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## Heritage Statement

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**9-12 New College Parade  
Finchley Road  
LONDON  
NW3 5EP**

**Brampton Investments Ltd**

**December 2013**

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**Author:**

Laurie Handcock

**Approved by:**

Jason Clemons

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# 9-12 NEW COLLEGE PARADE

## 1.0 INTRODUCTION

This report has been prepared by CgMs on behalf of Brampton Investments Ltd in support of an application for planning permission for the removal of an existing, undesignated building, 9-12 New College Parade and its replacement with a new, mixed use development.

The current proposals seek to replace the existing buildings upon the site with a development consisting of nine residential units, with commercial premises at the ground and basement floor levels. These proposals have been informed by detailed pre-application discussions with officers at the London Borough of Camden and present an informed scheme which responds well to the surrounding built environment.

The site itself does not contain any designated assets but is located close to the boundary of the Fitzjohns Netherhall Conservation Area which was first designated in 1984. The site also lies within the setting of the Grade II listed building at 40 College Crescent and the associated Palmer Memorial Fountain. In addition, the site, which was first development in the mid to late nineteenth century, does contain a building which was first constructed in the Edwardian period. Built as part of a shopping parade, 9-12 New College Parade constitutes, however, only a small remaining section of what was once a much larger building; this remaining section has, furthermore, undergone alteration and redevelopment throughout the twentieth century. In line with pre-application advice, this Heritage Statement provides a detailed assessment of the history, development and significance of 9-12 New College Parade, and analyses the potential for it to be considered to be an undesignated heritage asset.

This report has been produced to inform the decision making process, and will present an assessment of the history, development and aesthetic value of the existing buildings, as well as an appraisal of the proposed works in relation to the significance of the existing building, and to national, strategic and local policy relating to the historic environment. This document should be read alongside the other submission documents, including the application drawings and Design and Access Statement produced by Stephen Davy Peter Smith Architects.



Figure 1: An aerial view of the site within its context

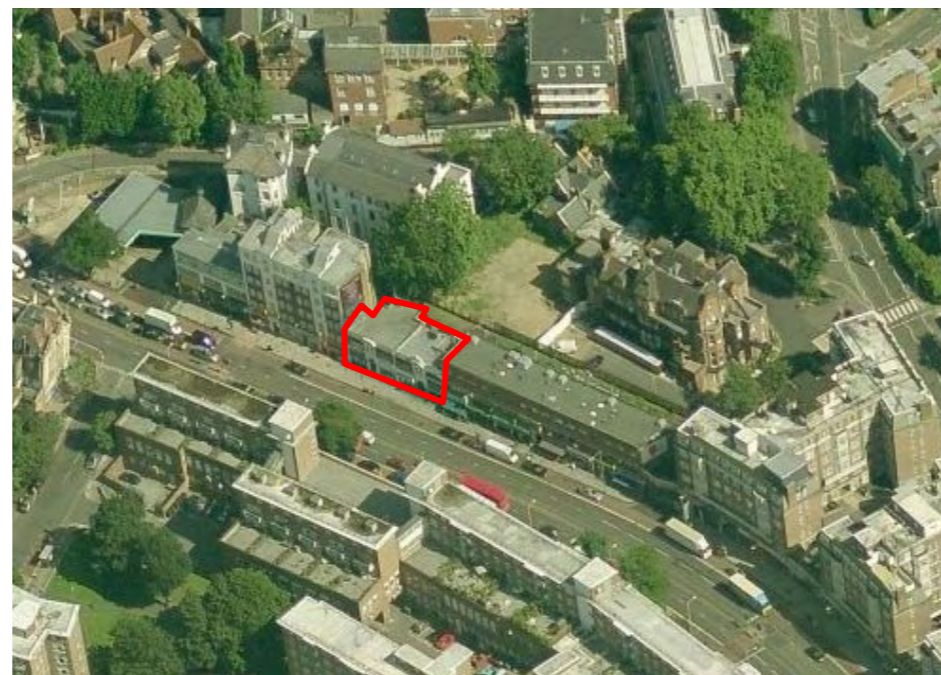


Figure 2 A more detailed aerial view of the location of the site.



Figure 3: A view of the principal elevation of the properties at 9-12 New College Parade.



Figure 4: A visual of the proposed development as seen within its context along the Finchley Road, as provided within the Design and Access Statement.

## 2.0 LEGISLATIVE AND PLANNING POLICY FRAMEWORK

### 2.1 LEGISLATION, NATIONAL PLANNING POLICY AND GUIDANCE

The current policy regime identifies, through the National Planning Policy Framework (NPPF), that applications should consider the potential impact of development on Heritage Assets. This term includes both designated heritage assets, which possess a statutory designation (for example listed buildings, conservation areas, and registered parks and gardens), as well as undesignated heritage assets.

#### **Legislation**

Where any development may affect designated or undesignated heritage assets, there is a legislative framework to ensure the proposals are developed and considered with due regard for their impact on the historic environment. This extends from primary legislation under the Planning (Listed Buildings and Conservation Areas) Act 1990. The relevant legislation in this case extends from Section 66 which states that special regard must be given by the authority in the exercise of planning functions to the desirability of preserving or enhancing Listed Buildings and their setting. Furthermore, Section 72 of the 1990 Act states that in exercising all planning functions, local planning authorities must have special regard to the desirability of preserving or enhancing Conservation Areas and their setting.

#### **National Planning Policy**

##### **National Planning Policy Framework (NPPF) published March 2012**

The National Planning Policy Framework (NPPF) was published on 27 March 2012 and is the document which sets out the Government's planning policies for England and how these are expected to be applied. It has purposefully been created to provide a framework within which local people and Local Planning Authorities (LPAs) can produce their own distinctive Local and Neighbourhood Plans which reflect the needs and priorities of their communities. The NPPF should therefore be approached as a piece of guidance in drawing up these plans.

When determining Planning Applications the NPPF directs LPAs to apply the presumption in favour of sustainable development; the 'golden thread' which is expected to run through their plan-making and decision-making.

Section 7, 'Requiring Good Design' reinforces the importance of good design in achieving sustainable development, by ensuring the creation of inclusive and high quality places. This section of the NPPF affirms, in paragraph 58, the need for new design to function well and add to the quality of the area in which it is built; establish a strong sense of place; and respond to local character and history, reflecting the built identity of the surrounding area.

Section 12, 'Conserving and Enhancing the Historic Environment', Paragraphs 126-141, relate to developments that have an affect upon the historic environment. These policies provide the framework to which local authorities need to refer when setting out a strategy for the conservation and enjoyment of the historic environment in their Local Plans.

The NPPF advises local authorities to take into account the following points when drawing up strategies for the conservation and enjoyment of the historic environment:

- The desirability of sustaining and enhancing the significance of heritage assets and preserving them in a viable use consistent with their conservation;
- The wider social, cultural, economic and environmental benefits that the conservation of the historic environment can bring;
- The desirability of new development in making a positive contribution to local character and distinctiveness;
- Opportunities to draw on the contribution made by the historic environment to the character of a place.

These considerations should be taken into account when determining planning applications, and in addition, the positive contribution that conservation of heritage assets can make to sustainable communities, including their economic vitality, should be considered.

As stated in Paragraph 128, when determining applications, LPAs should require applicants to describe the significance of the heritage assets affected and the contribution made by their setting. The level of detail provided should be proportionate to the significance of the asset and sufficient to understand the impact of the proposal on this significance.

According to Paragraph 129, LPAs are also obliged to identify and assess the significance of an heritage asset that may be affected by a proposal and should take this assessment into account when considering the impact upon the heritage asset.

Paragraphs 132 to 136 consider the impact of a proposed development upon the significance of a heritage asset. Paragraph 135 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect non designated assets, a balanced judgement will be required with regard to the scale of any harm or loss and the significance of the asset.

Paragraph 137 states that developments which better reveal or enhance the significance of a designated heritage asset and its setting, will be looked upon favourably.

The national policy framework has therefore moved away from narrow or prescriptive attitudes towards development within the historic environment, towards intelligent, imaginative and sustainable approaches to managing change. English Heritage has defined this new approach, now reflected in NPPF, as 'constructive conservation': defined as 'a positive and collaborative approach to conservation that focuses on actively managing change...the aim is to recognise and reinforce the historic significance of places, while accommodating the changes necessary to ensure their continued use and enjoyment.' (Constructive Conservation in Practice, English Heritage, 2009).

#### **National Guidance**

##### **PPS 5: Historic Environment Planning Practice Guide (Communities and Local Government, English Heritage, DCMS, March 2010)**

Guidance is currently being drafted in order to support the recently published NPPF. In the interim period, PPS 5: Historic Environment Planning Practice Guide, issued by the Department of Communities and Local Government in collaboration with English Heritage and DCMS in 2010, remains valid, and provides important guidelines on the interpretation of policy and the management of the historic environment.

## 2.1 LEGISLATION, NATIONAL PLANNING POLICY AND GUIDANCE

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### ***Conservation Principles, Policies and Guidance (English Heritage, 2008)***

Conservation Principles outlines English Heritage's approach to the sustainable management of the historic environment. While primarily intended to ensure consistency in English Heritage's own advice and guidance through the planning process, the document is commended to local authorities to ensure that all decisions about change affecting the historic environment are informed and sustainable.

This document was published in line with the philosophy of PPS5, yet remains relevant with that of the current policy regime in the emphasis placed upon the importance of understanding significance as a means to properly assess the effects of change to heritage assets. The guidance describes a range of heritage values which enable the significance of assets to be established systematically, with the four main 'heritage values' being: evidential, historical, aesthetic and communal. The Principles emphasise that 'considered change offers the potential to enhance and add value to places...it is the means by which each generation aspires to enrich the historic environment' (paragraph 25).

### ***The Setting of Heritage Assets (English Heritage, October 2011)***

English Heritage's guidance on setting seeks to provide a firm definition for the term itself, as well guidance to allow councils and applicants to assess the impact of developments upon the settings of heritage assets.

The document defines setting 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.' Setting is also described as being a separate term to curtilage, character and context; while it is largely a visual term, setting, and thus the way in which an asset is experienced, can also be affected by noise, vibration, odour and other factors.

This document provides guidance on practical and proportionate decision making with regards to the management of proposed developments and the setting of heritage assets. It is stated that the protection of the setting of a heritage asset need not prevent change and that decisions relating to such issues need to be based on the nature, extent and level of the significance of a heritage asset.

### ***Strategic Policy***

#### ***The London Plan, adopted July 2011***

On 22 July 2011 the Mayor of London published the London Plan which replaced the amended version of 2004. This now constitutes the strategic Development Plan for London, and Policy 7.8, 'Heritage Assets and Archaeology' seeks to record, maintain and protect the city's heritage assets in order to utilise their potential within the community.

Policy 7.8 further provides the relevant policy with regard development in historic environments. It requires that developments which have an affect upon heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail

Policy 7.4, 'Local Character' requires new developments to have regard to the local architectural character in terms of form, massing, function and orientation. This is supported by Policy 7.8 in its requiring local authorities in their LDF policies, to seek to maintain and enhance the contribution of built, landscaped and buried heritage to London's environmental quality, cultural identity and economy, as part of managing London's ability to accommodate change and regeneration.

The London Plan therefore encourages the enhancement of the historic environment and looks favourably upon developments which seek to maintain the setting of heritage assets.

## 2.2 LOCAL PLANNING POLICY AND GUIDANCE

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### **Local Policy**

The London Borough of Camden's Local Development Framework (LDF) was adopted in November 2010, thus replacing the Unitary Development Plan (UDP). The LDF documents set out the strategy for managing growth and development within the Borough. The Core Strategy is a central part of the LDF and sets out the key elements of the vision for the Borough.

### **London Borough of Camden's Core Strategy, adopted November 2010**

The following Core Strategy Policies have been identified as being of particular relevance to the consideration of the proposals in terms of design and conservation:

CS14, 'Promoting high quality places and conserving our heritage'. This policy recognises that Camden has not one single built character, but is made up of many diverse areas, each with their own identity, and that by conserving and enhancing historic assets, the Borough can manage growth in a more sustainable way. This policy states that:

'The Council will ensure that Camden's places and buildings are attractive, safe and easy to use by requiring development of the highest standard of design that respects local context and character, preserving and enhancing Camden's rich and diverse heritage assets and their settings...[and] promoting high quality landscaping and works to streets and public spaces.'

The following Development Policies have also been identified as being of particular relevance to the consideration of the proposals in terms of design and conservation:

DP24, 'Securing high quality design'. This policy sets out a detailed approach to the design of new developments and alterations and extensions. The principles contained within this document will ensure that all parts of Camden's environment are designed to the highest possible standards and contribute to providing a healthy, safe and attractive environment.

DP25, 'Conserving Camden's heritage.' Policy DP25 is designed to help implement Policy CS14 and provides, in particular, guidance on the management of new development in Conservation Areas, seeking to ensure that new develop preserves and enhances their character in line with national policy.

DP27, 'Basements and light wells'. This policy states that in determining applications which involve underground development, the scheme must not be understood to have any adverse effect upon the surrounding built or natural environment, and that the applicant must present the ways in which these issues have been addressed.

### **Camden Supplementary Planning Guidance**

The London Borough of Camden has published a number of documents which act as supplementary guidance in support of the policies contained within the LDF.

CPG1 'Design' contains chapters relevant to developments within Conservation Areas. In short, the Council will only support developments which seek to preserve and enhance the character and appearance of the Conservation Area in question.

CPG4 'Basements and Light wells' contains guidance on the Council's policies on subterranean development and should be considered with regards to these applications.

### **The Fitzjohns Netherhall Conservation Area**

The London Borough of Camden has 39 Conservation Areas, many of which are supported with Conservation Area Management Appraisals and Management Strategies. These documents set out the Council's rationale for designation based on an historic and architectural appraisal of the area as well as policies and guidance for the area's on going management.

The Fitzjohns Netherhall Conservation Area Statement was adopted in March 2001. This provides a clear approach to the preservation and enhancement of Fitzjohns Netherhall Conservation Area and will be used in the assessment of all planning applications within the Conservation Area.

## 3.0 HISTORIC AND ARCHITECTURAL APPRAISAL

### 3.1 FINCHLEY ROAD: HISTORIC DEVELOPMENT

#### Finchley Road

9-12 New College Parade stands as part of Finchley Road, a thoroughfare which has its origins in the development of the Eyre estate in the mid nineteenth century.

This part of the Eyre Estate had never attracted much development interest, but attempts made by the family under Colonel Eyre in the 1820s to introduce a road through the estate, led to the passing of the Finchley Road Act in 1826. This authorised the construction of Finchley New Road and Avenue Road, the southern part of which had existed since 1824. The Finchley Road Act introduced a new thoroughfare northwards by 1829 as part of this expansion, and the Swiss tavern was built upon the junction of these two roads by 1841. This was built in the style of a Swiss chalet on the site of a former tollgate keeper's cottage, and was later renamed 'Swiss Cottage', subsequently giving its name to the district.

Building spread northwards in this form along this new section of the Finchley Road and Avenue Road. Building agreements in 1838 and later in 1845 were followed by a flux of construction activity in the 1840s and 1850s. In particular, between 1845 and 1852, 33 houses were built along Finchley Road, 16 in Avenue Road, and 13 in College Crescent in a portion which bounded the Belsize Estate. Most of the residential properties were detached and imposing structures built in small groups by a number of builders, including C.C. Cook, E Thomas & Son and Wartnaby. Aside from residential properties, buildings built within the vicinity included the School for the Blind, first built in 1848, the North Star Public House on the junction of Finchley Road and College Crescent, and the New College of Independent Dissenters was opened in 1851. This latter building was built by J.T Emmett in the Tudor style for the purpose of training ministers, a picture of which is shown in figure 7. This building is also indicated as 'New College' upon the map provided in figure 5 which was produced by Bacon in 1888. This map also depicts the Grade II listed 40 College Crescent which was built in 1880-1 by the Reading firm Morris and Stallwood.

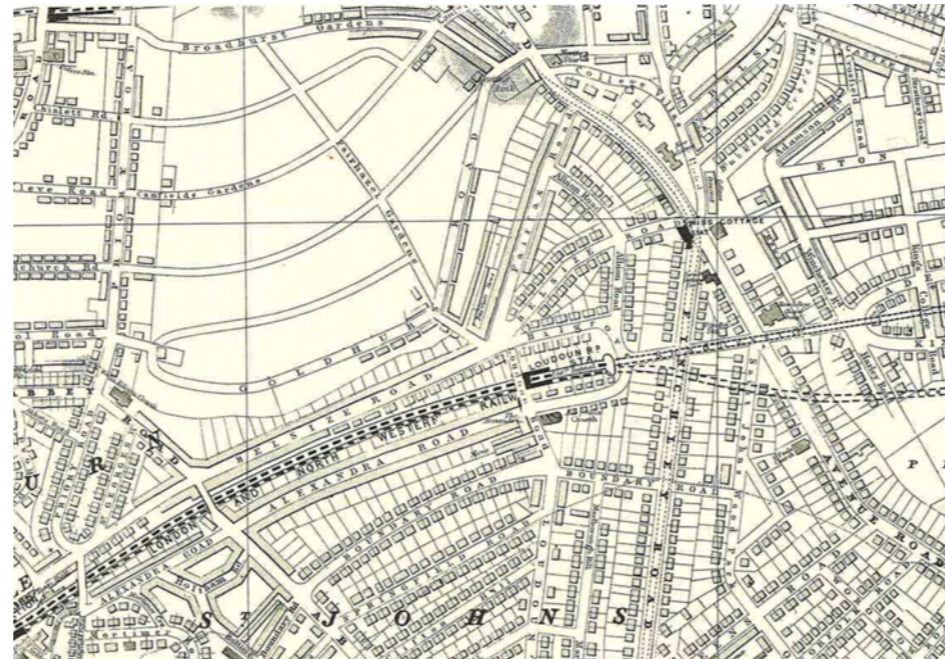


Figure 5: Detail taken from Bacon's map of 1888. The properties along Avenue Road and Finchley Road are clearly discerned, whilst the grander streets to the north, including Fitzjohns Avenue, are shown as yet to be completed. New College and 40 College Crescent can be seen as individual structures within the crescent formed between Finchley Road and College Crescent.



Figure 6: A photograph of College Crescent, c.1905, as seen from the south.



Figure 7: A photograph of the Congregational College, or 'New College', Swiss Cottage. This was presumably taken at the end of the nineteenth century and is situated upon the site where the 1930s development at 'Northways' was later to be built.



Figure 8: A photograph of the North Star pub, built 1850, on the corner of College Crescent.

### 3.1 FINCHLEY ROAD: HISTORIC DEVELOPMENT

By the mid nineteenth century, this part of the Eyre estate was home to mainly the professional and commercial classes; merchants, retired manufacturers of private means. The larger properties, set within their own gardens, and which now constitute a large part of the Fitzjohns Netherhall Conservation Area served attracted residents of this type. 40 College Crescent is an apt example of one of these more substantial properties, inhabited as it was by Samuel Palmer of the biscuit firm, Huntley and Palmers. The type of housing that was later to populate the western areas of the estate was, however, to serve those at the lower echelons of society. Belsize Road and Boundary Road were the first to be built up in this way with a mixture of detached and semi detached housing. Even further west, higher density housing in the form of terraces began to populate the area, and stables were built to the northern boundary of the estate at Victoria (Fairfax) Mews and North End Road (Fairhazel Gardens) whilst the roads at Britannia Terrace and Victoria Road were constructed for their stable staff and drivers. As a result of this transport hub, close packed, middle class housing developed in the centre of the estate.

By the late nineteenth century the earliest developed areas, including Finchley Road and the roads to the east, were still populated by the wealthy, upper middle and middle class, whilst the rest of the estate was relatively well to do.

However, by 1900, larger houses had begun to be taken over by lodging houses and institutions, whilst commercial premises appeared at various junctures within the area. In 1908 nine shops were built on the corner between Finchley and Fairfax Roads. As part of the development of this commercial character at this point in the twentieth century, the properties at 1-12 New College Parade were constructed in the Edwardian Baroque style, with shop fronts at the ground floor level and further commercial accommodation or flats above. These incremental changes altered the character of the neighbourhood and by 1930 the status of the area had declined. The following decade saw the area become the subject of apartment block development. Within the vicinity of New College Parade at the northern end of the estate, the New College building and much of College Crescent were replaced by the concrete blocks of flats and shops that were subsequently built by London City and Real Estate. The whole of the site between Finchley Road and Avenue Road was redeveloped in 1937 in the building of the Odeon cinema, as pictured in figure 9, and especially

after 1938 with the building of Regency Lodge flats by R. Atkinson.

The area suffered as a result of bomb damage throughout the Second World War, and many properties went into disrepair, whilst the areas around Avenue Road and Finchley Roads were once again the subject of redevelopment through largescale apartment and public buildings. The photographs from 1959 and 1960 shown in figures 9 and 10 reveal the mid twentieth century character of Finchley Road within the vicinity of New College Parade, itself seen in its historic form in figure 10. Many high rise council blocks were subsequently built within the western part of the estate and later schemes were implemented in the 1970s which transformed the character of the area and served to obliterate many of the older service layouts.

The existing character of the Finchley Road, dominated as it is by later twentieth century flat development, meant the area was not designated as part of a Conservation Area in 1975. Many of the buildings, including those at 9-12 New College Parade, are in need of refurbishment or repair to varying degrees in order to improve the quality and character of the streetscape.



Figure 9: A view to the north along the Finchley Road, taken in July 1959. The new development of the Odeon Cinema is discernible in the top right of this photograph.



Figure 10: A view south down the Finchley Road in June 1960. The shopping parade at New College Parade is visible on the left hand side of the street, whilst the 1930s development at 'Northways' can be seen in the background as the road sweeps around to the south. This view should be compared to that shown in figure 11- the existing character of the same portion of the Finchley Road.



Figure 11: A similar view of the equivalent portion of Finchley Road. The 1930s development at 'Northways' is still visible next to New College Parade.



## 3.2 HISTORIC MAP PROGRESSION

This historic map progression can be used to understand the development of the site and buildings which now stand at New College Parade. The red circles on each map are indicative of the location of the site at New College Parade. As will be demonstrated in the ensuing analysis, the properties at 9-12 New College Parade were originally part of an Edwardian shopping parade which was built at some point between 1896 and 1904.

John Rocque's map of 1754 indicates the rural nature of the area surrounding St Johns Wood and Primrose Hill, and even that of the area to the north which was later to become Finchley and Frognal. Part of the 'Belsize' estate is also labelled to the north.

It is clear from the detail taken from the next map, the OS map of 1871, that the site had been defined by this time as part of the grounds of the Abbey Farm Lodge at the north of the New Congregational College. The property at 40 College Crescent had not been built by this time, and the site upon which it was to stand was occupied by the Abbey Lodge.

By 1896, the building at 40 College Crescent is clearly labelled upon a clear site as 'Northcourt', whilst the New Congregational College remains standing to the south. A comparison of this map from 1896 with that of 1871 reveals the marked development of the terraced housing within the areas to the west and north which had taken place over these twenty five years.

A further comparison of the OS maps from 1896 and 1915 indicates that the properties at 1-12 New College Parade had been built by the latter date, although these properties were not labelled as 'New College Parade' until maps from the mid twentieth century.

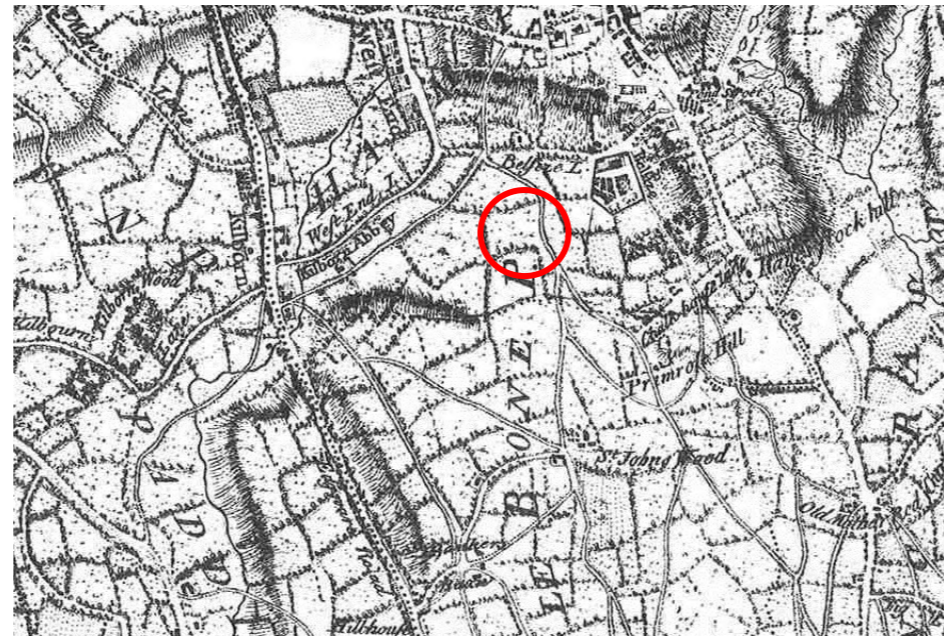


Figure 12: John Rocque's map of 1754 depicts the rural nature of the area surrounding St Johns Wood and Primrose Hill and to the north which was later to become Finchley and Frognal. Part of the 'Belsize' estate is labelled upon this map to the north.



Figure 13: OS map of 1871, showing the Congregational College, labelled as 'New College'. The developments that have already taken place along the Finchley Road are clearly discerned, as are the larger properties set within their own gardens leading to the north as part of the Belsize Estate.



Figure 14: Detail taken from OS map of 1896 showing the property at 40 College Crescent and the New Congregational College to the south. The site upon which 1-12 New College Parade was to be built is currently vacant.



Figure 15: Detail taken from an OS map of 1915 showing the location of 1-12 New College Parade.