statement – DMFK Architects)

APPROACH TO SERVICES AND MEP

- 5.50
- Owing to the building’s long association with policing and the varying needs of the force across a 100-year period, the existing approach to services is ad-hoc and comprises a cluttered solution, which currently detracts from the spatial and aesthetic qualities of the building. The existing approach also includes suspended ceilings throughout the interior, servicing which cuts through cornicing, bisects arches and erodes room proportions. The proposals, therefore, offer the opportunity to improve on the existing situation and introduce a well-considered servicing strategy which responds to the character of the existing building and ensure it remains fit for a sustainable future, while significantly enhancing its environmental performance.
- 5.51
- As set out within the supporting Design and Access Statement, much of the ground, first and second floor levels contain a modern suspended ceiling. In other areas (mainly second floor), there is a modern plasterboard ceiling. In most cases, the suspended ceiling is of a low-quality and conceals servicing runs, including large FCU cassettes and significant quantities of pipework, though also hides features of architectural and historic interest, for example in the Courtroom Waiting Lobby.
- 5.52
- The general approach to servicing throughout the building is as follows:

- Where possible, maximise ceiling heights, removing inappropriate fitouts and restoring original features of interest and room proportions.
  - Introduction of exposed services within commercial units, so to introduce an honest appearance.
  - Introduce a general servicing strategy which accommodates tray work, with high to low drops concealed within walls where required.
  - Simple, contemporary decorative scheme, with limited and well-chosen colours.
  - Introduction of MVHR ducted system for fresh air provision, utilising existing air bricks where possible for venting.
  - Introduction of VRF system for heating and cooling, with localised FCU units in each office demise to limit size and need to excessively sized plant rooms.



Figure 5.7 Existing Photograph showing suspended ceiling at ground floor level

- 5.53
- At ground and lower ground floor levels, the vast majority of the existing suspended ceilings are proposed to be removed, exposing the original ceiling detail and any associated mouldings. This approach constitutes a significant heritage benefit and stands to markedly improve the overall quality of the space.
- 5.54
- Where suspended ceilings are proposed for removal, an honest servicing strategy is proposed for installation, including surface mounted containment tray systems, with cassettes positioned centrally to the space, providing heating and necessary cooling. Ductwork is proposed to follow the cable tray system, with both set back from the perimeter where possible, so to uncover and reveal ceiling details, including cornicing and window head detailing.

- 5.55
- At lower ground floor, owing to the varying floor levels, a raised floor is proposed within the northern commercial units, so to ensure level access, a high-quality internal finish and the introduction of services/ ductwork. Owing to the utilitarian character of this space, including the lack of internal features, we see the introduction of a raised floor as an acceptable solution to ensure level access, whilst the associated removal of ceiling mounted services and modern partitions will greatly improve the overall character of the space. We see no harm arising from introducing a raised floor in this location within the building.
- 5.56
- Within the proposed residential areas of the building, the proposals include the removal of suspended and plasterboard ceilings, introducing a new low profile suspended/ plasterboard ceiling, allowing for the containment of drainage equipment, water pipework and a sprinkler system. The introduction of a new, low-profile suspended ceiling within the upper-level spaces is considered to have no detrimental impact on the significance of the listed building, forming a feature that is no worse than the existing appearance of the space, and in fact stands to be an improvement based on overall design quality and finish.
- 5.57
- Externally and at roof level, plant and services are proposed to be rationalised and relocated within a high quality, bespoke plant enclosure, more akin to a historic water tank situated on a flat roof, behind the northern pitch, limiting visibility from Rosslyn Hill. Existing plant is removed, and overall, we find an enhancement in the appearance of the rear of the building. A green roof is also proposed to the flat roof areas of the south-eastern wing, enhancing the building’s contribution to biodiversity. Importantly, as demonstrated by the Verified Views prepared by Millerhare (see **Appendix 4.0**), the introduction of a plant enclosure at roof level, designed and scaled as per the proposed solution, has a minimal visual impact, not only to the listed building itself, but also to the wider streetscene. Any visibility will be reserved to glimpsed views, where the structure will be seen as recessive in the context of the prominent street facing elevation and roof profile/ pitch (when seen in the context of Rosslyn Hill), and as part of the utilitarian character of the rear elevation (when glimpsed across the rear service yard from Downshire Hill).

5.58 The plant is a necessary component to the sustainability strategy of the development. The omission of ASHPs will significantly undermine the achievement of the energy strategy and prevent the attainment of the development plan objectives regarding carbon emissions. The plant has been positioned in as discreet a position as possible, not visible from the street or the rear of the building, and the enclosure designed to reflect historic, utilitarian rooftop structures. The development naturally removes existing unattractive plant and other additions from the building, so this represents a rationalisation of the building’s services for a new use and enhanced performance.

5.59 Finally, at roof level, it is proposed to reinsulate the roof structure, taking a sensitive approach to the repair and reinstatement of existing slates across the roof, whilst also restoring timber battens if deemed necessary based on condition. A new Rockwool insulation system is proposed between existing rafters (to be surveyed and inspected to check for defects), with a new plasterboard backing to achieve fire and acoustic performance. We see the repair of the existing roof structure, including slates and rafters where necessary a positive aspect of the proposals in heritage terms, whilst the improved insulation and fire protection stands to constitute a wider planning benefit, as well as forming an essential component of the sustainability strategy for the building. Importantly, various options have been considered across the pre-application process in relation to the overall energy efficiency of the building, with the development being designed to maximise the reduction in carbon emissions, in compliant with Policy CC1 of the Local Plan.

SUMMARY OF IMPACTS

5.60 As noted, the Proposed Development has been informed by an in-depth study of the building’s history, its development over the past 100 years and an understanding of its significance.

5.61 So to ensure the long-term, viable future of the building, and to introduce a variety of uses which will create a vibrant tenure mix and ensure the building’s ongoing conservation, areas of the building are proposed to accommodate small-scale, external extensions, located within areas considered most appropriate to ensure significance is ultimately preserved. Firstly, this includes siting extensions to the rear of the building, within spaces currently considered to make a limited contribution to the property’s significance, owing the existing presence of modern additions, unsympathetic accretions and an

untidy, cluttered character which can be improved / enhanced. Equally, small-scale, ancillary extensions are proposed to ensure upper levels are accessible by all, creating level access through the introduction of a new lift shaft (situated outside the demise of the listed building structure), whilst also retaining a utilitarian character, as seen both historically and today.

5.62 Internally, a scheme of retention and re-use is proposed wherever possible, including enhancements, though where such an approach is not possible, downstands and nibs are proposed to ensure original floor layouts remain appreciable and legible.

5.63 Clearly, owing to the removal of historic fabric in some areas of the listed building, there is potential for a degree of harm to be identified as a result of the Proposed Development. Great care and attention has been paid during design development phases of the proposal, so to reduce, mitigate and remove harmful alterations to the listed building wherever possible, though in some cases/ areas the removal of harmful alterations in their entirety results in a lower-quality scheme, and in some cases, renders the proposals unworkable and/or unfeasible. This includes proposed works to the first-floor Courtroom and the removal of a partition to the historic cells area, as examples. In all cases across the building, such work has sought to ensure its effect on the listed building is reduced and mitigated as far as reasonably possible. This can be demonstrated through the retention of downstands and nibs where fabric is to be removed, or the relocation of metalwork from the courtrooms to be incorporated into internal structures of an extremely high quality and contextual finish and appearance. In summary, we identify the following harmful effects arising from the Proposed Development:

- Very low levels arising from the removal of historic fabric in two areas within the original cell wing, mitigated through the retention of downstands and structure supports;
- Low levels arising from the removal of historic fabric from the ground floor, Magistrate Court offices, mitigated through the retention of downstands;
- The removal of historic partitioning between the first floor public Court room waiting area and the accused waiting area, mitigated through the retention of downstands ensuring some legibility of plan form is retained;
- The replacement of sash windows across the building;

- The introduction of modern extensions to the rear of the listed building, increasing plan form;
- Modest, very low levels of harm associated with the introduction of mechanical services through the building, mitigated through introducing an ‘honest’ approach and avoiding chasing into historic fabric.

5.64 Importantly, the Proposed Development offers the opportunity to introduce several heritage benefits across the building, better revealing its significance and restoring lost features and plan form which has had a detrimental impact on its historic and architectural interest. The following heritage benefits have been identified:

- Reinstatement of historic ground floor entrance sequence, including the removal of modern reception and convoluted entrance sequence;
- Removal of low-quality suspended ceilings, revealing historic room proportions and architectural features;
- Replacement of later metal window treatment to ground floor bay window, introducing a traditionally styled timber sash window, in keeping with the historic character of the building;
- The removal of modern accretions and servicing to the rear elevation, seen as severely detracting from the quality of the building;
- The reintroduction of subdivisions across the building, between the former Section House, Courthouse and policing areas;
- The stripping back of years of paintwork within communal areas, revealing historic glazed tiling;
- Cleaning and repairing the principal elevations, enhancing the building’s street presence;
- The repair and reuse of the first floor Courtroom, including the retention of historic fabric and introducing a new, viable use, ensuring its future occupation and usability; and
- Introduction of a wider package of works which bring a redundant listed building back into a long-term, viable use, enabling a wider range of people to appreciate its importance as an early-20th century former Police Station and Courthouse.

5.65 We consider that the harm deriving from some aspects of the works to Hampstead Police Station would not come close to affecting a key element of the significance of the asset (as set out in the PPG) moreover, the test of substantial harm is a high one.

5.66 Rather, the impacts that are harmful have been minimised and are justified to avert redundancy and deliver a development of high design quality. In our judgement, therefore, when applying the internal heritage balance, the minor levels of less than substantial harm are considered to be outweighed by the series of heritage benefits and overall, we see there to be no net harm and therefore believe policy tests of paragraphs 207–208 of the NPPF are not engaged.

5.67 We do, however, understand that our conclusions are a matter of professional judgement, and if the decision maker comes to a different conclusion, identifying a net harmful impact resulting from the Proposed Development by virtue of the interventions proposed, then such harm to the historic built environment must be considered to sit at the lowest end of less than substantial harm. In line with Paragraph 208 of the NPPF, such harm must be considered in the context of the public benefits of the proposals, and as such, the Development Plan as a whole. Such benefits can be summarised as follows and are explained in detail in the submitted Planning Statement:

- Bringing a vacant building Grade II listed back into use through a high-quality refurbishment, putting the building’s ongoing conservation at its core;
- Retention and provision of 93 sqm of new publicly accessible private healthcare floorspace to benefit the local community;
- Contributing to meeting the Borough’s housing needs targets, through delivery of five new homes (including family homes) on a ‘small site’ within a highly accessible location;
- Provision of a policy compliant contribution towards the delivery of new affordable housing within the Borough;
- Delivery of 1059 sqm GIA of Grade A flexible workspace high-quality, modern and characterful office floorspace to appeal to the widest tenant profile;
- Delivery of jobs during the construction and operational phases of the development, including opportunities for local training and apprenticeships;
- Economic benefits to Hampstead Town Centre and wider Borough as a whole;
- Enhancements to the building’s sustainability credentials including improvements to energy efficiency;

- New and enhanced landscaping to provide high quality amenity for residents and commercial occupiers and a Biodiversity Net Gain;
- Enhance the building’s contribution to the character and appearance of the conservation area; and
- Heritage benefits through the reintroduction of historic, Dixon Butler internal layouts (previously lost through unsympathetic alteration) and enhancing the listed building’s contribution to the surrounding streetscene, through a scheme of repair, cleaning and refurbishment.

5.68 The overall sum of planning benefits gives rise to an acceptable scheme that will ensure the ongoing long-term use of the listed building and ultimately, preserve its intrinsic significance and contribution to the surrounding streetscene for the future. We therefore find the Proposed Development meets the objectives of the adopted development plan, including Policies D1, D2 and G1. The proposals comprise high quality development, and make the best use of the site, taking into account the quality of the historic environment and overall significance of the listed building. They have paid special regard to the interest of the host building and introduce a variety of uses which will ensure its ongoing future use, consistent with its future conservation, with its significance preserved. Equally, we consider the proposals to be in full accordance with the statutory duties concerning listed buildings (Section 16(2)), with the proposals preserving important elements of the building’s special architectural and historic interest.

CONSERVATION AREA  
HAMPSTEAD CONSERVATION AREA

5.69 The Site is located within sub-character area 1: Heath Street/ High Street, an area populated with high numbers of mid-late 19th century commercial, residential and civic buildings associated with the town centre of Hampstead. The Former Police Station and Magistrate’s Court is located on the edge of the sub-character area, contributing to the high-architectural quality of the area and former community/ civic uses.

5.70 The Proposed Development will enhance the building’s contribution to the character and appearance of the conservation area, proposing a comprehensive façade restoration scheme which seeks to repair, clean and refurbish external elevations.

5.71 Where extensions are proposed, these are designed so to be subservient to the host building, and not be prominent from within the conservation area. Where rear extensions are visible, these would be limited to glimpsed views across the rear courtyard from Downshire Hill (as demonstrated in the Verified View prepared by Millerhare – see **Figure 5.7**). As existing, such views look towards a rear elevation of limited architectural and historic interest, exhibiting various alterations/ additions. Equally, the proposed northern extension of the existing historic building is stained and is in need to repair and cleaning (see **Figure 5.7**). The proposed rear extensions will bring a degree of order and regularisation to this element of the rear elevation and have the potential to enhance the appreciation of the building from views into the Site from Downshire Hill. This includes cleaning and restoration of the northern elevation, which stands to enhance the building’s contribution to the character and quality of Downshire Hill.



**Figure 5.8** Existing Verified View – Downshire Hill (source: Millerhare)



**Figure 5.9** Proposed Verified View – Downshire Hill (source: Millerhare)

- 5.72 Equally, from views along Rosslyn Hill, the Proposed Development will ensure that the contribution the existing building makes to the character and appearance of the conservation area will be maintained, and additions will be screened by high levels of vegetation, though also sit subservient to the host building. They would not be readily discernible and will form high quality additions, ancillary to the primary importance of the asset.
- 5.73 In summary, therefore, the Proposed Development will bring a redundant building back into a viable use, consistent with its conservation. In doing so, the proposals will ensure that the former Police Station and Magistrate's Court continues to make a positive contribution to the character and appearance of the conservation area, with key views from Rosslyn Hill and Downshire Hill being enhanced through scheme of restoration and repair, whilst the overarching character and significance of the conservation will be maintained. In relation to conservation area, we therefore consider the Proposed Development to be entirely consistent with the local policy tests of Policy D2 of the Local Plan, which seeks to ensure a proposed development preserves and where possible, enhances, the character and appearance of a conservation area. The statutory duty set out in Section 72(1) is therefore met.



**Figure 5.10** Proposed Verified View – Rosslyn Hill (source: Millerhare)

# 6.0 CONCLUSION

**HAMPSTEAD POLICE STATION**

# CONCLUSION

- 6.1
- Montagu Evans LLP has been instructed by Rostrack Limited to prepare this Hertiage Statement in support of redevelopment proposals concerning the former Hampstead Police Station and Magistrate’s Court at Rosslyn Hill, London NW3 1PD.
- 6.2
- The former Police Station and Magistrate’s Court building is listed at grade II, positioned on a prominent corner plot to the south–east of Hampstead town centre. It is located within the Hampstead Conservation Area and stands as a fine example of the work of John Dixon Butler, designed in 1909 and constructed in 1913. The building is one of the earliest examples of a petty court’s session building, constructed to trial both adult and juvenile defendants.
- 6.3
- The building’s significance principally derives from its historic association with the well-known British architect and surveyor, as well as the retention of high levels of external building fabric, including its commanding/ imposing civic character, associated with its former use as a Police and Courthouse, and the continued appreciation of hierarchy of internal spaces, early-20th century internal fabric (including staircases, balusters, utilitarian character, tiles, dado rails and wooden panelling to courtroom), along with the building standing as an early example of a purpose-built court building to incorporate facilities for the processing of juvenile defendants. The features of primary interest are considered to be as follows:

  - The strict uniformity of the external front and northern/side elevations, expressed with a central pediment, offset by picturesque elements of the entrance, marked by stone detailing, a pedimented architrave and police paraphernalia (including lantern and signage);
  - The continued discernability of historic plan form and functions across the building, including the Courthouse, Section House and detention/ police functions (acknowledging historic separation between functions as now, somewhat, blurred);
  - The differing architectural treatments across the building, denoting historic functions, from the simplicity of the Section House (derivative

of its former domestic/ residential uses), the functional layout and utilitarian finish of the policing areas, including cells and offices, and finally the high-status of the Courtroom, waiting lobby and public entrance sequence, including timber panelling, ornate balustrading and plasterwork (the latter being obscured by suspended ceilings); and

- Historic functions which remain evident through curved brickwork and internal window reveals, denoting historic association with detention and criminal justice.

- 6.4
- Section 4.0** of this report provides a comprehensive assessment of the building’s significance. It also identifies features and/or later alterations which detract from that significance, including:

  - The introduction of suspended ceilings across the building, including in areas of high significance, including within the Courtroom waiting area and across the ground floor (including historic detention areas);
  - The subdivision of historic plan form, including ground floor entrance sequence, principal Court stairs between ground and first floor levels, the former Parade Room, and the historic association cell to the rear of the southern wing;
  - The creation of increased internal access across the building, blurring historic functions, which were originally treated as separate uses with individual street entrances;
  - The introduction of modern, low-quality servicing and accretions across the rear elevation, including unrationalised MEP and low-quality pipework; and
  - Introduction of low-quality, metal framed windows, including to the principal elevation at ground floor level.

- 6.5
- The Proposed Development will bring a redundant listed building back into a viable future use, putting the building’s ongoing conservation at its core. This includes incorporating a sensitive new use within the former Courtroom, to provide a new flexible workspace to meet a range of occupier requirements, allowing for the retention of the space’s civic character as an early-20th century courtroom. Throughout the building, where alterations, additions and the removal of original fabric are proposed, such work has been informed by a thorough analysis of the significance of the building and value of building fabric in specific areas. This has ensured proposed alterations are primarily directed towards less sensitive areas of the building, though where proposals interact with

more sensitive elements, these are contextualised through detailed design which seeks to contribute to the architectural quality of the building.

- 6.6
- The listed building at Rosslyn Hill has stood empty since its decommissioning by the Metropolitan Police in 2013. The Proposed Development provides the opportunity to bring this important building back into a viable future use that is consistent with the adopted development plan, in a manner that is respectful of important building fabric and enhances it in a number of important regards. Importantly, this includes a thorough cleaning and restoration scheme to prominent external façades, the restoration of internal subdivision and hierarchy of internal areas, the retention of important circulation routes and incorporating appropriate commercial and residential uses consistent with the historic use of the building. The following heritage benefits associated with the development have been identified:

  - Reinstatement of historic ground floor entrance sequence, including the removal of modern reception and convoluted entrance sequence;
  - Removal of low-quality suspended ceilings, revealing historic room proportions and architectural features;
  - Replacement of later metal window treatment to ground floor bay window, introducing a traditionally styled timber sash window, in keeping with the historic character of the building;
  - The removal of modern accretions and servicing to the rear elevation, seen as severely detracting from the quality of the building;
  - The reintroduction of subdivisions across the building, between the former Section House, Courthouse and policing areas;
  - The stripping back of years of paintwork within communal areas, revealing historic glazed tiling;
  - Cleaning and repairing the principal elevations, enhancing the building’s street presence;
  - The repair and reuse of the first floor Courtroom, including the retention of historic fabric and introducing a new, viable use, ensuring its future occupation and usability; and
  - Introduction of a wider package of works which bring a redundant listed building back into a long-term, viable use, enabling a wider range of people to appreciate its importance as an early-20th century former Police Station and Courthouse.

6.7	<p>Conversely, we have identified that certain aspects of the Proposed Development stands to introduce a modest and low level of less than substantial harm, which when weighed in the internal heritage balance, are considered to be outweighed by the heritage benefits as noted above. To summarise and for completeness, the following harmful aspects of the proposals have been identified, and are considered to be necessary in order to bring the building back into a viable future use:</p> <ul style="list-style-type: none"><li>• Very low levels arising from the removal of historic fabric in two areas within the original cell wing, mitigated through the retention of downstands and structure supports;</li><li>• Low levels arising from the removal of historic fabric from the ground floor, Magistrate Court offices, mitigated through the retention of downstands;</li><li>• The removal of historic partitioning between the first floor public Court room waiting area and the accused waiting area, mitigated through the retention of downstands ensuring some legibility of plan form is retained;</li><li>• The replacement of sash windows across the building;</li><li>• The introduction of modern extensions to the rear of the listed building, increasing plan form;</li><li>• Modest, very low levels of harm associated with the introduction of mechanical services through the building, mitigated through introducing an 'honest' approach and avoiding chasing into historic fabric.</li></ul>		once again. This includes a conservation-led approach to the first floor Magistrate's Court, and the creating of contextualised extensions to the rear of the building. In terms of land-use, the proposed residential use of the upper floors of the building accords with the historic use of these areas and the original arrangement of the building, whilst the commercial use at lower levels allows for the removal of modern, unsympathetic fabric and opening up the building to appreciate historic features of interest. This includes the removal of modern cell areas within the former parade room at lower-ground floor level, as well as reinstating the subdivision of the former married quarters and police areas. Furthermore, the commercial use of the courtroom provides an optimum future use for the space, which seeks to celebrate the area's early-20th century civic character.		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 proposals, including securing its optimum viable use. The judgement on the impact of the Proposed Development must be taken with reference to the scheme as a whole. Thus, some aspects might be deemed harmful to the heritage asset, and others deemed beneficial. It is the residual impact which must be considered against policy, as articulated effectively in South Lakeland <sup>3</sup> , in relation conservation areas, and more recently in the High Court Ruling of Palmer <sup>4</sup> , as well as the Planning Inspectorate Appeal decision concerning the Whitechapel Bell Foundry, which confirmed the Court Ruling of Palmer, noting that the approach to the internal heritage balance is a legitimate one to follow in undertaking the balancing act.
6.8	<p>Importantly, when compared with the previously proposed school scheme for the building (which gained officer recommendation for approval), the proposed use requires less intrusive works, removing the need to create large expansive classrooms and hall facilities, which require significant structural intervention, an important issue raised during the 2020 Appeal, where it was stated:</p> <p><i>No alternative schemes have been prepared for alternative uses but residential or office use would not necessarily require the insertion of the wide spans necessary for classrooms and the school assembly hall.</i></p>	6.10	<p>When taken in the round and when undertaking the internal heritage balance, we consider that the Proposed Development stands to meet the statutory and policy tests which seek to preserve the special interest (significance) of listed building, including Section 16(1) of the 1990 Act and Policy D2 of the adopted Camden Local Plan, which seeks to preserve and, where possible, enhance the borough's heritage assets and their settings, including both conservation areas and listed buildings. We also consider that the Proposed Development meets the tests required by Policy D1 of the adopted Local Plan, respecting the local context and character, preserving the historic built environment and comprises details and material that of a high quality and complement the character of the host building and surrounding context.</p>	6.13	<p>In line with Paragraph 208 of the NPPF, such harm must be considered in the context of the public benefits of the proposals, and as such, the Development Plan as a whole. Such benefits are set out in detail within the submitted Planning Statement, which we consider carry a high degree of weight.</p>
6.9	<p>Overall, therefore, it is considered that the Proposed Development offer a well-considered, viable future use for the building, creating a vibrant tenure mix where key elements of significance can be appreciated</p>	6.11	<p>In relation to Hampstead Conservation Area, we consider the Proposed Development to be entirely consistent with the local policy tests of Policy D2 of the Local Plan, which seeks to ensure a development preserves and where possible, enhances, the character and appearance of a conservation area. We consider that the statutory duty set out in Section 72(1) is therefore met.</p>		
		6.12	<p>We acknowledge that our conclusions are a matter of professional judgement. If the decision maker comes to a different conclusion, identifying harm resulting from the Proposed Development by virtue of the interventions proposed, then such harm to the historic built environment must be minor, and sit at the lowest end of less than substantial harm. Paragraph 208 of the NPPF (2023) states that where a development</p>		

3 South Lakeland District Council v Secretary of State for the Environment [1992] 1 PLR 143

4 Palmer v Hertfordshire Council [2016] EWCA 1061



# APPENDIX 1: STATUTORY LIST ENTRY

HAMPSTEAD POLICE STATION

## Official list entry

Heritage Category:	Listed Building
Grade:	II
List Entry Number:	1130397
Date first listed:	13-Aug-1998
Date of most recent amendment:	14-Feb-2018
Statutory Address 1:	Rosslyn Hill & Downshire Hill, Hampstead, London, NW3 1PD

This List entry helps identify the building designated at this address for its special architectural or historic interest.

Unless the List entry states otherwise, it includes both the structure itself and any object or structure fixed to it (whether inside or outside) as well as any object or structure within the curtilage of the building.

For these purposes, to be included within the curtilage of the building, the object or structure must have formed part of the land since before 1st July 1948.

**Understanding list entries** (<https://historicengland.org.uk/listing/the-list/understanding-list-entries/>)

**Corrections and minor amendments** (<https://historicengland.org.uk/listing/the-list/minor-amendments/>)

## Location

Statutory Address:	Rosslyn Hill & Downshire Hill, Hampstead, London, NW3 1PD
<b>The building or site itself may lie within the boundary of more than one authority.</b>	
County:	Greater London Authority
District:	Camden (London Borough)
Parish:	Non Civil Parish
National Grid Reference:	TQ268658549

## Summary

Former Police Station and Courthouse, including stable and harness room, railings and lamps, 1913, by John Dixon Butler, surveyor to the Metropolitan Police.

### Reasons for Designation

The former Hampstead Police Station and Courthouse, including stable and harness room, railings and lamps, is listed at Grade II, for the following principal reasons:

Architectural interest:

A bold and assured composition, considerable civic presence, the strict uniformity of the pedimented principal elevation offset by the picturesque elements of the entranceway and courthouse, built to a high standard in good quality materials;<sup>1</sup> Intricately planned to provide separate areas for the different primary functions of the building, with careful consideration of the requirements of the various parts.<sup>2</sup> The hierarchy of spaces is expressed in the internal detailing, and the stairs, in particular, reflect the status and character of the different areas; The high status of the courthouse is manifested in the internal joinery and plasterwork, and the courtroom has an extensive scheme of panelling and furniture; The police station is plainly detailed internally, but has architectural features, such as the rounded angles of the walls, and its plan form, which reflect its function.

Historic interest:

\* An early example of a combined police station and courthouse, and possibly the first to provide facilities for dealing with juvenile suspects; \* An excellent example of the design capabilities of John Dixon Butler, one of the most accomplished Metropolitan Police architects

Group value:

\* With the listed K6 telephone box which stands in front of the building, forming a small-scale civic ensemble.

## History

The Hampstead Police Station and Magistrates' Court was designed in 1912 by John Dixon Butler, Architect and Surveyor to the Metropolitan Police, and opened in December the following year. It was an early example of a combined police station and petty sessions court, and was one of the first courts to include facilities for juvenile offenders. It remained in its original use for just short of a century, closing in 2013.

The police station was the third iteration of such at Hampstead following the Metropolitan Police Act of 1829, providing a large, multi-purpose facility. The freehold for the site on the corner of Rosslyn Hill and Downshire Hill was acquired for £6250 in 1909, and two pairs of semi-detached buildings were demolished to create the large plot. There is an incomplete set of plans of the building at the Metropolitan Police Heritage Centre, which specify the accommodation to be provided in the station and court. The former comprised administrative offices, men's and women's cells, detention room, surgeon and matron's rooms, a parade room for 60 men, four small cells for 20 men, a room for a nurse, a room for a matron, a room for a constable and comfortable quarters for 20 female men. There was also bicycle parking, an ambulance shelter, and facilities for cleaning and drying uniforms, storage and dining. Within the courthouse, in addition to the courtroom, there was a juvenile offender's examination room – believed to be the first example of its kind; a magistrate's room, clerk and solicitor's rooms, and public waiting rooms.

From the plans it is clear that the functions of the building were physically separated internally, and were accessed from separate external entrances. The Rosslyn Hill range was largely dedicated to use by the police, holding the main police station facilities on the ground floor, the two sets of lodging quarters and dining facilities on the ground and first floors, and ancillary accommodation in the basement. The Downshire Hill range held the courthouse and associated facilities on the ground and first floors; it also had private store rooms in the basement, separate from the police accommodation. There was an external covered stair, enabling prisoners to be moved directly from the charge room to the court. The second floor, also in police use, held the large staff dormitory. The routes of circulation were carefully considered and cleverly laid out, and the success of the scheme is evidenced by the fact that many of the principal functions remained in their original spaces, despite the repeated renovation of the building.

Changes in the operation and organisation of police stations resulted in a number of alterations to the building, the greatest of which is the insertion of internal doorways to unify, and enable passage between, the separate areas of the building. Although the original layout remains discernible, particularly given the existence of Dixon Butler's plans of the basement and ground floor, the alterations have lessened its clarity. As part of the reconfiguration, a stair has been inserted to connect the courtroom lobby and the former flat on the

ground floor, and the stair to the first-floor flat has been removed. Other changes to the plan include the reconfiguration of the police station lobby and CID office, the subdivision of wide corridors to form separate passages, the reconfiguration of the large association cell into two, and the insertion of additional cells in the former basement parade room. The external covered walkway, part of the original scheme, has been reconfigured and reclad in modern materials.

John Dixon Butler (1861-1920) was appointed Architect and Surveyor to the Metropolitan Police in 1895, following the retirement of his father, who had held the post since 1881. Dixon Butler was articled to his father, John Butler, and hence had an excellent education in the design and planning of police-related buildings; he also studied at University College London and the Architectural Association, and was elected a fellow of the RIBA in 1906. He began his tenure with the police assisting Richard Norman Shaw with buildings at Scotland Yard and Cannon Row, and the Arts and Crafts influence of the older architect resonates in Dixon Butler's oeuvre. He designed over 200 police stations and courts, of which only 58 are known to have survived; 21 of those are listed.

## Details

Former Police Station and Courthouse, including stable and harness room, railings and lamps, 1913, by John Dixon Butler, surveyor to the Metropolitan Police.

**MATERIALS:** constructed from red brick laid in Flemish bond, with glazed brick to the basement and plinth, with limestone dressings, slate roofs and brick chimneystacks.

PLAN: the building is roughly U-shaped and stands on a corner plot, with the principal elevation facing south-west onto Rosslyn Hill, and the return wings facing north-west onto Downshire Hill, and projecting into the rear courtyard. The building abuts 26 Rosslyn Hill on the south-east, and has been linked to it internally.

The building's functions were originally separate from each other internally, though in the period since, openings have been inserted to allow passage across the building. The ground floor of the Rosslyn Hall range was the core functional area of the police station, containing the main offices and charge room, with cells in the rear wing. The basement contains rooms originally for maintenance of the fleet, but which have been converted into a large open-plan area for the use of the police. The first floor was originally intended for the married officer and a married constable; these are at the southern corner of the ground and first floors, each have three main rooms and were originally accessed separately from Downshire Hill. The first floor contains the main dining room and kitchens, which have been extended above the cell wing. A large dormitory, intended to sleep 30 men, is on the second floor, and the roof of the cell wing is a large open-plan area, largely occupied by the south-facing roof and re-wired with solar panels. The public entrance leads to various waiting rooms and offices on the ground floor, and the courtroom itself is on the first floor. A covered corridor links the charge room directly to the courthouse.

There is a detached block within the rear courtyard which is understood to have originated as a stable and harness room, later converted to offices.

EXTERIOR: the principal elevation faces south-west onto Roslyn Hill, and is two storeys plus attic and basement. It is symmetrical in its general form, though on the right-hand side a picturesque grouped set of features offers the otherwise rhythmical elevation; a short flight of steps leads to the double panelled front doors, which stand within a richly moulded archway with an open pediment supported on elongated console brackets, with a large keystone beneath the inscription 'POLICE'. Above, there is an oculus lined in moulded stone, and to the right, a cartay bay window rises from the basement. To the left of the door, the ground and first floors have a series of spaced windows beneath a large central pediment, with two wider window bays to the far side. Windows, generally six-over-six-pane sashes, which, on the ground floor have moulded, eared architraves. There is a wide entablature with a dentil cornice above. The central pediment has three pairs of four-over-four sashes with a keyhole oculous above. To either side, projecting from the pitched roof, are dormers with paired sashes in moulded, pedimented architraves. The basement has an open light well running the length of the elevation, with iron railings supported on tapering square piers; those piers to either side of the front door hold iron lanterns.

Elements of the principal elevation continued on the return: the dentil cornice, stone banding, dormers, and architraves, though the composition itself is less regular, with large areas of blind brickwork. On the left is a single doorway in a moulded architrave with a keystone and over-light, giving access to the two sets of lodgings for married staff; on the first floor are two narrow windows, and paired windows on the second floor. To the right is a double entrance porch with a pedimented roof, a label above the pedimented frieze stating "COURT." The doorway has a semi-circular hood-mould with an exaggerated keystone, breaking into nine-light mullioned and transomed window above, with leading glazing. Left of the main entrance are two single and one tripartite windows in stone surrounds, and to the extreme right is a small square window with a decorative surround. A large chimney stack rises from the roofline at the far right end, topped with a keystone. The roofline drops above the courthouse, and the pitched roof has a large lantern lighting the first-floor court space. To the left of the elevation is the vehicle entrance to the rear yard; gates are supported on piers of glazed bricks with stone bands and capitals.

The courtyard-facing elevations are more utilitarian, and are obscured by later-C20 additions, including the rebuilt covered stair between the charge room and court, a brick lean-to, caged walkways, and fire escape stairs. Window openings have gauged brick lintels and are varied in size, with many original sashes remaining. The series of cells in the rear wing has distinctive narrow horizontal windows; above, the first floor has been extended. Various window openings and doorways have been blocked; these are evident in the brickwork.

INTERIOR: the interiors have been modified on a number of occasions over the course of the life of the building, and although the general planning has survived, original interior fixtures and fittings have survived less well, particularly in those parts of the building intended for police use.

There is a legible difference between the interior treatment of the police-occupied parts of the building, and the courthouse. The police station is largely devoid of historic internal fixtures, though it is likely to have begun as a relatively utilitarian space, perhaps with the exception of the entrance lobby. Moulded window architraves survive throughout, as do simple internal doorway architraves. Within the areas where spaces were held, that is, the charge room, cells and detention rooms, and matron's and surgeon's room, the angles of the internal walls are rounded. The cells retain heavy metal doors with hatches, possibly dating from the mid-C20. The stair, which rises the height of the building, is a simple iron construction with a modern handrail and is tiled to dado height with white tiles with green borders; these have been painted over. The entrance lobby and CID office have been reconfigured, and the original 'association cell' divided into two single cells.

In the basement, the plan form is largely intact, notwithstanding the late-C20 subdivision of the parade room to create additional cells. The former bicycle store and ambulance shelter, originally accessed from the rear yard, have been incorporated into the general accommodation, and there has been the subdivision of a corridor and the former mess and drying room. These are utilitarian spaces without notable fixtures or decorative finishes.

The two sets of lodgings on the ground and first floor, originally accessed only from Downshire Hill, each had three principal rooms and a scullery and coal store. The short stair to the ground-floor flat has a heavy moulded timber newel, stick balusters and a moulded handrail. The flats do not contain features related to their domestic use, besides an arched niche to one side of a chimneybreast on the ground floor. Their plan forms remain legible, though the stair to the upper flat has been removed, and access routes created into the courthouse and police station. Also on the first floor are the main dining room and kitchens; this area has modern fittings, finishes and subdivisions, and has been extended over the cell wing.

The courthouse received a greater extent of internal treatment and detailing, signifying its high status. The public entrance lobby and waiting rooms feature high-quality moulded plasterwork, joinery, and parquet and terrazzo floor coverings. Dentil cornices and coving survive above suspended ceilings. The stair between the lobby and public waiting room has a moulded handrail and decorative cast iron balusters; a second stair in the same style, providing a private route of circulation for magistrates and staff, rises from a separate entrance further north on Downshire Hill, leading to the back of the courtroom. The public waiting area has fixed benches and is lit by the nine-light mullioned transomed window. The courtroom itself has timber panelled walls, a deep cornice with dentils, and is open to the roof, where it is lit by a pitched lantern supported on a steel framework. The jury stand, clerk seating and public gallery are also panelled, and the dock is raised on a dais and bounded by cast iron railings.

**SUBSIDIARY FEATURES:** the formable block and harness room stand at the north-east corner of the rear courtyard, facing northwest. On the ground floor are a series of doors and windows under slightly cambered, gauged-brick lintels; the left-hand side of the elevation is obscured by a late-C20 extension. Above, on the first floor, are two dormers with pairs of sash windows, and a third dormer the left with an inserted sash, possibly replacing an opening to a hayloft. The building had been converted to offices by 1986, and is not believed to contain any features related to its original use.

## Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number: 477876

Legacy System: LBS

Sources

**Books and journals**  
Tindall, Gillian, Two Hundred Years of London Justice: the story of the Hampstead and Clerkenwell Magistrates' Courts, (2001)  
'Obituary for John Dixon Butler' in RIBA Journal., Vol. 28, (1920), 21, 78  
'Obituary' in The Builder., Vol. 119, (5 November, 1920), 510  
**Other**  
Building plans, 1912, lodged with the Metropolitan Police Heritage Centre, London

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.



Map

This map is for quick reference purposes only and may not be to scale. This copy shows the entry on 18-Jul-2022 at 13:09:21.

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End of official list entry



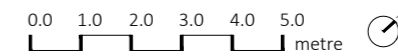
# APPENDIX 2: FABRIC INTEGRITY PLANS

HAMPSTEAD POLICE STATION

DOWNSHIRE HILL



ROSSLYN HILL



# FABRIC INTEGRITY PLANS LOWER GROUND FLOOR

- Original / Early 20th Century Fabric
- Modern / Unoriginal Fabric

**NOTE:** Plans are to be used for reference purposes only

**LOCATION:**  
Hampstead Police Station

**DATE:**  
June 2023

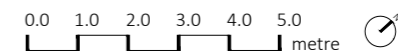
**SCALE:**  
NOT TO SCALE

**FIGURE:**

DOWNSHIRE HILL



ROSSLYN HILL



# FABRIC INTEGRITY PLANS GROUND FLOOR

- Original / Early 20th Century Fabric
- Modern / Unoriginal Fabric

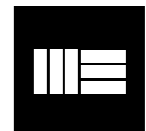
**NOTE:** Plans are to be used for reference purposes only

**LOCATION:**  
Hampstead Police Station

**DATE:**  
June 2023

**SCALE:**  
NOT TO SCALE

**FIGURE:**



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**FABRIC INTEGRITY  
PLANS  
FIRST FLOOR**

- Original / Early 20th Century Fabric
- Modern / Unoriginal Fabric



0.0 1.0 2.0 3.0 4.0 5.0  
metre

**NOTE:** Plans are to be used for reference purposes only

**LOCATION:**  
Hampstead Police Station

**DATE:**  
June 2023

**SCALE:**  
NOT TO SCALE

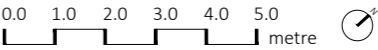
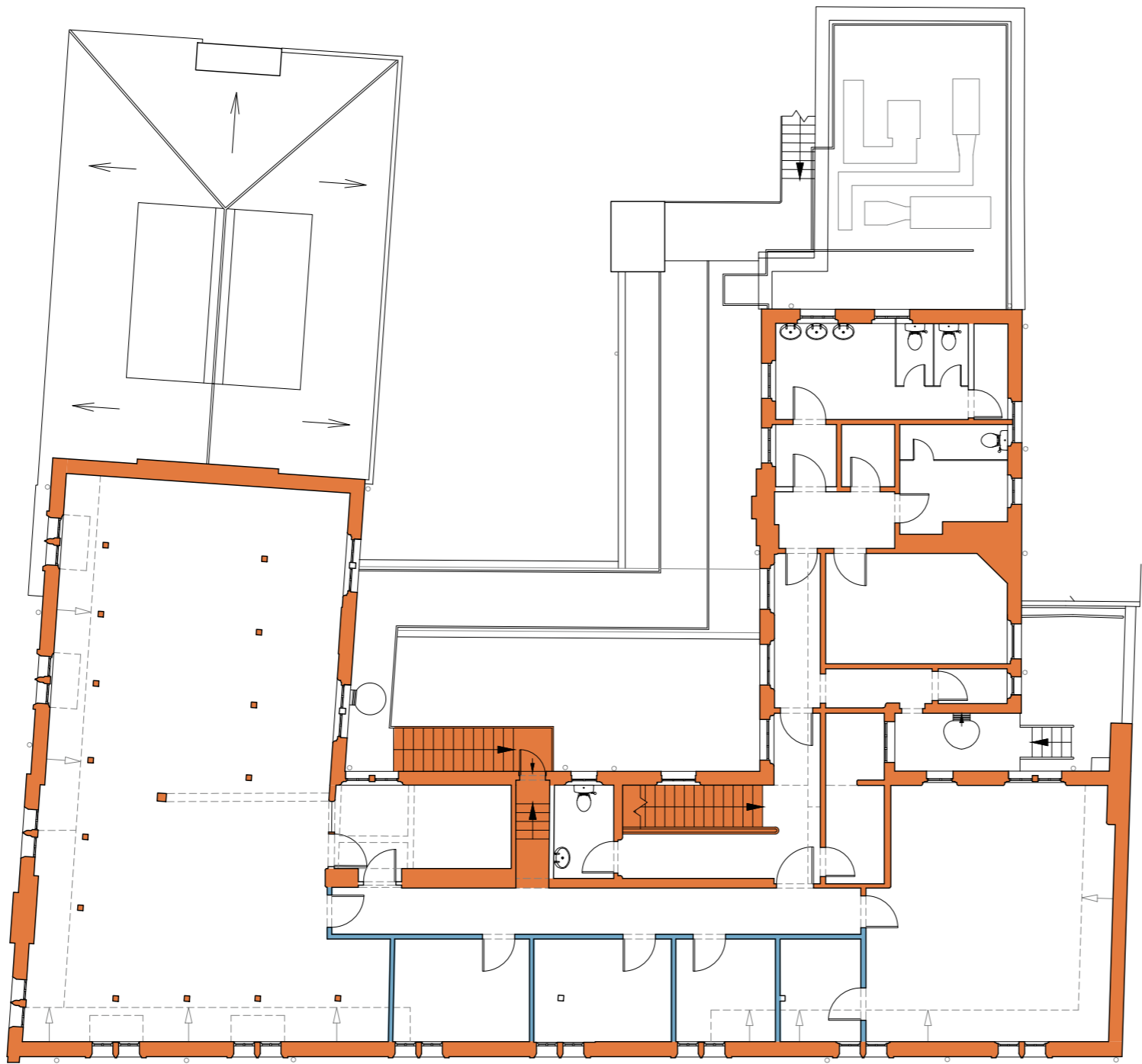
**FIGURE:**



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FABRIC INTEGRITY  
PLANS  
SECOND FLOOR

- Original / Early 20th Century Fabric
- Modern / Unoriginal Fabric



**NOTE:** Plans are to be used for reference purposes only

**LOCATION:**  
Hampstead Police Station

**DATE:**  
June 2023

**SCALE:**  
NOT TO SCALE

**FIGURE:**



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# **APPENDIX 3: INSPECTORS REPORT (APP/X5210/W/20/3248002 & APP/ X5210/W/20/3248003)**

**HAMPSTEAD POLICE STATION**

## Appeal Decisions

Inquiry opened on 15 September 2020

Site visit made on 21 October 2020

by **Paul Jackson B Arch (Hons) RIBA**

an Inspector appointed by the Secretary of State for Communities and Local Government

**Decision date: 17<sup>th</sup> December 2020**

**Appeal A: APP/X5210/W/20/3248002**

**Appeal B: APP/X5210/Y/20/3248003**

**Former Hampstead Police Station, Rosslyn Hill, London NW3 1PD**

- The appeals are made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission and under section 20 of the Planning (Listed Buildings and Conservation Areas) Act 1990 against refusal of listed building consent.
- The appeals are made by DfE on behalf of CfBT Schools Trust against the decisions of the Council of the London Borough of Camden.
- The applications Ref 2019/2375/P & 2019/2491/L, dated 3 May 2019, were refused by notices dated 23 December 2019.
- The development proposed is change of use of the site from a police station (sui generis) to a one-form entry school (Use Class D1) for 210 pupils and business/enterprise space (Class B1) including alterations to the rear and associated works.

### Preliminary matters

1. The Inquiry, which was held in virtual format, opened on 15 September and sat for 4 days before resuming on 19 October for 2 further days. Closing submissions were heard on 29 October. A pre-inquiry site visit including the interior of the appeal premises took place on 11 September and a further site visit was carried out on 21 October which included alternative school sites and the temporary school premises off Camley Street.

### Decisions

2. The appeals are dismissed.

### Main Issues

3. The main issues are as follows:

*Appeal A:*

- Whether the proposed development would be sustainable development in terms of transport, having regard to the effect of trips by private motor vehicles, traffic congestion and air pollution;
- The effect on the living conditions of local occupiers in terms of noise; and
- Whether the location would be appropriate for a school, having regard to air quality.

*Appeal B:*

- The effect of the proposed development on the architectural quality and historic interest of the former police station and magistrate's court, which is listed at Grade II.

### Reasons

*The site and its surroundings*

4. The former Hampstead Police Station and Magistrates Court was designed by J Dixon Butler, architect to the Metropolitan Police, and dates from 1912/13. It is one of several police stations by the same architect in a similar style constructed around the same time. It is a 4 storey mainly red brick building with stone dressings and a slate roof, combining a mix of classical and Arts and Crafts styles. It lies on a corner at the southern edge of Hampstead Village and is a prominent civic building locally. It is referred to in the Hampstead Conservation Area Statement (HCAS) as an imposing feature of the Rosslyn Hill and Downshire Hill streetscape character. The building has been vacant since 2013.
5. The site includes a car park at the rear, accessed from Downshire Hill, in which there is a 2 storey former stable block. The car park, which would become the school playground in the proposed scheme, adjoins the back gardens of dwellings in Rosslyn Hill, Downshire Hill and Hampstead Hill Gardens. Adjoining the police station building is a Victorian house, 26 Rosslyn Hill, formerly used as living accommodation by the police. It does not form part of the appeal site.
6. The character of the area can be described as mainly residential and dominated by 2 and 3 storey Victorian dwellings with pleasant rear garden areas.

*Planning policy*

7. The development plan includes The London Plan (consolidated with alterations since 2011) of March 2016 (LonP), the Camden Local Plan of 2017 (LP) and the Hampstead Neighbourhood Plan 2018-2033, adopted in 2018 (NP). The LonP is to be replaced by The London Plan (intend to publish- clean version) Spatial Development Strategy for Greater London (RLonP) which was published in December 2019 following examination in public, consideration by a panel of Inspectors and subsequent changes. The Secretary of State has since directed changes with respect to housing delivery. Insofar as policies of the RLonP concern the matters at issue in these appeals, the RLonP carries very significant weight.
8. Various supplementary planning documents have been recently adopted as Camden Planning Guidance. The most relevant are referred to throughout these decisions.

*Whether the proposed development would be sustainable development in terms of transport*

9. Abacus Belsize Primary School is a mixed single form entry (210 pupils) primary school that opened in September 2013 under the Free Schools Programme to serve the children of Belsize Park NW3. The school is now in its second temporary premises behind St Pancras Station at the Jubilee Waterside Centre. This location is about 2.7 kilometres (km) from the centre of the

school's catchment, which encompasses the area known as Belsize Park. Currently the pupils are taken to and from school by bus from collection points at Belsize Park Library and close to Swiss Cottage Leisure Centre.

10. Use of the police station varied according to different policing methods over 100 years, declining in more recent times. The magistrate's court remained in use until 1998. I do not give weight to the lately expressed idea that assessment of the baseline should be based on abandonment of the former use. The evidence of local residents, which I have no reason to quibble with, and which could not be refuted by the appellant, is that vehicle movements to and from the site have declined gradually over the last 35 years. That is commensurate with what is known about police activity in the building. It is highly unlikely that the police might now change strategy, re-purchase and use the building again for police activity of any sort. Nevertheless, should they choose to, and that could be done without any planning permission being necessary, a hypothetical case arises in which it would be reasonable to look at trip generation at other comparable police stations. This strategy was agreed with the Council.
11. The Kentish Town Police Station has a similar floor area. The car park at the appeal site had 14 operational spaces being used in 2006 for various police activities, without including the courthouse function. The survey data is not definitive or conclusive, because policing changes regularly and the metropolitan force has had to rationalise services due to financial pressures. However, it is not unreasonable to conclude that police use could potentially generate significant vehicle traffic every day, in the region of 53 total vehicle trips at morning and afternoon school times and 169 during the whole day from 07.00 to 19.00.
12. Residential and office use are potentially feasible alternatives for this civic building but even if car-free occupation could be agreed in any planning consent, taxis, deliveries, car club cars and commercial transport trips would still be generated, of an uncertain quantum.

*Private motor vehicles*

13. The former police station is just over 220 metres (m) along the A502 Rosslyn Hill from the north eastern corner of the Belsize Park catchment area, about 1.73 kilometres (km) from the south east corner along Haverstock Hill and around 700m from the approximate centre of the catchment.
14. Objectors' main concerns relate to the effectiveness of the travel plan that the school would put in place discouraging use of private cars for the school run; the likelihood that time pressures in the morning and weather would often mean parents choosing to use their own transport; the availability of kerb space outside the school before 9.00 am when restrictions come into force; the prospect that parents may move away from the area after succeeding in getting a place at the school, and the likelihood that children and parents would be disinclined to walk up the hill to the appeal site location.
15. Only the northern part of the catchment is within easy walking distance of the appeal site, bearing in mind the lower walking speed of young children. The southern part of the catchment is within a reasonable walking distance of the pick-up points used by the buses going to the present temporary site. A school on the appeal site reverses that situation. Pupils in the northern part of the

catchment would be more likely to walk, but those to the south, say beyond Nutley Terrace and Belsize Avenue might be tempted to use private transport.

16. However, there are plenty of bus stops throughout the catchment that provide regular services, generally 4-6 per hour, which would be convenient for pupils travelling to the proposed school location, with a walk of varying length at either end of the journey. The appeal site lies in PTAL<sup>1</sup> zone 4 and zone 5 is a short distance to the south east. Services C11 and 168 serve the southern and eastern parts of the catchment, providing 5/6 buses an hour to stops near the junction with Pond St and at Pilgrims Lane. These routes could provide a realistic alternative for many of the families that live in the southern part of the catchment that would otherwise have to contemplate walking up Haverstock Hill. In considering this matter, the limited bus lane on Haverstock Hill would do little to relieve congestion for passengers on public transport and there remains the question of ensuring children remain safe on the journey and getting to and from bus stops- choices that parents make every day with their children's well-being in mind.
17. Surveys show that only a small proportion of parents currently drive their children to the school or to the bus pick-up points. This is consistent with surveys undertaken at other primary schools in Camden. The school's travel plan would seek to encourage walking, cycling and public transport. I heard from several parents at the Inquiry who asserted that they would walk their children to the new school site or use the parent-led 'walking bus' through quiet suburban roads in Belsize Park. I give little weight to the concern that a snapshot 'hands-up' survey of how children arrived at school on any particular day does not provide a reasonably reliable indication of private car use- this method is standard practice in Transport for London's STARS<sup>2</sup> accreditation programme and has not been questioned by the Council's highway officers. The Council accepted that the STARS programme is bearing fruit. I accept that selective use of statistics can be misleading when comparing one school with another because of differences in school ethos, parent background, accessibility of public transport, location and historical factors, all affecting the modes used. Moreover, although car ownership in Belsize park is above the average for Camden (reflecting the size and type of housing) around 53% of families do not own a car.
18. Having said that, notwithstanding the strong 'ethos' of the school, there is no means of preventing parents from making the judgement on the day that they feel is best for their children. In making that choice, public transport may well prove less attractive than the current bespoke and supervised service. A greater proportion of school trips are therefore likely to be made by private car, probably in the region of between 5% and 17%<sup>3</sup>. The Council's suggested figure of 22% derives largely from New End and Christchurch schools which have quite different circumstances including nursery children, a wider catchment and lower PTAL scores. The proportion of drop-offs and pick-ups there may be reduced in the future by local road closures<sup>4</sup>.
19. When the school was temporarily situated at Haverstock Hill, 500m south of the proposed location, 96% of pupils walked, scooted or cycled to school or

<sup>1</sup> Public Transport Accessibility Level

<sup>2</sup> Sustainable Travel: Active, Responsible, Safe

<sup>3</sup> The average mode share by car across all Camden primary schools is 17% (Burke rebuttal proof para 2.6)

<sup>4</sup> The Healthy School Street initiative

used public transport. The proposed site at Rosslyn Hill is further away from the catchment and up a gradient. The HCRD's assessment of a mode share of 8-10% is probably nearer the average proportion of private car school trips that could be expected over a year at Rosslyn Hill. That would equate to in the region of 75 movements a day on the 'school run' during term time. To that should be added staff vehicles, trips generated by visitors to the offices, occasional community use and deliveries. Even if the 8-10% estimate is an underestimate, and it might be on wet days, the total figure is unlikely to approach the daily potential total for police station use. A greater number of trips during school drop-off and collection times may occur from time to time but that would not mean that in the overall picture, the sustainable transport aims of policies C2 and T1 of the LP would not be met.

20. Use of the building as a school would lead to removal of some car parking spaces to create a 'School Keep Clear' area for safety reasons. This is likely to tempt some parents to stop at the kerb to drop off children, but such activity would be against the law as well as the ethos of the school, and would conflict with the aims of the Travel Plan, which would be subject to regular monitoring. The only situation in which parents might continue to send children to the school after moving away from the area is when a sibling obtains a place because of an older brother or sister already at the school. The numbers are unlikely to be great, however; all schools operate similar policies in this respect.
21. The overriding consideration is that the Abacus school exists and the pupil journeys already take place. Some parents from the northern part of the catchment are likely to be driving to the existing pick-up points in the south, especially in the evenings when children would otherwise need to walk uphill when they are tired. These will be replaced by some who choose to drive to the new school site from the southern part from time to time. Taking all the evidence into account, the opportunity for choice provided by withdrawing the bespoke bus service is likely to lead to additional private car use, but it has not been shown that this would necessarily amount to a significant increase, compared with the existing or likely alternative uses for the building- especially bearing in mind that the school will only be open part of the year. I conclude that the proportion of parents likely to use private cars for trips to the new school site is unlikely to exceed the level of use experienced on the site when it was a fully functioning police station, but is likely to be more than has been generated at any time during the last 30 years of police activity. Overall, the premises would be easily accessible by sustainable modes of travel and there would be no conflict with the relevant aims of LP policies T1 and C2.

#### *Congestion*

22. In this respect the main concern is the level of traffic experienced in Hampstead, Belsize Park and particularly on Rosslyn Hill due to school trips and the likelihood that the appeal scheme would be a traffic-generating use. There is no disagreement that Rosslyn Hill is a busy road, but it is not one of the most heavily trafficked roads in Camden. It does suffer distinct peaks in flow in the morning and evening rush hours. There is no doubt that much of this traffic is school related. Given the conclusions above on the actual anticipated number of journeys compared to the potential of the existing police station use, there is likely to be some additional pressure on traffic congestion, limited to drop-off

and collection times. That would be a noticeable increase compared to use of the premises in more recent years.

23. The HCRD evidenced photographs of congestion at the junction between Rosslyn Hill and Downshire Hill but the circumstances at the time were unclear and similar difficulties can occur at any time in urban areas for no clear reason.
24. Even with the loss of some spaces around the school following change of use, there would be spare parking capacity in local streets. It has not been shown that if a small number of parents used these to drop off or pick up children, any increase in local congestion would occur, let alone an unacceptable level.
25. Even if the Council's prediction (assuming a 22% modal split) of 184 trips actually took place, that would be less than the daily fluctuation of traffic levels normally experienced on Rosslyn Hill. The more likely increase of around 67-84 movements (17-21 to and from the school in the morning and afternoon peaks) would be negligible in the context of the existing flow on this road and well below the overall daily number of movements likely in police station use- and comparable with police use in peak times.
26. Moreover, traffic monitoring shows a consistent downward trend in total vehicle numbers on Rosslyn Hill over the last 10 years. The reasons for this are not entirely clear and future trends are difficult to predict, the professional witnesses disagreeing on this point at the Inquiry. Vehicle ownership continues to rise in the London area. The extent of the annual drop greatly exceeds any small increase that might occur locally in morning and afternoon peaks due to the appeal proposal, but the longer term uncertainty means that this is a matter that can only carry limited weight.
27. In conclusion, the Council accepts that there would no unacceptable effect on highway safety or road networks. There is nothing persuasive to indicate that traffic congestion in the area would increase at drop-off and collection times to an unacceptable level as a result of the change of use or that the proposal would conflict with any traffic congestion aims of development plan policy. Moreover, no persuasive evidence has been produced to show that the proposal would seriously undermine the stated intention to '*...refuse applications for new schools... in (Belsize Park) unless it can be demonstrated that the number of traffic movements will not increase*', as stated in the explanatory text of policy C2.

#### *Air pollution*

28. The Council's overall concerns on air quality are expressed in different but related reasons for refusal. The first concerns the potential increase in trips to and from the school affecting the local population and the second relates to the location of the school on a main road and the consequences for future pupils. I deal first with the effect of any additional traffic on pollution levels around the site.
29. The effect on air pollution goes hand in hand with the potential for an increase in the number of trips by private motor car, visitors and deliveries. Given that the school exists, most of these trips already exist but in a different modal distribution. Most children are currently taken to school by private bus. The move to Rosslyn Hill will lead to a change for some children, those from the northern part of the catchment largely walking or cycling to school and those

living in the south and west more likely to use a walking bus, public transport, or private vehicle. The loss of the bespoke bus service is likely to lead to a higher level of private car trips on some mornings or evenings or both, depending on the season, notwithstanding the ethos of the school and the STARS programme. The mode change is impossible to predict accurately but as discussed above, on the balance of probabilities it may be in the region of 8-10% of the total trips, compared with 4-5% currently. Against that, the amount of pollution caused by the existing school buses going back and forward to Camley Street is not an insignificant matter.

30. It is concluded that any increase in local air pollution would be negligible and would occur only at limited times. There would be a reduction in overall levels compared to the former police station use. The Council acknowledged that there would be no breach of relevant local limit values or national objectives for pollutants. There is no dispute that levels of air pollution on main roads are elevated compared to residential streets, as demonstrated by readings taken by the Hampstead Neighbourhood Forum, but it is a step further to claim that the proposed change of use would unacceptably raise pollution levels, to the extent that permission should be refused. World Health Organisation (WHO) guideline levels are not adopted as legal limits. There would be no obvious conflict with the aims set out in the local Air Quality Management Plan (AQMP).
31. That is not to say that areas of elevated air pollution are desirable for nearby occupants, particularly children. It is not desirable to encourage school trips using private cars or to increase levels of congestion along with the resulting pollution. The concerns strongly expressed by the Council and HCRD regarding the numbers of vehicles carrying out school trips in the area are understood, but the increased levels associated with this existing school relocating to the appeal site have not been shown to be unacceptable or to exceed those that were associated with the existing use. The school has a strong ethos of encouraging sustainable transport modes. Any small increase in car transport at school times would be negligible in the overall context of existing traffic levels on Rosslyn Hill, which have been falling for 10 years. No conflict has been identified with the relevant sustainability aims of LP policies T1 and C2, or NP policies TT1 and TT2; or with NPPF paragraphs 170 and 181.

*The effect on the living conditions of local occupiers in terms of noise*

32. The introduction of the school use would bring about a new noise environment at the rear of the former police station amounting to a total of 2 hours of play activity during the school day. There would also be comings and goings between classes and assembling to go to the heath, which would occur between 08.50 and 15.30. There would also be some disturbance associated with children arriving and going home using the Downshire Hill entrance. There would also be some noise emitted by children in the reception class near to the back of the building where they have access to the outside most of the day. The area would be used by children in term time and for 4 weekends during the year, or for about 183 days.
33. Nos 50, 51 and 52 Downshire Hill lie very close to the rear car park of the former police station. No. 52 also lies adjacent to the vehicle access. A self-contained apartment occupies the semi-basement level and the upper 4 floors are in use as one dwelling. The ground floor is used as consulting rooms by the occupant and his colleague who work as psychoanalysts. Nos. 51 and 50

are self-contained 4 storey dwellings with similar small rear yard areas. There is no dispute that noise due to police operations in the past was fairly muted and generally limited to vehicles and conversations between small numbers of people. The noise environment at the rear of the appeal building was and is relatively quiet.

34. The relevant reason for refusal refers to LP policy A1 which seeks to protect standards of amenity and the quality of life of occupiers and neighbours, by considering many factors including noise levels. Policy A4 refers specifically to noise and vibration and resists development likely to generate unacceptable noise and vibration impacts. Appendix 3 to the LP sets out Camden's noise and vibration thresholds, which expand upon the methodology in National Planning Policy Guidance (NPPG) but does not specifically address noise produced by children at play. Table D is referred to by the Council and the appellant and sets out noise limits applicable to proposed entertainment premises (customer noise, music, plant and vehicles).
35. The thresholds relate to methodology in the Noise Policy for England (NPS) and NPPG<sup>5</sup> which indicate 3 levels of noise exposure. The dispute at the Inquiry concerned whether and where the particular noise of children playing would fall between the Lowest Observed Adverse Effect Level (LOAEL) and a Significant Observed Adverse Effect Level (SOAEL), or above this level, at which a significant adverse effect on health and quality of life could occur.
36. The NPS states that it is not possible to have a single objective noise-based measure that defines SOAEL that is applicable to all sources of noise in all situations. Consequently, the SOAEL is likely to be different for different noise sources, for different receptors and at different times.
37. The Appellant's Noise Assessment provides computer modelling of anticipated noise levels in the gardens of neighbouring dwellings. The modelling takes account of the effects of existing boundary walls and proposed acoustic screens around the playground, as well as the levelling of the playground areas. Whilst the results<sup>6</sup> indicate that the predicted noise levels would just fall within acceptable parameters for customers in entertainment premises (60dB LAeq,T (at AP1 and AP5), reducing to 55dB(A) over the 9.5 hours the school is occupied), the noise produced by children has distinct characteristics in terms of tonality and frequency. The 'dB LAeq' measure flattens out the peaks and troughs and does not reflect the peculiar characteristics of children at play. Figure 19/0084/TH03 in the Noise Assessment shows peak levels of up to 97dB LAmax at the temporary Camley Street site and frequent peaks of over 90dB LAmax with levels of over 80dB LAeq during the most intense period of play. Camley Street is a relatively quiet residential area. By contrast, Figure 19/0084/TH01 shows only 2 occasions when 70dB LAmax was breached (about 71 and 75 dB LAmax) in the police station car park during what would be the whole school day.
38. The conclusion to be drawn from this is that local residents are likely to notice frequent very loud and distracting peaks due to children playing when they are in the rear play area and that when it occurs, it would represent a completely different environment to that which exists now. This corresponds to my own observation of children playing outside normally in the playground at Camley

<sup>5</sup> Reference ID: 30-001-20190722 and following

<sup>6</sup> Table 8 referring to Figure 19/0084/F2

Street during the afternoon of 21 October 2020. The noise level would be what most people would expect in close proximity to an external play area after children are let out of the classroom environment. It is not conversational speech and very different to the noise generated by customers at an entertainment venue. It is also very different in character to the noise made by people in the street at night who have over-indulged, which could be associated with 'entertainment'.

39. The appellant agreed not specifically taking account of the annoyance factor of children shouting, only pointing out that noise in itself is intrusive above a certain fixed level. The appellant went on to suggest that people affected might wish to change their lifestyle to adapt to the changed environment when children were in the rear play area. In response to questions from HCRD, the appellant did not disagree that there would be a degree of intrusion.
40. In terms of mitigation, the Downshire Hill houses mostly affected are only around 1-5 m away from the play area, which limits the potential effectiveness of the proposed acoustic screen. The appellant acknowledged that it would not benefit any of the rooms above ground level. Local occupiers value the south east orientation of the rear elevations of their dwellings, which receive most sunlight. It is unsurprising that the suggestion of a 4m acoustic screen was rejected following a mock-up, particularly in respect of the self-contained semi-basement flat at No. 52, as that would have prevented any meaningful sunlight entering the rear terrace and living/dining area and would have seriously affected outlook.
41. The occupiers of No. 52 use the ground floor as consulting rooms where quiet conversations are a necessary part of day to day procedure. The first, second and third floors are used as living accommodation. A simple and quite old secondary glazing system has been added to the sash windows of the ground floor consulting room. The Noise Assessment indicates that internal first floor noise levels would be in the region of Leq NR41<sup>7</sup> worst case and Leq NR37 over the 9.5 hour school day with windows closed, with noise levels at the façade of 76dBLAeq,T, reducing to 71dB(A) over the 9.5 hours the school is occupied. At second floor level and above calculations indicate Leq NR40 worst case and Leq NR35 over the school day internally with windows closed. The figures indicate that there would be a level of intrusive noise sufficient to require windows to be shut when the play area is in use and that some noise is likely to be noticeable even when windows are shut.
42. It is accepted that the building fabric is more likely to insulate occupants from the highest frequency noise characteristics of children playing, but the overall noise levels speak for themselves. Even with windows closed, the internal noise levels on the first and second floors of No. 52 would be 1dB above a level recognised as representing a significant adverse noise impact<sup>8</sup>. The peaky and intrusive nature of noise from children means that a technical observation that differences of less than 3dB are not readily perceived is of limited relevance.
43. It would be unreasonable to expect people to need to have to shut windows during play times, especially on warm days when it would be desirable to keep windows fully open. That would be the case particularly in the middle of the

<sup>7</sup> NR-Noise Rating Curve - developed by the International Organization for Standardization to determine the acceptable indoor environment for hearing preservation, speech communication and annoyance

<sup>8</sup> Areas used as main living accommodation without any secondary or anticipated double glazing.

day, which would coincide with the longest period of occupation of the play area. It would also be the case that the occupiers would wish to open their windows on the warm sunny side of their houses for reasons of ventilation.

44. The levels of noise experienced in most of the only rear outside areas available to the Downshire Hill properties would be in the region of 55dB(A) or lower over the 9.5 hours the school is occupied with a worst case of 59dB(A) when the playground is fully utilised. Whilst this falls just within the 'amber' level set out in Camden's Table D for entertainment premises, the noise characteristics of children playing would significantly increase the annoyance factor during playtimes. The worst noise level predicted in the garden of No. 52 (location AP1) from the playground (when fully occupied) is higher at 64dBLAeq,T, reducing to 60dB(A) over the 9.5 hours the school is occupied. This equates to a 'red' level in Camden's Table D and takes into account the 2-2.25m high solid brick wall separating the properties, without the screening that was offered. NPPG advises that such standards should not be applied as rigid thresholds, but all the evidence suggests that the actual level of annoyance and intrusion would be very significant when the play area is being used. The appellant does not disagree that it equates to a SOAEL for the occupants. There is nothing to suggest that this dwelling would necessarily be unoccupied during the day or that it would not be occupied by a retired couple or anyone who needs to stay or work, or indeed sleep at home.
45. The 2 hour overall limit on use of the outdoor play area proposed in a suggested condition would include part or full occupation (60-120 children) of the area at morning break time from 10.15 to 11.00 and part occupation (90 children) at lunchtime from 12.15 to 13.00. The appellant acknowledges that arrival and going home time disturbance is not allowed for, nor is any assembly of children prior to walking to the heath, where most PE classes are proposed to be held. Children in the process of passing between classrooms would not be included. The 2 hour limit gives some leeway for the school, but the practical difficulties in controlling exuberant children between periods of learning and at the beginning and end of play times indicate a practical problem in enforcing the limit from day to day. Short periods of disturbance outside the permitted 2 hours maximum would occur, and some noise, though much less significant, would be generated by the reception children who would have unrestricted access to the area under the canopy.
46. The need to open or close windows several times a day to allow continued reasonable use of living and working accommodation would be significantly intrusive. There would be no alternative means of ventilation in the living areas of these dwellings. Quality of life for the occupants would be noticeably and significantly diminished. It is notable that apart from the former stable block, no part of the proposed school buildings would be as close to the main part of the playground as the dwellings on Downshire Hill.
47. The appellant's Noise Assessment acknowledges '*a significant adverse noise impact is assessed for some periods of the daytime for some Downshire Hill residences where the relevant residents have indicated they would prefer no new acoustic screening be erected to their relevant section of the site boundary*'. As explored at the Inquiry, the benefits of the screening, if otherwise acceptable, would be marginally perceptible and then only in the rear gardens and at semi-basement and ground floor level. All of the living accommodation above ground floor level would be exposed to the unmitigated

effects of noise from the play area. All the evidence indicates that the acknowledged significant noise impact would be substantially worsened by the unique noise characteristic of children letting off steam and interacting as they should be able to do without hindrance. The sudden, 'peaky' characteristic of noise from children playing also has an emotional content that is disturbing. Tonality lowers the threshold where SOAEL occurs and this factor has not been appropriately allowed for. Whilst intermittent, the resulting behaviour change would be permanent. Occurring for half the year, it would be unacceptably intrusive in the small outdoor areas and the south east facing rooms of houses at 50, 51 and 52 Downshire Hill. The effect would be less at other nearby adjoining properties but still noticeable and capable of bringing about a change in behaviour by the occupiers.

48. The use of the police station car park as a play area would represent a significant and adverse, intrusive impact for local occupiers that would lead to considerable annoyance and a reduction in their quality of life with a material change in behaviour. It would be equivalent to a SOAEL in the garden of the semi-basement flat at No. 52, as set out in NPPG. Whilst not meeting the threshold guidance for SOAEL in NPPG that occupiers would be 'having to keep windows closed most of the time because of the noise', the need to open or close windows inside dwellings at least 4 times a day would be annoying. Noise pollution depends not just on the physical aspects of the sound itself, but also the human reaction to it, and noise from children playing tips the effect here forward towards meeting the threshold of SOAEL if not surpassing it. The effect would not be capable of effective mitigation and is undesirable. It would conflict with national guidance at paragraph 180 of the NPPF and with the aims of LP policy A1 concerning protecting quality of life. The harm caused has to be seen in the context of the need to seek sustainable development and the overall benefits of the proposal.
49. The appellant draws attention to 20 schools where residential windows lie within 5m distance of a playground area. That relationship may be tolerated for many reasons but does not take away from the consequences of introducing such a use in very close proximity to existing dwellings where it has not existed before and where the occupiers have no means of avoiding or effectively mitigating the annoyance caused.

*Whether the location would be appropriate for a school, having regard to air quality*

50. There is no dispute that the proposed development has the potential to expose future users to elevated pollution levels from traffic. This was established through dispersion modelling in the appellant's Air Quality Assessment (AQA). There is no argument that the site lies next to a busy road.
51. There is no safe level of air pollution and pollution from motor vehicles in particular is a matter of great public concern. The policy background is consistent in being firmly in favour of avoiding locating schools in areas unacceptably exposed to pollution and locally, to reduce pupil's exposure to poor air quality. The whole Borough is in an Air Quality Management Area. Camden's Clean Air Action Plan (CAAP) 2019-2022 notes that the Borough has been in breach of the national air quality objectives for NO<sub>2</sub>. NO<sub>2</sub> is a reliable marker for levels of other pollutants.
52. There has been an improvement in NO<sub>2</sub> levels across London in recent years and this is expected to continue. The appellant states that on current trends,

within 4 years of the school opening, it is unlikely that, even on an annual mean basis, the roadside in Rosslyn Hill would be a place where "unacceptable levels" of air pollution would be expected. However there is a degree of uncertainty as to how air quality is affected by local factors such as building profiles and urban geometry and actual pollution levels can vary significantly.

53. Children travelling to the school are likely to walk for only a few minutes on the Rosslyn Hill trunk road or on the adjoining Downshire Hill. Some would travel on main roads to reach the school, increasing their exposure, and some would pass through suburban residential streets perhaps following a safe route established through Camden's consultation on clean routes to school, set out in the CAAP. That situation would be similar to children attending many other schools.
54. Levels of NO<sub>2</sub> in the playground area are likely to be elevated due mainly to traffic on Rosslyn Hill, ranging from 34-37 µg/m<sup>3</sup><sup>9</sup>. Air quality monitoring from February – May 2019 indicated annualised bias-corrected levels ranging from 19.6-28.7 µg/m<sup>3</sup><sup>10</sup> for the playground but measurement was only carried out for a limited period. Measurement over a whole year would have inspired greater confidence, as the appellant acknowledged. These levels would be below the 40 µg/m<sup>3</sup> annual mean air quality objective, even without considering the 'impeding' effect of the building.
55. Air quality inside the school would be controlled by providing mechanical ventilation to all the main classrooms and internal areas where there is a risk of exceeding Air Pollution Exposure Criteria A<sup>11</sup> (APEC-A), using air taken in through vents at the rear. The main parties agreed that children would not experience short term exposure to ground level concentrations above the hourly limit value<sup>12</sup>. I agree. The evidence indicates that the air quality in the building and on the site overall would not breach acceptable limits<sup>13</sup>.
56. Having said that, young children are an especially vulnerable group. There would still be a degree of exposure that might be avoided if the school was not on a busy road. The predicted NO<sub>2</sub> concentrations in the play area are not expected to exceed acceptable limits in terms of policy but would still be elevated compared with a location away from a busy thoroughfare, even taking account of the shielding effect of the existing building. Importantly, air would be taken from this area to be circulated around the building to avoid breaching an accepted risk of exceedance in classrooms. I observed traffic queueing from time to time in Downshire Hill to join Rosslyn Hill which would add to pollution levels at times when children are arriving in the morning. The levels of NO<sub>2</sub> and particulates on Rosslyn Hill are documented.
57. The explanatory text to LonP policy 7.14 says at paragraph 7.51 that *'Increased exposure to existing poor air quality should be minimised by avoiding introduction of potentially new sensitive receptors in locations where they will be affected by existing sources of air pollution (such as road traffic .....)* Particular attention should be paid to development proposals such

<sup>9</sup> CD01.01 AQA Figure 6 (predicted annual mean). Levels of 34.34 – 40.03µg/m<sup>3</sup> are predicted in the play area on p30 of the AQA

<sup>10</sup> CD01.02 Air Quality Monitoring Report Rev 1 June 2019

<sup>11</sup> London Councils Air Quality and Planning Guidance

<sup>12</sup> 200 µg/m<sup>3</sup> 1-hour mean; not to be exceeded more than 18 times a year

<sup>13</sup> Objectives set out in The Air Quality Strategy for England, Scotland, Wales and Northern Ireland, DEFRA, 2007 and CD08.04 Defra- "Local Air Quality Management, Technical Guidance, TG16

as.....schools'. The policy itself advises that 'development proposals should minimise increased exposure to existing poor air quality and make provision to address local problems of air quality (particularly within AQMA's) and where development is likely to be used by large numbers of those particularly vulnerable to poor air quality, such as children...'. It is the Mayor's stated aim to reduce the exposure of Londoners to harmful pollution, especially at priority locations like schools.

58. Emerging policy S3 of the RLoNP advises at paragraph B(3) that development proposals for education and childcare facilities should locate entrances and playgrounds away from busy roads. The explanatory text indicates that this is to benefit from reduced levels of air pollution as well as noise and road danger. The text also includes aspirational goals for natural features in playgrounds such as trees, greenery and spaces for food growing, which it acknowledges can sometimes be difficult to achieve in London. The selected site for this new school signally fails the policy objective and largely fails the aspirational goals. There would still be a degree of pollution experienced by children that would be avoided had the site not been on a busy road. The measures that need to be put in place to avoid unacceptable pollution inside the building in terms of artificial ventilation and sealing the openings facing Rosslyn Hill are self-evident. Considerable weight attaches to this policy conflict. The temporary site at the Jubilee Centre is away from busy roads.
59. Taking account of the appellant's closing arguments, the Downshire Hill entrance, about 40m from Rosslyn Hill, could not be considered to be 'away from a busy road' having regard to the AQA figures produced for the appellant. The conflict with S3 arises from the site's location on a corner on a busy road, where there are greater risks to a vulnerable group. Pollution levels fall significantly away from busy roads. The aim is not inconsistent with the avoidance of pollution objectives of national policy in paragraph 180 of the NPPF and emerging policy S3 is not the subject of any proposed revision. To reach the temporary school site, children have to walk to, wait for and travel on buses along main roads. However, no information is provided on the conditions that children actually experience. The situation is temporary.
60. The proposed development would not conflict with the air quality aims of paragraphs 170(e) and 181 of the NPPF or LP policies A1 or CC4, or policy TT1 of the HNP, but the building's location cannot be changed. It will always be next to a main road where there is an increased risk and the potential for harm due to increased levels of air-borne pollutants. The conflict with emerging RLoNP policy S3 remains.

*The effect of the proposed development on the architectural quality and historic interest of the former police station and magistrate's court, which is listed at Grade II*

61. The building has been adapted, extended and the internal layout altered on several occasions, most recently in the late 20<sup>th</sup> century, to suit evolving police operations. These have affected many of the original internal finishes and removed or added room dividing walls. The appellant provides a 'summary of significance' at paragraphs 4.51-4 of the appellant's Heritage Statement. Amongst other things, it says 'The Police Station is also illustrative of the emerging ideas concerning accommodation within the Metropolitan Police during the early C20. It was the first time a Police Station in Hampstead also

*incorporated a Magistrates' court and was also the first court to have additional rooms specifically for dealing with juvenile cases and as such was seen as the forerunner of the juvenile justice system'.*

62. This accords with the enhanced list entry, which was updated at the request of the Department for Education in February 2018. This further advises that 'the hierarchy of spaces is expressed in the internal detailing, and the stairs, in particular, reflect the status and character of the different areas' and 'The Police Station is plainly detailed internally, but has architectural features, such as the rounded angles of the walls, and its plan form, which reflect its function'.
63. Historic England Advice Note 2 *Making Changes to Heritage Assets* advises at paragraph 45 that the plan form of a building is frequently one of its most important characteristics. Despite changes in the arrangement of rooms and means of access throughout the building, the original layout of Hampstead Police Station is still plain to see including the disposition of the police station function including cells, public areas, living accommodation (to a lesser extent), and most clearly the court area. The need for police officers to live in the premises diminished greatly over time and the space was adapted later for use as offices. Nevertheless, original chimney breasts remain, albeit now without hearths or fire surrounds. The original cells and medical room are still extant with interesting detailing and finishes. Finishes and detailing were essentially functional from the start and many cornices and skirtings remain along with tiled walls to dado height.
64. The creation of a new ground floor school hall and new wide span classrooms within a building originally comprising mainly small scale spaces would involve demolition of much of the existing interior walls and partitions and new structural works with new mass concrete foundations<sup>14</sup>. Heavy transfer and long span steel beams and column supports would be necessary where existing load bearing walls are removed, especially over the new hall and under the magistrate's court. New cranked beams are proposed to support the roof at second floor. Internal flue stacks are all proposed to be removed in the interests of saving dead weight that would otherwise bear down on new beams. New structure would be added to support masonry stacks remaining above the top floor. All of these works would transform the original structural integrity of the building.
65. For convenience, I considering the impact in the order set out in the Heritage Statement.
- Change to educational use*
66. The building is surplus to police requirements and has been sold. Whilst the best use for a listed building is usually its original use, there is no prospect of this building ever being needed to function in the same way that it did in 1913 or even 1998. In principle, the proposed school use with community use fulfils a civic function and could be appropriate given the visual prominence and status of the building in the local area.
67. Having said that, alternative uses that might involve less intrusive internal alterations, such as residential or office use, have not been explored. Whether

<sup>14</sup> Referring to CD01.38 Structural Report

the building can be adapted for use as a school without unacceptable impact on its heritage significance depends on the nature of the works proposed.

*The effect of physical external works on significance*

68. The external envelope was originally constructed to a very high level of finish and quality. New roof-mounted heat pumps are unlikely to be prominent seen from the street and could be subject to conditions requiring details of mounting and connections. Other adaptations involving ducts and pipework would be at the rear and would not seriously compromise the architectural or heritage interest of the building. The proposed changes would preserve the fabric for the future.
69. Changes to the rear involve removing later additions and steel staircases used for escape and to facilitate access from the cells and holding areas to the court. The stairs are of simple utilitarian construction. Although of some historic interest, they would have limited practical value in any potential re-use of the building. Their removal would not seriously affect the ability to understand its original concept and function.
70. Providing that construction details are sympathetic to the character of the existing building, the proposal to install a ramp providing disabled access to the front entrance within the lightwell, supported on new steel sections and existing buttresses, and move the entrance steps forward in matching materials would not significantly diminish the architectural quality or historic interest of the listed building. Likewise adapting the old section house side entrance for disabled access would not compromise the ability to understand the buildings architectural or historic quality. The construction details could be subject to appropriate conditions requiring the prior approval of the Council. The contribution that the building makes to the character and appearance of the Hampstead Conservation Area would be preserved.

*The effect of physical internal works on significance*

71. Adapting a building that was originally designed to contain three very separate functions for modern school use would inevitably involve substantial alterations to accommodate the education and circulation of pupils and staff in a reasonably safe and efficient way. The alterations carried out by the police had already brought about greater flexibility throughout the building by making various openings, but the degree of change now proposed is of an entirely different order. It can only be assumed that the enhanced list entry had only limited bearing on the design solution adopted, which appears to follow mainly from the requirements of the brief for a state-funded school.
72. The ground floor of the main building would essentially be gutted, no part of the cell wing or residential accommodation remaining. The new layout would not resemble the old except in the retention of the central stair, the significance of this greatly reduced by the balustrade being boxed in. The retention of 2 cell doors (late 20<sup>th</sup> century) elsewhere on the lower ground floor would be of significantly less interest than a complete cell in its original position. Likewise, limited areas of restored dado tiling would be little more than a gesture towards the original function and purpose of the central part of the plan. The insertion of a new secondary stair at the rear of the formal rooms with large bay windows at lower ground, ground and first floor levels would

significantly change the proportions of the rooms and their pre-eminence in the layout.

73. The insertion of a service function (lavatories) behind 4 of the 7 prominent large sash windows at ground floor level in the main façade would appear distinctly odd given the large size of these windows and their portland stone surrounds emphasising these openings in the original design. The need for privacy adjacent to the new ramped access would involve measures that would look very different.
74. The adaptation of this building for school use would involve very significant demolition and creation of new classrooms and circulation areas, quite different to its use throughout 100 years as a police station. All traces of the former use would be erased except for minor remnants. It has not been demonstrated that alterations have only been proposed where absolutely necessary. The proposed plan form imposes a largely clean sweep of the room arrangement and completely subsumes most of the original layout and subsequent alterations (a key element, according to the revised list entry). Even small details have been erased, such as the rounded angles, which were intended to reduce the risk of injury and allow some vision round corners, ideas which could be useful in schools. It is unclear why the balustrade to the main stair needs to be completely encased in plywood, preventing any appreciation of its original simple robust design. The original chimney pieces are proposed to be completely removed, for no persuasive reason beyond creating a clean horizontal wall surface.
75. The court complex is described as 'the most intact and important internal space within the building, making a high contribution to its significance'. The removal of most of the fixtures in the former magistrate's court and ancillary accommodation, would amount to harm to architectural and historic interest. These features are as designed and constructed in 1913 and are specifically referred to in the listing entry. The space does not obviously lend itself to use for other purposes, apart from occasional roles in historical crime dramas by film and tv companies. The most elaborate detailing in the public entrance lobby, staircase and balustrade, wood panelling and dentil detailing would be repaired, re-finished and retained and the remaining fittings (except the magistrates' bench, which it is understood is to be kept) could be recorded for posterity by imposing a suitable condition. The room would still be understood to be a former courtroom. The important natural daylight from the lantern roof would be retained. I do not find that the proposed use of the courtroom and the ancillary space below as business/enterprise space contravenes Historic England advice or national guidance on optimum viable use. The proposed relocation of the magistrate's timber screen to the Rosslyn Hill entrance would enhance the public perception of this area.
76. Having said that, overall, I conclude that the scheme is designed not on the basis of causing the least impact to heritage significance, as advised in NPPG, but on the basis of ensuring that the requirements of a modern school are most efficiently met within a 107 year old building. It has not been shown that retaining historic fabric or plan form has been given sufficient attention in the balance required. The very limited enhancements that are offered pale into insignificance compared with the extent of loss of original fabric and layout. In the new incarnation as a school, so much would be removed that it would not be possible for a visitor to easily appreciate the original layout or the evolution

of police operations over time. Whilst serious, given the retained impressive fabric of the elevations and the extent of alterations and removal of features already brought about by the police over many years, the harm would not reach the threshold of 'substantial', in the terms set out in paragraph 195 of the NPPF and in NPPG. The original layout, expressly mentioned in the enhanced listing, is currently straightforward to understand. The more or less complete obliteration of the ground floor room arrangement indicates that the level of harm would be at the upper end of the scale of 'less than substantial'.

77. The building is in good condition and is not 'at risk'. There is no suggestion that other uses may not provide a viable future for the building, that could be less harmful. No alternative schemes have been prepared for alternative uses but residential or office use would not necessarily require the insertion of the wide spans necessary for classrooms and the school assembly hall. The arguments put forward only justify the extent of the losses proposed, which would be permanent, in connection with use as a school. It is not accepted that the proposed use as a school would be the optimum viable future use for the building, which would retain its public presence and visual impact in the area.
78. The heritage benefits, which in themselves are welcome, include the retention and re-use of the stable block, the separation of the court area from the rest of the building, the removal of certain 20<sup>th</sup> century internal elements such as the partition wall alongside the stair from the magistrates' court entrance to the public waiting room and associated restoration of the original ceiling in this area, the removal of new build elements and other accretions at the rear, the removal of servicing elements on the south eastern elevation, the removal of the bin store, a double cell lock-up and a metal tower in the central yard; and the overall repair and restoration of the external envelope.
79. The extent of the harm caused by the internal alterations to structure and layout significantly outweigh the benefits. The NPPF indicates 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, irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. The proposed scheme would conflict with the heritage protection aims of LP policy D2 and NP policy DH2. In accordance with paragraph 196 of the NPPF, this harm has to be considered in the balance in the light of the public benefits.

#### Other matters

80. A signed and dated S106 Agreement has been submitted which would facilitate, amongst other things, car free development for the school and the office B1 use, the School Travel Plan and associated monitoring, the appointment of a local resident representative as a Community Governor, a Servicing Management Plan, a Construction Management Plan, a financial contribution for highways works and Traffic Management Order changes, and the provision of off-site cycle parking. If I was otherwise minded to allow the appeals, the Agreement would carry significant weight.

#### Conclusion

81. The NPPF advises at paragraph 94 that local planning authorities should take a proactive, positive and collaborative approach to meeting the requirement to provide a sufficient choice of school places to meet the needs of existing and

new communities. Great weight attaches to the need to create, expand or alter schools through the preparation of plans and decisions on applications. This follows from the Secretary of State's August 2011 policy statement which advises that creating free schools is one of the Government's flagship policies.

82. The HCRD and local objectors draw attention to the number of schools in the area but this is of limited relevance when, as in this case, demand is apparent because of the limited availability of non-faith or non-fee paying schools. Accordingly great weight must be given to the prospect of a permanent local site for the Abacus School which is rated 'outstanding' by OFSTED, is popular and is well-supported by parents. However, the objective of sustainable development includes interdependent economic, social and environmental aims which include taking into account the likely effects of pollution, and avoiding noise giving rise to significant adverse impacts on health and the quality of life. Another aim encompassed in the objective of sustainable development is that development should contribute to protecting and enhancing the historic environment.
83. The benefits of a local school site for local children are very significant and attract great weight. The disbenefits arise from 1) the need to adapt a building not designed for school use with distinct architectural and heritage value, necessitating very significant intrusive alteration with limited heritage benefits, amounting to a high level of 'less than substantial' harm; 2) the siting of the school close to a busy road, inevitably exposing children for the foreseeable future to higher relative levels of pollution, more serious at certain times of day, contrary to emerging policy in the RLonP which attracts significant weight; and 3) the substantial level of annoyance and reduction in the quality of life for neighbouring occupiers in Downshire Hill due to noise. The latter is a consequence of the limited area available for play which is too close to existing dwellings and the ineffectiveness and unintended effects of the proposed mitigation measures. The need for a condition limiting play and requiring constant supervision and control of children to ensure the limit is not breached indicates the gravity of the fundamental issue of noise. Cumulatively, these matters considerably outweigh the benefits of utilising this building. The scheme should not proceed.
84. For all the above reasons, the appeals should be dismissed.

*Paul Jackson*

INSPECTOR

**APPEARANCES**

## FOR THE LOCAL PLANNING AUTHORITY:

Morag Ellis	Queens Counsel
She called:	
Stephen Burke MSc/DIC BE (Civil) AMICE	Principal Transport Planner, LB Camden
Michael Bull PhD, DIC, BSc (Hons), CEng, CEnv, CSci, FIAQM MIEnvSc MICHemE	Director, Ove Arup & Partners Ltd
Dani Fiumicelli BSc (Hons)	Technical Director, Vanguardia Limited
Nick Baxter MSc (EurUrbCons) BA (Hons)	Conservation Officer, LB Camden
John Sheehy MSc BA (Hons)	Senior Planning Officer, LB Camden

## FOR THE APPELLANT:

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Alex Goodman	Of Counsel
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Nicholas Ferguson BA (HONS) MCIHT	Associate Transport Consultant
Conal Kearney MSc BEng (Hons) MIAQM IEnvSc	Head of Noise and Air Quality, Ensafé
Neil Jarman BSc (Hons) CEng MCIBSE MIOA	Acoustic Consultant, Cole Jarman
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## FOR THE HAMPSTEAD COMMUNITY for RESPONSIBLE DEVELOPMENT (HCRD):

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Andrew Murdoch BSc Civil Engineering, CIHT	ttp consulting
Oliver Froment BBA (Hons) Dip OL MBA-MMS	
Stephen Grosz BA MA	
Sara Watt BA(Hons) PGDipArchaeol DipEnvPol PGCert Arch Hist MCIFA	Asset Heritage Consulting Ltd
Andrew Neale BSc DipArch RIBA	

## INTERESTED PERSONS:

Vicki Briody	Head Teacher
John Joseph MBE	Local Resident
Andy Yarrow	Anthem Trust
Emily McCarron	Local resident
Mandy Simpson	Local resident
Zela Kendall	Local resident
Farman Lalji	Local resident
Vadim Sobolevski	Local resident
Cllr Louisa Pottitt	Local Councillor
Cllr Tom Simon	Local Councillor
Annette Ross	Letting Manager
Cllr Maria Higson	Local Councillor
Kimberly Turner	Local resident
Linda and Michael Grove	Local residents
Darla Hocking	Local resident
Jenny Kananov	Local resident
Ari Pattanayak	Local resident
Dr Kim Issroff	Chair of Governors, Fleet primary School
David Castle	Heath and Hampstead Society
Muna Levan-Harris	Local resident

## DOCUMENTS

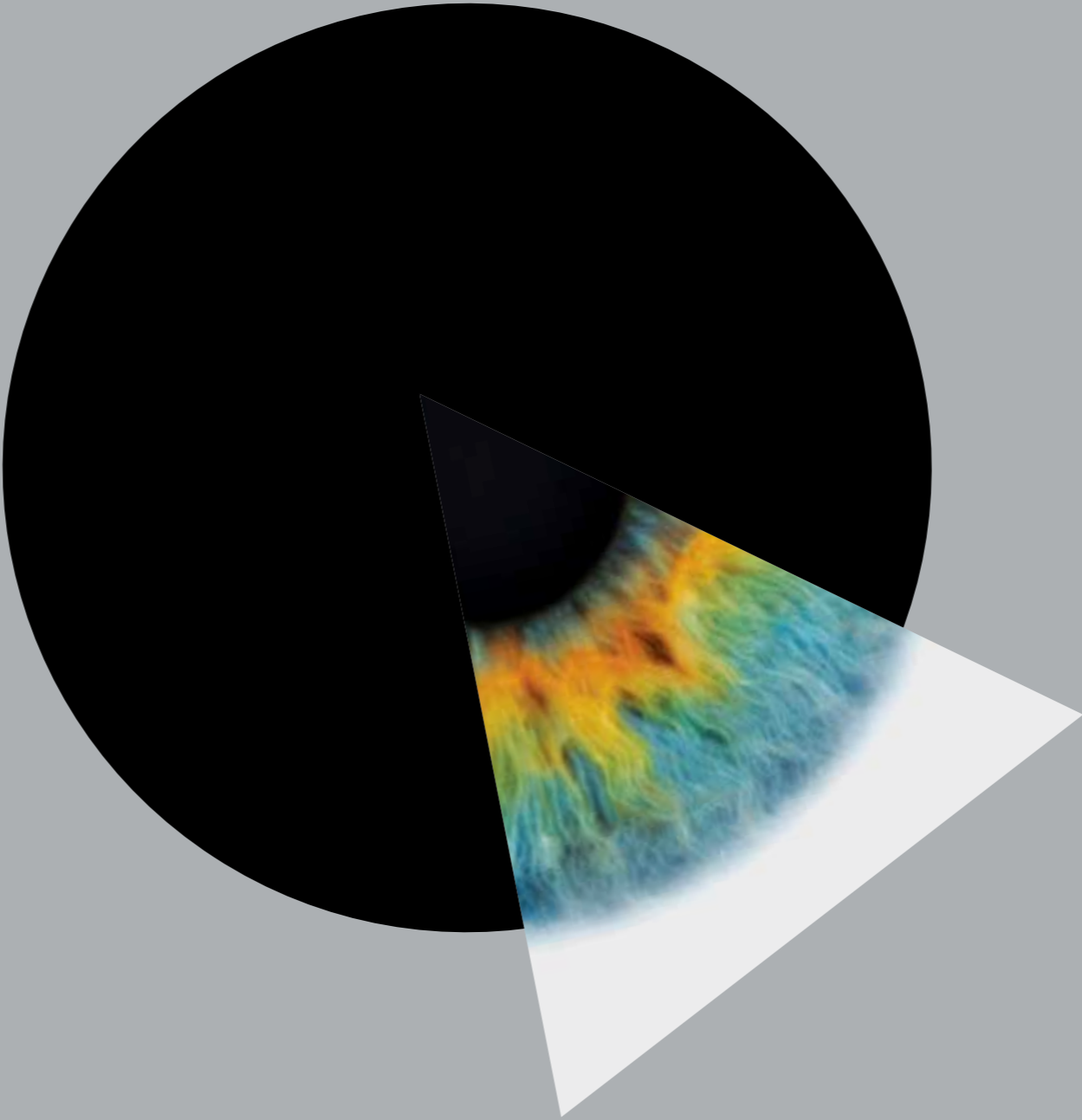
- 1 HCRD list of witnesses
- 2 Gov.uk: Guidance for full opening: schools, Sep 2020
- 3 Camden and Islington Department of Public Health: Children Returning to Primary School and Nurseries, May 2020, provided by HCRD
- 4 TfL STARS accreditation criteria and a list of activities that count towards accreditation, provided by HCRD
- 5 Appellant's Gold STAR Accreditation Website
- 6 Evidence of Stephen Burke –clarifications following re-examination

- 7 Relative heights above OD of bus pick-up points and appeal site
- 8 Camden bus lane plan on Rosslyn Hill and Haverstock Hill
- 9 Camden Abacus School Bus – Webpage
- 10 Email dated 21 October 2019 relating to the future of 26 Rosslyn Hill
- 11 Email chain regarding continuing police presence on the site
- 12 Email chain regarding traffic survey of West Hampstead Police Station and resilience of traffic during Covid
- 13 A G Shinder statement regarding burst water main closure of Rosslyn Hill, provided by HCRD
- 14 London's Register of Roadworks- Transport for London Rosslyn Hill 8 August 2020, provided by the appellant
- 15 London Borough of Camden Air Quality Annual Status Report for 2019, published July 2020
- 16 DEFRA Emissions Factors Toolkit- website
- 17 The Guardian extract- 'Air pollution more harmful to children in cars than outside, warns top scientist' dated June 2017
- 18 Photos indicating the height of the acoustic barrier suggested for 52 and 50 Downshire Hill, taken on July 2019
- 19 Draft S106 Agreement 19 October 2020
- 20 Draft planning conditions October 2020
- 21 Historic England: Good Practice Advice in Planning: 2 - Managing Significance in Decision Taking
- 22 Plans of Dixon Butler lower ground floor, ground floor and rear elevation compared with existing lower ground floor, ground floor and rear elevation, provided by the appellant
- 23 Comparison of noise elements of NPPG 2014 with 2019 equivalent, provided by the Council
- 24 Historic England: Advice Note 2: Making Changes to Heritage Assets
- 25 Proposed External Kitchen Extract Ductwork Elevation, provided by the appellant
- 26 Paul Crisp Speaking Notes from round table discussion
- 27 Abacus Newsletter January 2015
- 28 Details of M&E (Kitchen Extract and Boilers) requested by the Inspector, September 2020
- 29 Appellant's response to Doc 27
- 30 Council closing remarks
- 31 HCRD closing remarks
- 32 Appellant closing remarks

# **APPENDIX 4: VISUAL IMPACT STUDY (INCLUDING AVR METHODOLOGY) – PREPARED BY MILLERHARE**

**HAMPSTEAD POLICE STATION**

**Hampstead Police Station, London NW3**  
Visual Impact Study  
March 2024



# Hampstead Police Station, London NW3

## Visual Impact Study

### March 2024

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1 Views Assessment

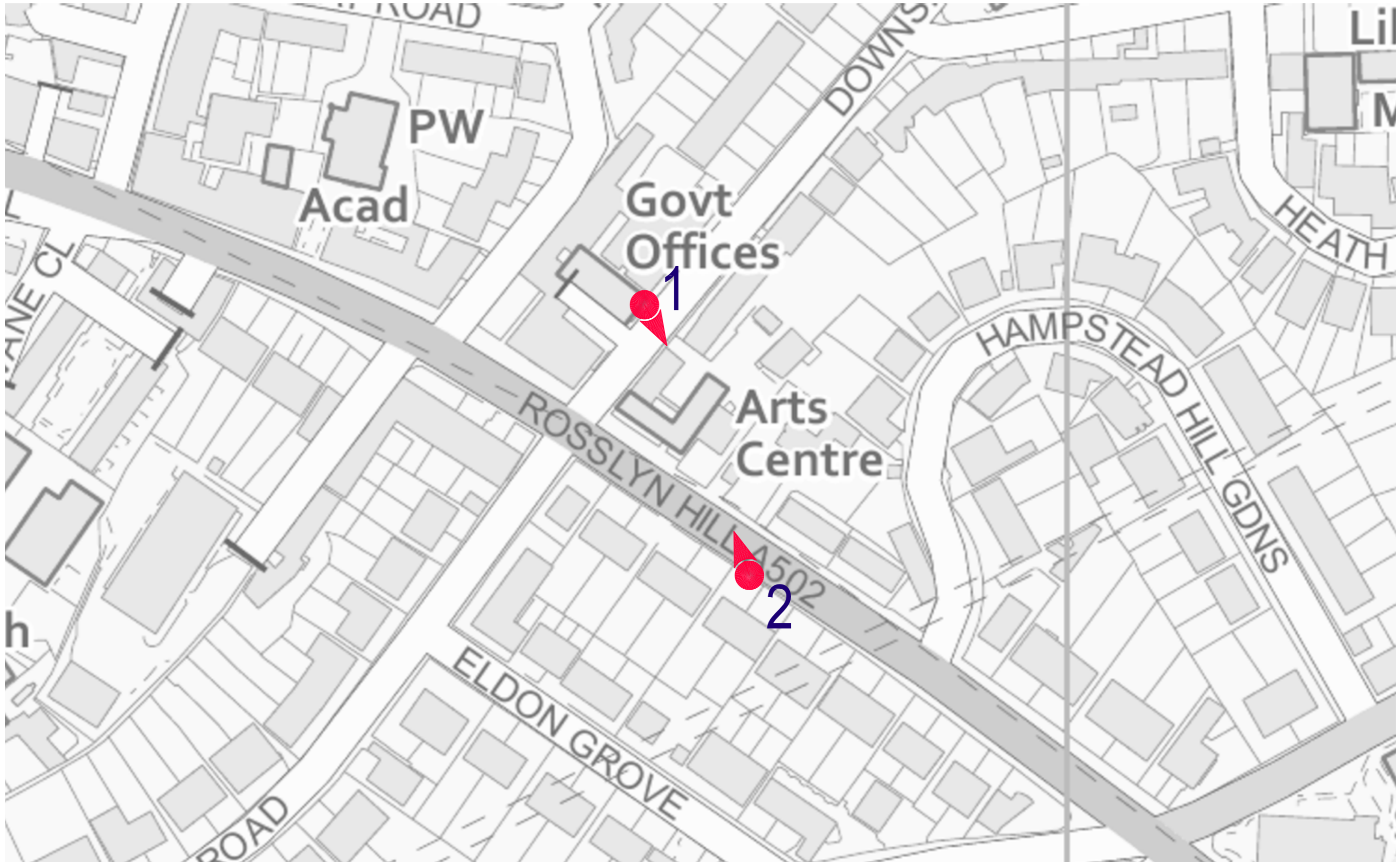


1 | Downshire Hill looking past the gates



2 | Rosslyn Hill looking north

View	Description	MH Reference	Type	Method	Camera Location			Camera	Lens	HFOV		Photo date/time	Bearing	distance (km)
					Easting	Northing	Height			Photo	Image			
1	Downshire Hill looking past the gates	2000	Render (AVR3)	Verified	526857.4	185583.0	80.77	Canon EOS 5D Mark IV DSLR	24mm	74.1	73.3	17/11/2023 12:36	162.1	0.0
2	Rosslyn Hill looking north	1200	Render (AVR3)	Verified	526893.1	185490.9	82.40	Canon EOS 5D Mark IV DSLR	24mm	74.4	73.3	17/11/2023 12:17	337.0	0.1

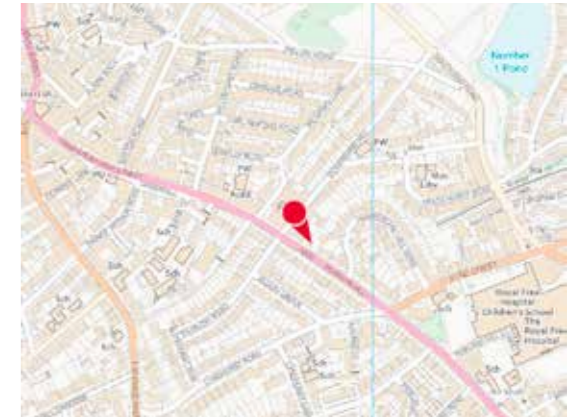


[View location map](#)



Existing

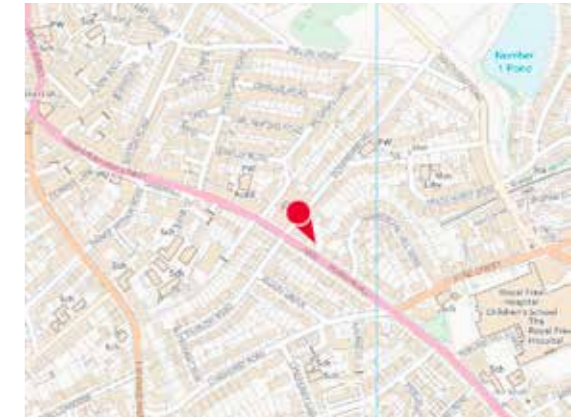
7287\_2001





Proposed

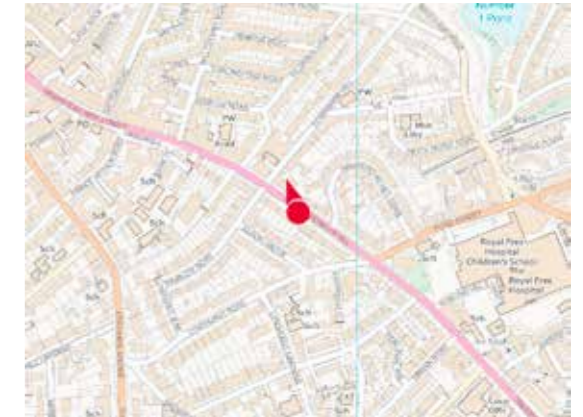
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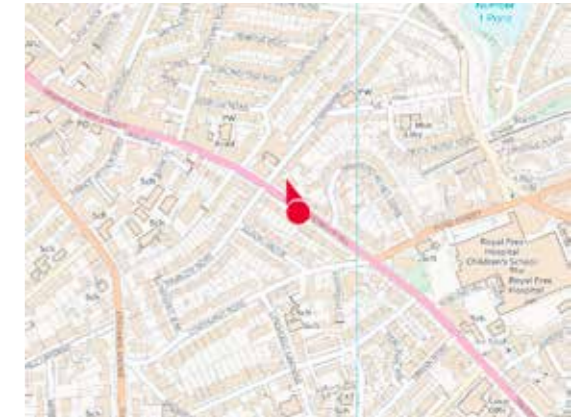
Existing

7287\_1201





7287\_1205



Proposed

# Appendices

## A1 Technical notes on the Views

Scope		
A1.1	This study tests the visual impact of the Proposed Development at Hampstead Police Station, London NW3. It consists of a series of accurately prepared photomontage images or Accurate Visual Representations (AVR) which are designed to show the visibility and appearance of the Proposed Development from a range of publicly accessible locations around the site. The views have been prepared by Miller Hare Limited.	on 35mm film camera). LVMF views in addition have been shown with their wider setting
A1.2	The views included in the study were selected by the project team and they include, where relevant, standard assessment points defined by the Mayor of London and the London borough of Camden. Where requested, view locations have been refined and additional views added. The full list of views is shown in thumbnail foazrm on the preceeding pages, together with a map showing their location. Detailed co-ordinates for the views, together with information about the source photography are shown in Appendix A2 “View Locations”.	<ul style="list-style-type: none"><li>• <b>Mid-distance views</b> – horizontal Field of View approximately 74 degrees (equivalent to a 24mm lens on 35mm film camera)</li><li>• <b>Local views</b> – horizontal Field of View approximately 74 degrees (equivalent to a 24mm lens on 35mm film camera)</li></ul>
A1.3	In preparing each AVR a consistent methodology and approach to rendering has been followed. General notes on the AVRs are given in Appendix A4 “Accurate Visual Representations”, and the detailed methodology used is described in Appendix A5 “Methodology for the production of Accurate Visual Representations”.	<b>Conditions</b>
A1.4	From each viewpoint a large format photograph has been taken as the basis of the study image. The composition of this photograph has been selected to allow the Proposed Development to be assessed in a meaningful way in relation to relevant elements of the surrounding context. Typically, photographs have been composed with a horizontal axis of view in order to allow vertical elements of the proposals to be shown vertically in the resulting image. If required in order to show the full extent of the proposals in an natural way the horizon line of the image has been allowed to fall above or below the centre of the image. This has been achieved by applying vertical rise at source using a large format camera or by subsequent cropping of the image. In a limited number of cases the source photograph has been extended vertically to ensure that the full height of the proposals are shown in the images of the future condition. In all cases the horizon line and location of the optical axis are clearly shown by red arrow markers at the edges of the image.	A1.7 For each AVR image, the precise Field of View, after any cropping or extension has been applied is shown clearly using indexed markings running around the edges of the image. These indicate increments of 1, 5 and 10 degrees marked away from Optical Axis. Using this peripheral annotation it is possible to detect optical distortions in parts of the image away from the Optical Axis . It is also possible to simulate a different field of view by masking off an appropriate area of the image. More detailed information on the border annotation is contained in Appendix A4 “Accurate Visual Representations”.  A1.8 From each selected viewpoint a set of accurate images have been created comparing the future view with the current conditions represented by a carefully taken large format photograph. In this study the following conditions are compared: <ul style="list-style-type: none"><li>• Existing – the appearance today as recorded on the specified date and time</li><li>• Proposed – the future appearance were the Proposed Development to be constructed</li></ul>
A1.5	The lenses chosen for the source photography have been selected to provide a useful Field of View given the distance of the viewpoint from the site location. The lenses used for each view are listed in Appendix A2 “View Locations”.	<b>Styles</b>
A1.6	In this study the following groups of views have been defined: <ul style="list-style-type: none"><li>• <b>Distant views</b> – typically with a horizontal Field of View approximately 48 degrees (equivalent to a 35mm lens</li></ul>	A1.9 For each viewpoint, the Proposed Development is shown in a defined graphical style. These styles comply with the definitions of AVR style defined by the London View Management Framework. The styles used in this study are: <ul style="list-style-type: none"><li>• AVR 1 – a wireline representation showing the silhouette of the proposals. Where a part of the silhouette would be visible in the view it is shown in blue, where it would be invisible, as a result of being occluded by existing structures or dense vegetation, it is shown dotted.</li><li>• AVR 3 – a fully rendered representation of the building showing the likely appearance of the proposed materials under the lighting conditions obtaining in the selected photograph.</li></ul> <b>Scheme</b>
		A1.10 The Proposed Development shown in the study has been defined by drawings and specifications prepared by the client’s design team issued to Millerhare in February 2024. Computer models reflecting the Proposed Development have been assembled and refined by Millerhare and images from these models have been supplied to the project team to be checked for accuracy against the design intent. An overview of the study model annotated with key heights is illustrated in Appendix A3 “Model Overview”.

Appendices (continued)

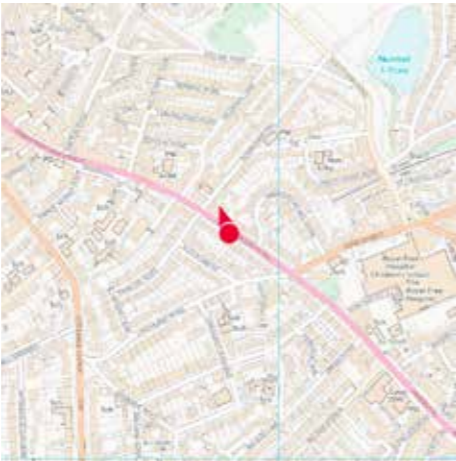
A2 View Locations

1 | Downshire Hill looking past the gates



*Camera Location*  
National Grid Reference 526857.4E 185583.0N  
Camera height 80.77m AOD  
Looking at Centre of Site  
Bearing 151.3°, distance 0.0km  
*Photography Details*  
Height of camera 1.60m above ground  
Date of photograph 17/11/2023  
Time of photograph 12:36  
Canon EOS 5D Mark IV DSLR  
Lens 24mm

2 | Rosslyn Hill looking north



*Camera Location*  
National Grid Reference 526893.1E 185490.9N  
Camera height 82.40m AOD  
Looking at Centre of Site  
Bearing 340.6°, distance 0.1km  
*Photography Details*  
Height of camera 1.60m above ground  
Date of photograph 17/11/2023  
Time of photograph 12:17  
Canon EOS 5D Mark IV DSLR  
Lens 24mm



E 526879.234 m  
N 185548.921m  
94.11m AOD

E 526867.303m  
N 185543.098m  
95.97m AOD

Aerial view of Proposed Development

Millerhare reference: camd9106\+detail240106-dmfm-proposed

Appendices (continued)

A4 Accurate Visual Representations

A4.1 Each of the views in this study has been prepared as an Accurate Visual Representation (AVR) following a consistent methodology and approach to rendering. Appendix C of the London View Management Framework: Supplementary Planning Guidance (March 2012) defines an AVR as:

*“An AVR is a static or moving image which shows the location of a proposed development as accurately as possible; it may also illustrate the degree to which the development will be visible, its detailed form or the proposed use of materials. An AVR must be prepared following a well-defined and verifiable procedure and can therefore be relied upon by assessors to represent fairly the selected visual properties of a proposed development. AVRs are produced by accurately combining images of the proposed building (typically created from a three-dimensional computer model) with a representation of its context; this usually being a photograph, a video sequence, or an image created from a second computer model built from survey data. AVRs can be presented in a number of different ways, as either still or moving images, in a variety of digital or printed formats.”*

A4.2 The Landscape Institute Technical Guidance Note 06/19 “Visual Representation of Development Proposals” notes that the production of technical visualisations:

*“should allow competent authorities to understand the likely effects of the proposals on the character of an area and on views from specific points.”*

A4.3 Paragraph 2.2 highlights that the baseline photography should:

*“be sufficiently up-to-date to reflect the current baseline situation”*

*“include the extent of the site and sufficient context;”*

*“be based on good quality imagery, secured in good, clear weather conditions wherever reasonably possible;”*

A4.4 In this study the baseline condition is provided by carefully taken large format photography. The proposed condition is represented as an accurate photomontage, which combines a computer generated image with the photographic context. In preparing AVRs of this type certain several key attributes need to be determined, including:

- the Field of View
- the representation of the Proposed Development
- documentation accompanying the AVR

Selection of Field of View

A4.5 The choice of telephoto, standard or wide-angle lens, and consequently the Field of View, is made on the basis of the requirements for assessment which will vary from view to view.

A4.6 In the simple case the lens selection will be that which provides a comfortable Viewing Distance. This would normally entail the use of what most photographers would refer to as a “standard” or “normal” lens, which in practice means the use of a lens with a 35mm equivalent focal length of between about 40 and 58 mm.

A4.7 However in a visual assessment there are three scenarios where constraining the study to this single fixed lens combination would not provide the assessor with the relevant information to properly assess the Proposed Development in its context.

Field Of View

The term ‘Field Of View’ (FOV) or more specifically Horizontal Field of View (HFOV), refers to the horizontal angle of view visible in a photograph or printed image and is expressed in degrees. It is often generally referred to as ‘angle of view’, ‘included angle’ or ‘view cone angle’.

Using this measure it becomes practical to make a comparison between photographs taken using lens of various focal lengths captured on to photographic film or digital camera sensors of various size and proportions. It is also possible to compare computer renderings with photographic images.

Studies of this type use a range of camera equipment; in recent times digital cameras have largely superseded the traditional film formats of 35mm, medium format (6cm x 6cm) and large format (5in x 4in). Comparing digital and film formats may be achieved using either the HFOV or the 35mm equivalent lens calculation, however quoting the lens focal length (in mm) is not as consistently applicable as using the HFOV when comparing AVRs.

35mm Lens	HFOV degrees	Lens focal length (mm)
Wide angle lens	74.0	24
Medium wide lens	54.4	35
Standard lens	39.6	50
Telephoto lens	28.8	70
Telephoto lens	20.4	100
Telephoto lens	10.3	200
Telephoto lens	6.9	300

The FOV of digital cameras is dependent on the physical dimensions of the CCD used in the camera. These depend on the make and model of the camera. The comparison table uses the specifications for a Canon EOS-5D Mark II which has CCD dimensions of 36.0mm x 22.0mm.

A4.8 Firstly, where the relationship being assessed is distant, the observer would tend naturally to focus closely on it. At this point the observer might be studying as little as 5 to 10 degrees in plan. The printing technology and image resolution of a print limit the amount of detail that can be resolved on paper when compared to the real world, hence in this situation it is appropriate to make use of a telephoto lens.

A4.9 Secondly, where the wider context of the view must be considered and in making the assessment a viewer would naturally make use of peripheral vision in order to understand the whole. A print has a fixed extent which constrains the angle of view available to the viewer and hence it is logical to use a wide angle lens in these situations in order to include additional context in the print.

A4.10 Thirdly where the viewing point is studied at rest and the eye is free to roam over a very wide field of view and the whole setting of the view can be examined by turning the head. In these situations it is appropriate to provide a panorama comprising of a number of photographs placed side by side.

A4.11 The Landscape Institute Technical Guidance Note 06/19 Appendix 1 suggests that where a standard lens in landscape or portrait orientation cannot capture the view then the use of wider-angled prime lenses should be considered. Appendix 13 further notes:

*“The 24mm tilt shift is typically used for visualisation work where viewpoints are located close to a development and the normal range of prime lenses will not capture the proposed site”*

A4.12 For some views two of these scenarios might be appropriate, and hence the study will include two versions of the same view with different fields of view.

Representation of the Proposed Development and cumulative schemes

Classification of AVRs

A4.13 AVRs are classified according to their purpose using Levels 0 to 3. These are defined in detail in Appendix C of the London View Management Framework: Supplementary Planning Guidance (July 2007). The following table is a summary.

AVR level	showing	purpose
AVR 0	Location and size of proposal	Showing Location and size
AVR 1	Location, size and degree of visibility of proposal	Confirming degree of visibility
AVR 2	As level 1 + description of architectural form	Explaining form
AVR 3	As level 2 + use of materials	Confirming the use of materials

A4.14 In practice the majority of photography based AVRs are either AVR 3 (commonly referred to as “fully rendered” or “photo-real”) or AVR 1 (commonly referred to as “wire-line”). Model based AVRs are generally AVR 1.

AVR 3 – Photoreal



Example of AVR 3 – confirming the use of materials (in this case using a ‘photo-realistic’ rendering technique)

A4.15 The purpose of a Level 3 AVR is to represent the likely appearance of the Proposed Development under the lighting conditions found in the photograph. All aspects of the images that are able to be objectively defined have been created directly from a single detailed description of the building. These include the geometry of the building and the size and shape of shadows cast by the sun.

A4.16 Beyond this it is necessary to move into a somewhat more subjective arena where the judgement of the delineator must be used in order to define the final appearance of the building under the specific conditions captured by the photographic and subsequent printing processes. In this area the delineator is primarily guided by the appearance of similar types of buildings at similar distances in the selected photograph. In large scope studies photography is necessarily executed over a long period of time and sometimes at short notice. This will produce a range of lighting conditions and photographic exposures. The treatment of lighting and materials within these images will respond according to those in the photograph.

A4.17 Where the Proposed Development is shown at night-time, the lightness of the scheme and the treatment of the materials was the best judgment of the visualiser as to the likely appearance of the scheme given the intended lighting strategy and the ambient lighting conditions in the background photograph. In particular the exact lighting levels are not based on photometric calculations and therefore the resulting image is assessed by the Architect and Lighting Designer as being a reasonable interpretation of the concept lighting strategy.

Appendices (continued)

AVR 1 – Outline



Example of AVR 1 confirming degree of visibility (in this case as an occluded 'wire-line' image)

- A4.18

The purpose of a wire-line view is to accurately indicate the location and degree of visibility of the Proposed Development in the context of the existing condition and potentially in the context of other proposed schemes.
- A4.19

In AVR1 representation each scheme is represented by a single line profile, sometimes with key edges lines to help understand the massing. The width of the profile line is selected to ensure that the diagram is clear, and is always drawn inside the true profile. The colour of the line is selected to contrast with the background. Different coloured lines may be used in order to distinguish between proposed and consented status, or between different schemes.
- A4.20

Where more than one scheme is represented in outline form the outlines will obscure each other as if the schemes were opaque. Trees or other foliage will not obscure the outline of schemes behind them. This is because the transparency of trees varies with the seasons, and the practical difficulties of representing a solid line behind a filigree of branches. Elements of a temporary nature (e.g. cars, tower cranes, people) will similarly not obscure the outlines.
- Framing the view**
- A4.21

Typically AVRs are composed with the camera looking horizontally i.e. with a horizontal Optical Axis. This is in order to avoid converging verticals which, although perspectively correct, appear to many viewers as unnatural in print form. The camera is levelled using mechanical levelling devices to ensure the verticality of the Picture Plane, being the plane on to which the image is projected; the film in the case of large format photography or the CCD in the case of digital photography.
- A4.22

For a typical townscape view, a Landscape camera format is usually the most appropriate, giving the maximum horizontal angle of view. Vertical rise may be used in order to reduce

the proportion of immediate foreground visible in the photograph. Horizontal shift will not be used. Where the prospect is framed by existing buildings, portrait format photographs may be used if this will result in the proposal being wholly visible in the AVR, and will not entirely exclude any relevant existing buildings.

- A4.23

Where the Proposed Development would extend off the top of the photograph, the image may be extended vertically to ensure that the full height of the Proposed Development is show. Typically images will be extended only where this can be achieved by the addition of sky and no built structures are amended. Where it is necessary to extend built elements of the view, the method used to check the accuracy of this will be noted in the text.

Documenting the AVR

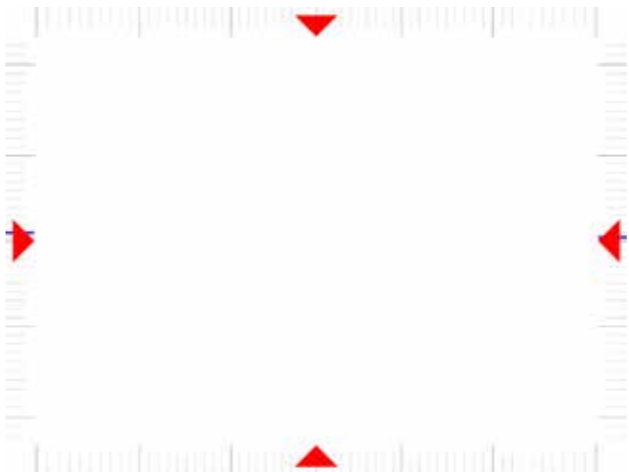
Border annotation

- A4.24

A Millerhare AVR image has an annotated border or 'graticule' which indicates the field of view, the optical axis and the horizon line. This annotation helps the user to understand the characteristics of the lens used for the source photograph, whether the photographer applied tilt, vertical rise or horizontal shift during the taking of the shot and if the final image has been cropped on one or more sides.
- A4.25

The four red arrows mark the horizontal and vertical location of the 'optical axis'. The optical axis is a line passing through the eye point normal to the projection plane. In photography this line passes through the centre of the lens, assuming that the film plane has not been tilted relative to the lens mount. In computer rendering it is the viewing vector, i.e the line from the eye point to the target point.
- A4.26

If the point indicated by these marks lies above or below the centre of the image, this indicates either that vertical rise was used when taking the photograph or that the image has subsequently been cropped from the top or bottom edge. If it lies to the left or right of the centre of the image then cropping has been applied to one side or the other, or more unusually that horizontal shift was applied to the photograph.



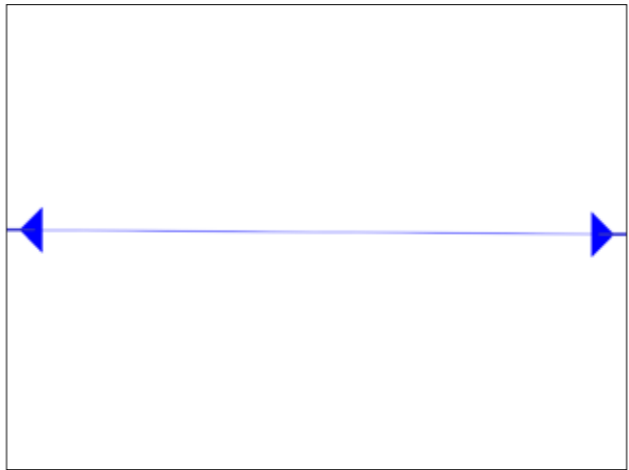
Sample graticule showing optical axis markers

- A4.27

The vertical and horizontal field of view of the final image is declared using a graticule consisting of thick lines at ten degree increments and intermediate lines every degree, measured away from the optical axis. Using this graticule it is possible to read off the resultant horizontal and vertical field of view, and thereby to compare the image with others taken using specific lens and camera combinations. Alternatively it can be used to apply precise crops during subsequent analysis
- A4.28

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- A4.29

The blue marks on the left and right indicate the calculated location of the horizon line i.e. a plane running horizontally from the location of the camera. Where this line is above or below the optical axis, this indicates that the camera has been tilted; where it is not parallel with the horizontal marking of the optical axis, this indicates that the camera was not exactly horizontal, i.e. that "roll" is present. Note that a small amount of tilt and roll is nearly always present in a photograph, due to the practical limitations of the levelling devices used to align the camera in the field.



Sample graticule showing horizon line markers

Comparing AVRs with different FOVs

- A4.30

A key benefit of the index markings is that it becomes practical to crop out a rectangle in order to simulate the effect of an image with a narrower field of view. In order to understand the effect of using a longer lens it is simply necessary to cover up portions of the images using the graticule as a guide.

Appendices (continued)

A5 Methodology for the production of Accurate Visual Representations

<b>Overview of Methodology</b>		
A5.1	The study was carried out by Millerhare (the Visualiser) by combining computer generated images of the Proposed Development with large format photographs at key strategic locations around the site as agreed with the project team. Surveying was executed by Absolute Survey (the Surveyor).	A5.8 The models used to represent consented schemes have been assembled from a variety of sources. Some have been supplied by the original project team, the remainder have been built by Millerhare from available drawings, generally paper copies of the submitted planning application. While these models have not been checked for detailed accuracy by the relevant architects, Millerhare has used its best endeavours to ensure that the models are positioned accurately both in plan and in overall height.
A5.2	The methodology employed by Millerhare is compliant with Appendix C of the London View Management Framework: Supplementary Planning Guidance (March 2012) and Landscape Institute Technical Guidance Note 06/19.	
A5.3	The project team defined a series of locations in London where the proposed buildings might have a significant visual effect. At each of these locations Millerhare carried out a preliminary study to identify specific Assessment Points from which a representative and informative view could be taken. Once the exact location had been agreed by the project team, a photograph was taken which formed the basis of the study. The precise location of the camera was established by the Surveyor using a combination of differential GPS techniques and conventional observations.	<b>Process – photographic context</b>  <b>Reconnaissance</b> A5.9 At each Study Location the Visualiser conducted a photographic reconnaissance to identify potential Assessment Points. From each candidate position, a digital photograph was taken looking in the direction of the Proposed Development using a wide angle lens. Its position was noted with field observations onto an OS map and recorded by a second digital photograph looking at a marker placed at the Assessment Point.  A5.10 In the situation where, in order to allow the appreciation of the wider setting of the proposal, the assessor requires more context than is practical to capture using a wide angle lens, multiple photographs may be combined to create a panorama, typically as a diptych or triptych. This will be prepared by treating each panel as a separate AVR and then combining in to a single panorama as a final process.  A5.11 The Visualiser assigned a unique reference to each Assessment Point and Photograph.  <b>Final Photography</b> A5.12 From each selected Assessment Point a series of large format photographs were taken with a camera height of approximately 1.6m. The camera, lens, format and direction of view are determined in accordance with the policies set out above  A5.13 Where a panoramic view is specified the camera/tripod head is rotated through increments of 40 degrees to add additional panels to the left and/or right of the main view.  A5.14 The centre point of the tripod was marked and a digital photograph showing the camera and tripod in situ was taken to allow the Surveyor to return to its location. Measurements and field notes were also taken to record the camera location, lens used, target point and time of day.  <b>Surveying the Assessment Points</b> A5.15 For each selected Assessment Point a survey brief was prepared, consisting of the Assessment Point study sheet and a marked up photograph indicating alignment points to be surveyed. Care was taken to ensure that a good spread of alignment points was selected, including points close to the camera and close to the target.
A5.4	For views where a photographic context was to be used additional surveying was carried out. A number of features on existing structures visible from the camera location were surveyed. Using these points, Millerhare has determined the appropriate parameters to permit a view of the computer model to be generated which exactly overlays the appropriate photograph. Each photograph has then been divided into foreground and background elements to determine which parts of the current context should be shown in front of the Proposed Development and which behind. When combined with the computer-generated image these give an accurate impression of the impact of the Proposed Development on the selected view in terms of scale, location and use of materials (AVR Level 3).	A5.16 Using differential GPS techniques the Surveyor established the location of at least two intervisible stations in the vicinity of the camera location. A photograph of the GPS antenna in situ was taken as confirmation of the position.  A5.17 From these the local survey stations, the requested alignment points were surveyed using conventional observation.  A5.18 The resulting survey points were amalgamated into a single data set by the Surveyor. This data set was supplied as a spreadsheet with a set of coordinates transformed and re-projected into OSGB36 (National Grid) coordinates, and with additional interpreted lines to improve the clarity of the surveyed data.  A5.19 From the point set, the Visualiser created a three dimensional alignment model in the visualisation system by placing inverted cones at each surveyed point.  <b>Photo preparation</b> A5.20 From the set of photographs taken from each Assessment Point, one single photograph was selected for use in the study. This choice was made on the combination of sharpness, exposure and appropriate lighting.  A5.21 The selected photograph was copied into a template image file of predetermined dimensions. The resulting image was then examined and any artefacts related to the digital image capture process were rectified.  A5.22 Where vertical rise has been used the image is analysed and compensation is applied to ensure that the centre of the image corresponds to the location of the camera’s optical axis.  <b>Calculating the photographic alignment</b> A5.23 A preliminary view definition was created within the visualisation system using the surveyed camera location, recorded target point and FOV based on the camera and lens combination selected for the shot  A5.24 A lower resolution version of the annotated photograph was attached as a background to this view, to assist the operator to interpret on-screen displays of the alignment model and other relevant datasets.  A5.25 Using this preliminary view definition, a rendering was created of the alignment model at a resolution to match the scanned photograph. This was overlaid onto the background image to compare the image created by the actual camera and its computer equivalent. Based on the results of this process adjustments were made to the camera definition. When using a wide angle lens observations outside the circle of distortion are given less weighting.  A5.26 This process was iterated until a match had been achieved between the photograph and alignment model. At this stage, a second member of staff verified the judgements made. An A3 print was made of the resulting photograph overlaid with the
<b>Spatial framework and reference database</b>		
A5.5	All data was assembled into a consistent spatial framework, expressed in a grid coordinate system with a local plan origin. The vertical datum of this framework is equivalent to Ordnance Survey (OS) Newlyn Datum.	
A5.6	By using a transformation between this framework and the OSGB36 (National Grid) reference framework, Millerhare have been able to use other data sets (such as OS land line maps and ortho-corrected aerial photography) to test and document the resulting photomontages.	
A5.7	In addition, surveyed observation points and line work from Millerhare’s London Model database are used in conjunction with new data in order to ensure consistency and reliability.	

alignment model as a record of the match. This was annotated to show the extents of the final views to be used in the study.



Example of alignment model overlaid on the photograph

**Preparing models of the Proposed Development**

- A5.27 A CAD model of the Proposed Development was created from 3D CAD models and 2D drawings supplied by the Architect. The level of detail applied to the model is appropriate to the AVR type of the final images.
- A5.28 Models of the Proposed Development and other schemes are located within the spatial framework using reference information supplied by the Architect or, when not available, by best fit to other data from the spatial framework reference database . Study renders of the model are supplied back to the Architect for confirmation of the form and the overall height of the Proposed Development. The method used to locate each model is recorded. Each distinct model is assigned a unique reference code by the Visualiser.

**Determining occlusion and creating simple renderings**

- A5.29 A further rendering was created using the aligned camera, which combined the Proposed Development with a computer-generated context. This was used to assist the operator to determine which parts of the source image should appear in front of the Proposed Development and which behind it. Using this image and additional site photography for information, the source file is divided into layers representing foreground and background elements.
- A5.30 In cases where the Proposed Development is to be represented in silhouette or massing form (AVR1 or AVR2), final renderings of an accurate massing model were generated and inserted into the background image file between the foreground and background layers.
- A5.31 Final graphical treatments were applied to the resulting image as agreed with the Architect and environmental and planning consultants. These included the application of coloured outlines to clarify the reading of the images or the addition of tones to indicate occluded areas.

Appendices (continued)

Creating more sophisticated renderings

A5.32 Where more sophisticated representations of the Proposed Developments were required (AVR3) the initial model is developed to show the building envelope in greater detail. In addition, definitions were applied to the model to illustrate transparency, indicative material properties and inter-reflection with the surrounding buildings.

A5.33 For each final view, lighting was set in the visualisation system to match the theoretical sunlight conditions at the time the source photograph was taken, and additional model lighting placed as required to best approximate the recorded lighting conditions and the representation of its proposed materials.

A5.34 By creating high resolution renderings of the detailed model, using the calculated camera specification and approximated lighting scenario, the operator prepared an image of the building that was indicative of its likely appearance when viewed under the conditions of the study photograph. This rendering was combined with the background and foreground components of the source image to create the final study images.

A5.35 A single CAD model of the Proposed Development has been used for all distant and local views, in which the architectural detail is therefore consistently shown. Similarly a single palette of materials has been applied. In each case the sun angles used for each view are transferred directly from the photography records.

A5.36 Material definitions have been applied to the models assembled as described. The definitions of these materials have been informed by technical notes on the planning drawings and other available visual material, primarily renderings created by others. These resulting models have then been rendered using the lighting conditions of the photographs.

A5.37 Where the Proposed Development is shown at night-time, the lightness of the scheme and the treatment of the materials was the best judgment of the visualiser as to the likely appearance of the scheme given the intended lighting strategy and the ambient lighting conditions in the background photograph.

A5.38 Where a panoramic view is specified each panel is prepared by treating each photograph as an individual AVR following the process described in the previous paragraphs. The panels are then arranged side by side to construct the panorama. Vertical dividers are added to mark the edge of each panel in order to make clear that the final image has been constructed from more than one photograph.

Documenting the study

A5.39 For each Assessment Point a CAD location plan was prepared, onto which a symbol was placed using the coordinates of the camera supplied by the Surveyor. Two images of this symbol

were created cross-referencing background mapping supplied by Ordnance Survey.

A5.40 The final report on the Study Location was created which shows side by side, the existing and proposed prospect. These were supplemented by images of the location map, a record of the camera location and descriptive text. The AVR level is described.

A5.41 Peripheral annotation was added to the image to clearly indicate the final FOV used in the image, any tilt or rise, and whether any cropping has been applied.

A5.42 Any exceptions to the applied policies or deviations from the methodology were clearly described.

A5.43 Where appropriate, additional images were included in the study report, showing the Proposed Development in the context of other consented schemes.

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