

*Jones Lang LaSalle Incorporated*

# *Abacus Belsize Primary School, Rosslyn Hill, London, NW3*

Heritage Statement



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# 1 Introduction

- 1.1 This Heritage Statement has been prepared by JLL Heritage on behalf of the Department for Education (DfE) to inform proposals to convert the former Hampstead Police Station and Courthouse, Rosslyn Hill, NW13 to educational use and business and enterprise space.
- 1.2 The site is located within the Hampstead Conservation Area and is included on the National Heritage List for England at grade II.
- 1.3 Paragraph 189 of the National Planning Policy Framework (NPPF) 2019 sets out the information requirements for determining applications and states that:

*'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance'.*

- 1.4 In response to the NPPF, Section 2 of this report identifies the heritage assets which may be affected by the application proposals. Section 3 sets out the history and development of the site and Section 4 provides proportionate statements of significance for the heritage assets identified. These are relative to the scale, nature and effect of the proposals. Section 5 provides an assessment of the application proposals on the significance of the identified heritage assets based on national, regional and local planning guidance.
- 1.5 The Heritage Planning Policy context for the consideration of these proposals is set out in Appendix 4. This includes the statutory duties (as set out in the Planning (Listed Buildings and Conservation Areas) Act 1990, the NPPF, regional and local planning policy.

## 2 Heritage Assets

- 2.1 A heritage asset is defined by the NPPF as:

*A building, monument, site, place, area of landscape identified as having a degree of significance meriting consideration in the planning decisions because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing<sup>1</sup>).*

### Designated Heritage Assets

- 2.2 A Designated Heritage Asset is identified by the NPPF as:

*'A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.'<sup>2</sup>*

- 2.3 Such assets are statutorily identified as having a level of heritage (architectural and/or historic) interest to justify designation. There are then particular procedures in planning decisions to ensure that their special interest is preserved or enhanced.

### Listed Buildings

- 2.4 There are a number of listed buildings within the vicinity of the site, which includes properties within Downshire Hill and Rosslyn Hill, but these will not be directly affected by the application proposals. The scale and nature of the proposals is such that the extent of proposed alterations to the Former Hampstead Police Station is limited to a small infill extension and minor changes to fenestration. It is therefore concluded that, of principal consideration will be the effect of the application proposals on the significance of the Police Station itself.

### Former Police Station and Courthouse, including stable and harness room, railings and lamps (grade II)

- 2.5 The former Police Station and Courthouse was included on the statutory list of buildings of special architectural or historic interest at grade II on 13th August 1998 and, at the request of the DfE, updated on 14 February 2018. The list entry description (list entry number 1130397) states that 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 of 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; \* Intricately planned to provide separate areas for the different primary functions of the building, with careful consideration of the requirements of the various parts; \* 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 manifest 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*

<sup>1</sup> NPPF (2018) Annex 2: Glossary (p.67)

<sup>2</sup> NPPF (2018) Annex 2: Glossary (p.66)

*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.*

- 2.6 The full revised list entry description for the listed building is set out in Appendix 2 and its location is illustrated at Appendix 1.

### **Conservation Area**

#### Hampstead Conservation Area

- 2.7 Hampstead Police Station and Courthouse (the site) is located within the Hampstead Conservation Area. The conservation area was first designated in 1968 and has been subject to several modifications since its original designation, comprising seven extensions and one alteration to the boundary line which saw some sections. The boundary of the conservation area is included within Appendix 3.



### 3 History and Development

#### Hampstead

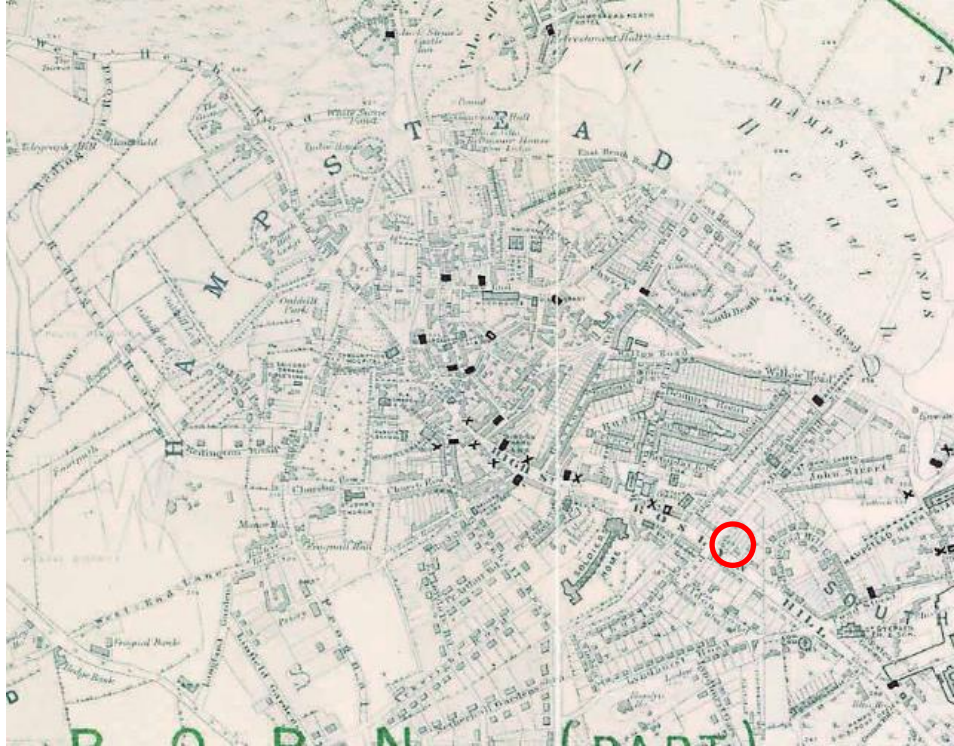
- 3.1 The area's history can be traced back to the 10th century, when the manor of Hampstead was given to the monastery at Westminster by King Ethelred in 986. From 986 to 1551, the manor house was owned successively by the Knights Templar and the Knights Hospitaller, along with the parish church. Due to the growing population during the Hampstead's early history, the area quickly became a village in its own right. The village was often used as a place to escape the hustle and bustle of central London. Monks arrived in Hampstead in force in 1349 to escape the Black Death and saw Hampstead as a disease free area with clean/fresh air.
- 3.2 After the dissolution of the monasteries by Henry VII, the manor's ownership passed into the hands of Sir Thomas Wroth in 1551. From the beginning of the 17th century, Hampstead began to attract the wealthier classes from London, who were said to be drawn by the advantages of its elevated position and the absence of resident landed aristocracy. During the Great Plague, Hampstead was once again inundated with people from central London.
- 3.3 More substantial buildings began to emerge as a result of the influx of people to the Hampstead area. Inns and mansions began to appear along the High Street. During the early 18th century, the population of Hampstead almost doubled. This was primarily due to the establishment of the Wells Trust in 1698, who were allowed to develop the chalybeate springs, east of the High Street. The result was the erection of fine terraces and significant houses in all directions.



*Figure 3.1: Extract of John Rocque's Map of London, 1761. Red circle identifies general location of the Site*

- 3.4 By the beginning of 19<sup>th</sup> century, a number of larger houses were beginning to be built within and adjacent to the centre of the village. The Hamlets of North End and Vale of Heath were fully developed by this time, with Frognal and New End also physically part of Hampstead. While London expanded rapidly outwards in all directions, development of Hampstead Heath itself was checked by vigorous resistance to the plans of the Lord of the Manor, Sir Thomas Maryon Wilson, who attempted, and eventually failed, to obtain a Private Act of Parliament to develop on his lands in the 1850s and 1860s.

- 3.5 The expansion of the railways in the mid-19<sup>th</sup> century also impacted on the development of Hampstead. The opening of the Hampstead Junction Railway station in 1860 stimulated the urbanisation of Hampstead, formalising its role as a residential suburb of London. The connection to the London tram network and the introduction of the Underground stations at Belsize Park and Hampstead further distanced the area from its rural past and in turn increased amount of inhabitants moving in to the area.



*Figure 3.2: Map 'showing the situation of all premises licensed for the sale of intoxicating liquors in the County of London - London County Council 1903.*

- 3.6 The Rosslyn Hill Unitarian Chapel was completed in 1862, followed by the St Stephen's, Rosslyn Hill in 1871. Throughout the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, the congregations continued to grow and more prestigious houses continued to be built on the western slopes around Frognal and Fitzjohn's Avenue. Originally the architecture was a variety of inventive arts-and-craft styles, gradually becoming more conventionally neo-Georgian as the 20<sup>th</sup> century progressed. By World War I, further large scale development ceased to occur as the area was fully developed and was seen as an integral part of the metropolitan area. During the inter-war period, the area saw a certain amount of infill construction and had a reputation as a centre of non-conformism. The area suffered little from the bombing raids of World War II and gentrification was well underway by the middle of the 20<sup>th</sup> century.

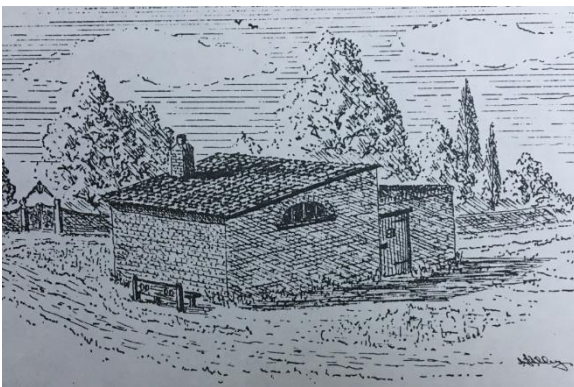
### Hampstead Policing

- 3.7 Hampstead policing (as we know it) dates back to the 17<sup>th</sup> century, when the parish was watched over by the parish constable. In 1673, when the constable was apprehending a felon, 12 men would aim to assist him. This was reduced in 1704, when the constable for the parish was accompanied by only 6 men, especially in the winter months, where conditions would hamper the productivity of the constable. In 1707, it was reported that the constables had never had a shelter or a suitable watchhouse. Consequently, the justices ordered one to be built.
- 3.8 In 1708, expenses were paid by the justices for the surveying of a new watchhouse and in 1710, a room under the same roof is reported to have a cage and was let to a poulterer until needed by the parish for prisoners.

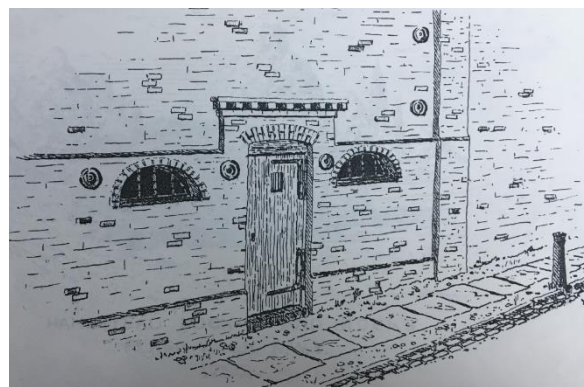


The watchhouse remained here for almost forty years, when in 1748, it was claimed the watchhouse obstructed passengers using the public roadways and was in serious need of repair. A new watchhouse was proposed and it was to be constructed nearby, however, it is unclear that a new watchhouse was ever built. In 1764, the watchhouse stood in the roadway in Heath Street, near its junction with High Street, and it too was found to be situated in a very inconvenient spot.

- 3.9 Rocque's map of 1761 (figure 3.1) shows Rosslyn Hill clearly located to the south of the centre of Hampstead with Pound Street (now Pond Street) to the south of the map. By 1774, the number of robberies in and around Hampstead warranted a local Act for watching and lighting the town. Consequently, the commissioners were empowered to raise a rate and appoint foot and horse patrols. These patrols would go out armed if necessary. In 1795, the watchhouse was moved once again to the bottom of Flask Walk, where it stood with its two dungeons until 1839 shortly before being demolished. In 1828, the parish had a regular day and night patrols and paid a superintendent, 17 watchmen and 8 patrollers. At this time, 17 watch boxes were provided.
- 3.10 In 1829, the Home Secretary Sir Robert Peel introduced the Metropolitan Police Act of 1829 approved by Parliament. His report, in 1828, officially recommended a radical reform and extension of the police. The main recommendations were to create a central police office under the two Magistrates freed from all other duties as well as the amalgamation of all the regular police forces in the London area, excluding the City. An ex-officer, Colonel Charles Rowan, along with a young barrister, Richard Mayne, became the first Commissioners after they supervised the massive re-organisation. The new Metropolitan Police were uniformed but armed only with truncheons. At first, there was a high level of obstructionism from some parochial authorities and hostility from the London mob. The Metropolitan Police headquarters in Whitehall Place had a back-entry along Scotland Yard, which was the main entrance for the police, hence, the name of the whole headquarters became 'Scotland Yard'.
- 3.11 The new Metropolitan Police Act of 1829 was greeted with a high degree of negativity within the Hampstead area. The Hampstead Vestry protested at the imposition of new Metropolitan Police within the area stating, *'There is not wanted more vigilance than our former system of Watching Produced...we are not exposed to depredations'*. It was calculated that the new force would cost the local population an increase of 11 pounds in taxation per year. Nevertheless, the Act was passed quickly and soon a new force was on its way into Hampstead. This began with the closing up of the lock-ups in Cannon Lane and the old Watchhouse on Flask Walk Green, where the villages' stocks once stood. The first of the new Police Stations stood on the junction of Heath Street and Holly Hill. The cost of constructing the new building was shown on a bill from Mr. Rudd, the builder, at £62.6s.6d, with 11.0d for carpentry work. The building did not last long as a Police Station and was converted/rebuilt as a fire station.



**Figure 3.3:** An artist's impression of the 1785 Hampstead Flask Walk



**Figure 3.4:** An artist's impression of the Old Lock Up along Cannon Hill, 1730





**Figure 3.5:** An artist's impression of The Watch House in Holly Hill, 1830-1834



**Figure 3.6:** An artist's impression of Hampstead Police Station, 1834 – 1868

- 3.12 As part of the Metropolitan Police Act, constabularies across London were divided up and designated as 'divisions'. On 11th January 1864, Hampstead Police was designated part of the 'S Division'. In 1865, the Home Office approved the leasing of a site for 98 years from the Dean and Chapter of Westminster, to erect a new station in the Hampstead area. Shortly after in 1868, the Police Station at Hampstead moved once more to their new building on the west side of Rosslyn Hill, the continuation of Hampstead High Street. Also in 1865, an alteration of the Exterior Divisions took place, and three new divisions, 'W', 'X' and 'Y' were introduced, increasing the number of metropolitan divisions to 20. Consequently, Hampstead's 'S' division boundary was revised and altered at this time. Further amendments in the boundary of the 'S' division took place in 1882 and also in 1898 due to the formation of the new 'West Hampstead' sub-division and the amalgamation of the sub divisions in 1898.



**Figures 3.7 and 3.8:** Two photographs of Hampstead Police Station 1868 – 1913. Rosslyn Hill. Source: *Hampstead Past*, Christopher Wade (left), Bill Sibley PC163NW (right)

- 3.13 The new building along the west side of Rosslyn Hill was located opposite the Rosslyn Hill Unitarian Chapel and constructed from stock brick with a rusticated ground floor on the site of the old Red Lion Public House. The designs followed the principle themes of Charles Reeves, the first surveyor for the Metropolitan Police, however, his death occurred two years prior to its completion.

#### Hampstead Police Station and Courthouse at Rosslyn Hill/Downshire Hill

- 3.14 Continuing their progress along Rosslyn Hill, freehold premises for 24/26 Rosslyn Hill were purchased on 20th

December 1909 for the sum of £6,250. Upon purchasing the land, the proposed site was occupied by two semi-detached properties, 24-26 Rosslyn Hill (as seen in the OS map of 1866). The Home Office approval and the conveyance of the land was received on 1st February 1910. John Dixon Butler, the chief architect for the Metropolitan Police drew up plans and consequently, the semi-detached buildings were demolished (see Figures 3.9 and 3.10).



**Figure 3.9:** Extract of the 1866 OS Map



**Figure 3.10:** Photograph of the empty plot at 26 Rosslyn Hill, c.1910

- 3.15 The new building consisted of four storeys with a ten bay frontage running along Rosslyn Hill. A return wing extended from along Downshire Hill. The rear wing of the Police Station was originally constructed with a flat roof and had a much more utilitarian feel to it. To the north east of the main building, the rear yard was accessed from Downshire Hill. A two storey stable building was constructed at the northern end of the back yard, facing in an alternative direction, along a north east to south west axis. Completion of the new Police building was completed in 1913, when Police moved into the building on the 10th December.



**Figure 3.11:** Photograph of the new Hampstead Police Station when constructed, 1913

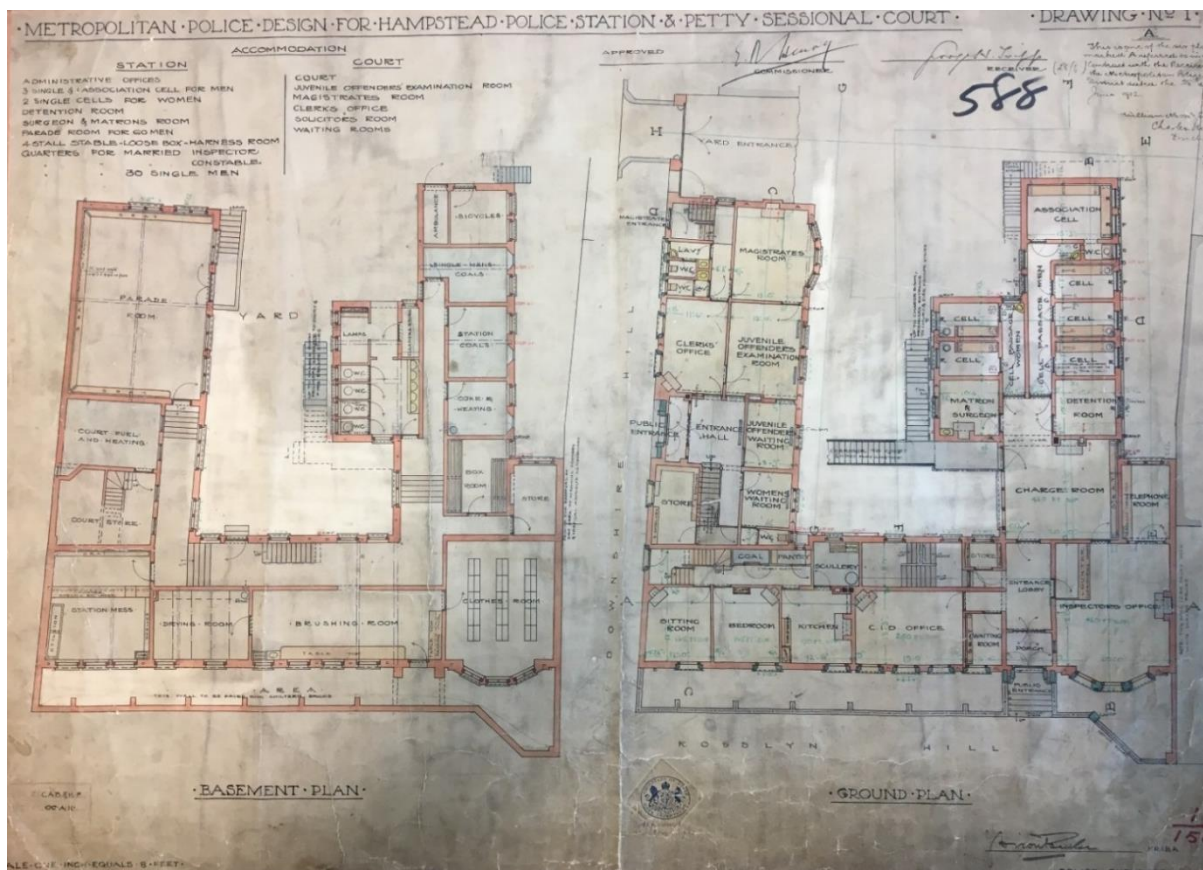


**Figure 3.12:** Detail of the 1934 OS Map  
Source: Camden Archives



## Original Layout

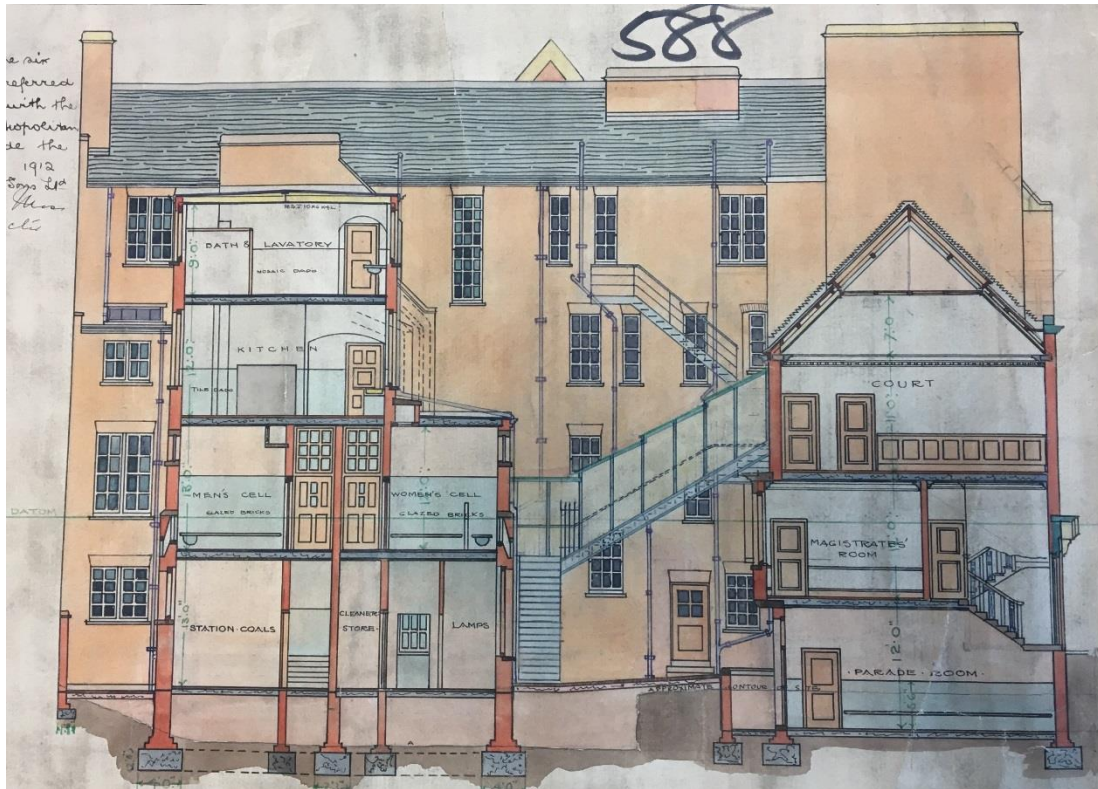
- 3.16 As the 1913 original floor plans suggest (see Figure 3.13), the building was split into three main sections:
- the Police Station itself;
  - the living quarters for staff and family; and
  - the magistrate's court.
- 3.17 Each 'section' had its own entrance; one along Rosslyn Hill for access to the Police Station, one for staff accessing the living quarters and two for the Magistrates' court along Downshire Hill (one for public, one for Magistrates and staff alike).
- 3.18 The Police occupied a majority of the main building, using the eastern wing and main building fronting Rosslyn Hill. At basement level, the clothes room was situated in the larger room at the south eastern corner with a bay window. The clothes room was historically connected to the brushing room, where officers would maintain the appearance of their uniform, with drying room next door for hanging etc. The 'station mess' was located in the south western corner of the basement, probably used as a 'common room'. The servicing for the Police Station could be found within the eastern rear wing. The inner side of the eastern rear wing contained a lavatory block, protruding into the rear yard at basement level. Servicing for the Magistrates' court could be found in a small section of the western rear wing, before the parade room. The parade room was located at the rear of the basement, in the north western corner. At this level, the parade room is at ground floor level when viewing the property from the rear, due to the sharp fall in terrain from the front of the building to the rear, with the basement being at ground level as one moves around to the rear. The parade room could be accessed down a long hallway from the station mess and brushing room, or from the rear yard.



**Figure 3.13:** Floor plan for the basement and ground floor of the 1913 Hampstead Police Station drawn by Dixon Butler. Source: Held by the Metropolitan Police Heritage Centre. (Note: First and Second Floor plans appear to be lost/damaged/destroyed).

- 3.19 It is at ground floor level where the division of the court, Police Station and accommodation is clearest. The public historically entered the Police Station from Rosslyn Hill, through an imposing and commanding entrance. Upon entering, a waiting area was located on the left and the office/reception on the right, above the clothes room. Continuing through the eastern wing of the building, the large charge room was situated before the detention room, allowing the arrested to move swiftly through the building towards the cells. The cells were split into both male and women's wings, with a party wall separating the two corridors. The two women's cells were located within the protruding block, above the toilets at basement level. Dixon Butlers plans show that originally there were three male cells, with an association cell at the rear of the eastern wing, most probably associated with the courtroom in order to hold the accused awaiting trial. At the rear of the eastern wing, a bicycle storage room and ambulance garage was located.
- 3.20 Lodgings were available at the Police Station, with the lodging assessment at its opening stating as follows, 'Married Quarters (1 set): 10s.6d. per week, Married Quarters (1 set): 6s.6d. per week, 30 unmarried men at 1s per week'. The living quarters of the station were located on the corner of Rosslyn Hill and Downshire Hill to the west of the Police Station and south Magistrate's Court. At ground floor level, a sitting room, bedroom and kitchen all looked out onto Rosslyn Hill. The layout and secluded nature of these quarters, with the only entrance along Downshire Hill suggests that this area of the building was for the married couples at the station. It is unclear if the staircase seen on the original plan leads up to further accommodation but one assumes that the same applied to the first floor.
- 3.21 The original first and second floor layouts prove more difficult to follow, due to the limited resources and edited historic floor plans (appendix 5). The first floor appears to have accommodated the staff canteen and other office space associated with the station. It is at this floor that the eastern wing of the station is stepped back from the rear wall, looking over the flat roof containing the association cell blocks. The second floor was once again stepped back further than the first on this side at this time. It is unclear of the use of this space, however the original cross section of the rear elevation appears to show a bath and toilet.
- 3.22 The Magistrates' court, adjoining the Police Station was the first court to be set aside specifically for dealing with juvenile cases and was seen as the forerunner of the juvenile justice system. Historically, the public entered the court from the large entrance along Downshire Hill. Upon entering, a clerk's office was located on the Downshire Hill side of the building, with a Juvenile Offenders Examination Room behind that, at the inner wall of the west wing. To the rear of this wing, the Magistrate's room looked out over the rear yard, with a private staircase up to the courtroom. The main public staircase up to the courtroom was situated off the entrance hall. In this wing, the first floor consisted of a waiting area and courtroom consisting of 3 entrances. To the rear, the Magistrates and court staff would enter from the magistrate's staircase, with the public entering off the main waiting area off the main staircase. The accused would enter from a small holding area accessed from an external staircase linking the Court room to the charge room and the cells.





**Figure 3.14:**

Original cross section plan of the rear facing elevation of the 1913 Hampstead Police Station drawn by Dixon Butler.  
Source: Held by the Metropolitan Police Heritage Centre.

### Alterations to the Hampstead Police Station since completion (post 1913)

3.23 Since its completion, the Hampstead Police Station continued to serve the Metropolitan Police Service until its decommissioning from the force in the summer of 2013, after being in service for nearly 100 years. During its long history, alterations, extensions and infilling has occurred both internally and externally albeit largely concentrated to the interior and the rear elevation, facing the yard. Both street elevations along Rosslyn Hill and Downshire Hill have remained relatively unchanged, albeit from the replacement of a number of windows. The main external changes that the site has undergone can largely be described as follows:

- Fenestration has been altered by blocking of openings;
- Notable extension added to second floor of the rear wing;
- External walkways/fire escapes and other fittings associated with servicing have been added or remodelled; and,
- Replacement of a number of windows throughout the building.

### Interior alterations to the basement

- The subdivision of the historic Parade room, converted into additional cells for the courtrooms and Police Station. It is thought that this addition occurred during the late 20th century. An article in The Hampstead and Highgate Express in 1987, mentions that the work was carried out as the court and station needed individual cells to cease sharing;
- The loss of the bicycle storage and ambulance parking to the rear of the eastern wing. Now incorporated into the internal layout of the building with access along the long corridor;
- Internal walls have been constructed throughout much of the basement. These include the subdivision of the historic 'station-mess' and 'drying room'. The corridor leading through to the eastern rear wing has been divided in two;

- Doorways have been blocked throughout the basement level, including the doorway through from 'brushing room' to 'drying room' and the larger doorway from the corridor into 'brushing room'.

### Interior alterations to ground floor

3.24 Understanding alterations at ground floor are simpler to deduce than at basement, first and second floors. More is documented regarding the ground floor alterations, as this was seen as the primary space within the building (apart from the courtroom itself) and the majority of the public facing activities occurred on the ground floor. The main changes to the ground floor of the building are as follows:

- 1986 plans (See Appendix 5) demonstrate that by the late 20th century, the three distinct areas of the building (the Magistrates Court, Police Station and Section House) had been amalgamated with interior walls segregating each had been knocked through. The accommodation suite that once was located at ground floor level was replaced by offices. There is also some slight reconfiguration of the entrance lobby and waiting areas in 1986. A partition wall was also constructed to form two smaller offices in the original clerks' office;
- An internal wall was added some time before 1986 to the main staircase of the magistrate's court, splitting the main lobby creating a thin corridor leading through to the new opening into the station;
- In 1988, 26 Rosslyn Hill was incorporated into the main Police Station block. Thus, it was necessary to create a new access route from one to the other. This appears to have been done by piercing the side wall of the station and the original 26 Rosslyn Street;
- The old stables have been altered suggesting the building was converted into further offices in the late 20th century;
- In 1991, the custody suite was remodelled. The former association cell was subdivided into two smaller cells, with the former cells being refurbished. Also at this time, two new interview rooms were added to the interior layout in the lobby area. This resulted in a large overhaul of interior configuration at the front of the Police Station, although previous works meant the original form of this area was already lost. The lobby was widened to create a new waiting area and the reception facilities were extended into a collator room and a duty officer's office was added. Alterations include modern fittings, for example flooring, ceilings and wall finishes; and
- Throughout the ground floor, utilitarian late 20th century alterations are evident throughout. Many of the original doors have been discarded and replaced with modern, lightweight veneered boards. Suspended ceilings are apparent throughout many of the office spaces.

### Interior alterations to first floor

- Although in the same area of the station, the kitchens have been heavily altered, along with their plan form. There is an extension over the original flat roof, over the historic association cell, to the rear of the eastern wing which was constructed during the mid-late C20;
- The majority of the rooms along the Rosslyn Hill front have lost their original finishes, and now contain suspended ceilings and modern lighting;
- The enclosure in the original courtroom has been altered, being extended upwards with modern glass screens.

### Interior alterations to second floor

- Parts of the original layout survives at second floor level in the rear wing, however partition walls have subdivided the space fronting Rosslyn Hill;
- Flooring and doors are modern alterations; and,

- Historically, the second floor was arranged as flexible space, with lightweight partitions (where they appear to be historic).

## 4 Significance of the Heritage Assets

- 4.1 The significance of a heritage asset is defined within the glossary to the NPPF as:

*‘The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.’*

- 4.2 Listed buildings are a statutorily designated and, for the purposes of the NPPF, are designated heritage assets. Recognising this statutory designation, buildings much hold special architectural or historic interest. The Department for Culture, Media and Sport publish the *‘Principles of Selection for Listed Buildings (2010)’* which is supported by thematic papers, *‘Listing Selection Guides’*, based on building type, which give more detailed guidance.
- 4.3 Conservation Areas are identified if they are of special architectural or historic interest, the character or appearance of which should be preserved or enhanced. Historic England has published guidance on the designation of Conservation Areas which provides a framework for identification of those features that form the character and appearance.
- 4.4 Historic England has published *‘Conservation Principles, Policies and Guidance’ (2008)* which identifies four types of heritage value that a heritage asset (whether it be designated or non-designated) may hold – aesthetic, communal, evidential or historic interest. N.B. an updated version of *‘Conservation Principles, Policies and Guidance’ (2008)* has been produced and is currently out for consultation. Historic England has also published a Good Practice Advice Note on the *‘Setting of Heritage Assets’ (2015)* which is used to understand the surroundings of a heritage asset which may contribute to the significance of a heritage asset.

### Assessment

- 4.5 The following assessment sets out the significance of the identified designated heritage assets set out in Section 2, which may be affected by the application proposals. These are proportionate to the importance of the asset and also the likely impacts of the proposals.

#### **Listed Building: Former Police Station and Courthouse, including stable and harness room, railings and lamps (grade II listed)**

- 4.6 The following assessment will firstly put Hampstead Police Station and Courthouse into a wider context through an assessment of the development of London policing as well as the work of the building’s architect, John Dixon Butler. It will then set out an assessment of the building, as existing, summarising its significance.

#### **Development of London Policing**

- 4.7 In 1829, the Metropolitan Police Act established a 1,000 strong Police force in London, marking the creation of modern policing. The structure comprised a hierarchy of rank with chief inspectors, sergeants and constables, with their new headquarters at Whitehall Place. Prior to this, local policing comprised a series of watch-men sometimes with bespoke quarters and lock-ups.



- 4.8 In 1842, the Surveyors' Department was established with the sole responsibility of designing, constructing and maintaining purpose-built buildings for the Metropolitan Police. Before this time, the force had been operating from within converted private dwellings. The first surveyor was Charles Reeves, and the Police Stations associated with this period were domestic in character, often exhibiting a Gothic or Classical style. Reeves embarked upon a period of experimentation during the 1850s and 1860s as he sought ways of providing cells, living accommodation and office space in a compact and economical way.
- 4.9 The emerging specification for Police Stations moving forward generally comprised four main elements; the administrative block to the front, a cell block, Police accommodation and a drill yard. Internally, features usually included an enquiry counter for members of the public, as well as interview, superintendent and medical rooms. These were often linked by a corridor leading to a number of cells. There were also rooms for use by the constables comprising; a day room, mess room and boot room. External features included an exercise yard, drill yard, stables and kennels as well as boundary walls, gates, railings and fixed furniture.
- 4.10 Reeves increasingly encased the facilities within a small, square stock brick building with arched windows, prominent quoins and stone dressings. This formula continued to be implemented after the mid-C19 at an increased rate, resulting from the need to serve an expanding population.
- 4.11 Following widespread civil unrest during the 1880s, further investment was required in order to expand the Metropolitan Police force and more Police Stations were needed to accommodate the additional staff. Under the influence of Richard Norman Shaw, the Queen-Anne style became widely adopted and is best illustrated in the Metropolitan Police Headquarters at New Scotland Yard.
- 4.12 Between 1842 and 1900, 350 Police Stations and Magistrates' courts were constructed in London, which was almost as many as the rest of the country. This period of intense building has created an exceptional heritage of the architecture of law in London. However, a programme of modernisation and expansion took place during the 1950s which led to the alteration of many of the earlier stations.

#### **Police Stations and Magistrates' Courts by John Dixon Butler**

- 4.13 John Dixon Butler was the son of John Butler who had assumed the Surveyorship from 1881 until his retirement in 1895. The younger Butler was then appointed as Architect and Surveyor to the Metropolitan Police in 1895 and was well qualified for the job having been articled to his father between 1887 and 1881. He studied at University College London, was a member of the Architectural Association from 1880 and was elected a fellow of the RIBA in 1906.
- 4.14 Upon appointment, Dixon Butler's task was to assist Norman Shaw with the completion of the building at Scotland Yard as well as a Police Station adjacent to the site at Cannon Row. The partnership between Shaw and Butler was an interesting one with an exchange of a range of architectural ideas between the celebrated architect and a man who was exceptionally well versed in the planning of Police Stations.
- 4.15 Following the completion of Scotland Yard, Shaw designed a Police Station on Holmes Road in nearby Kentish Town. Completed in 1896, the construction vastly exceeded the budget and consequently was the subject of much scrutiny. Despite concerns over the excessive costs, the experiment was felt to be a success and arguably underpinned Butler's work going forward, particularly with regard to the treatment of external façades as well as the spatial planning of the internal layouts.

- 4.16 The work of John Dixon Butler remains visible throughout London's late Victorian and Edwardian suburbs which are rich in Police Stations designed by the architect. Particularly good examples can be seen at Clapton, Harrow Road, Newham, Wapping and Hampstead. His repertoire exhibits a wealth of styles which have been described as handsome but of a simple and sensible style, without useless or pretentious ornament. Butler had a strong sense of versatility and designed small cottage style buildings of two-storeys as well as large-scale civic buildings comprising 10 bays and three-storeys with an austere appearance. Despite this variation, his designs instilled an individual character which became synonymous with the Metropolitan Police, creating an identity unlike any which his predecessors had been able to achieve.
- 4.17 Butler continued to work for the Metropolitan Police until his death in 1920, by which time he had been responsible for the completion of over 200 Police Stations, including 9 courts, which were of high architectural quality and exhibited a vast improvement in facilities from the early days of Reeves's work. Despite being a prolific architect and responsible for the construction of far more buildings than any previous incumbent of the Chief Surveyor post, only 58 of Butler's Police Stations and court buildings are known to have survived.

#### **Hampstead Police Station and Courthouse**

- 4.18 Hampstead Police Station and Courthouse was constructed to the designs of John Dixon Butler and was opened on 1<sup>st</sup> December 1913. As well as the Police Station, cells and courthouse, lodgings for officers were also provided and comprised two sets of quarters for married couples and accommodation for 30 unmarried men.

#### **Exterior**

- 4.19 Hampstead Police Station occupies a corner plot at the junction of Rosslyn Hill and Downshire Hill, comprising four storeys inclusive of a basement and attic storey. The building combines a mix of Classical and Arts and Crafts styles conveying a vernacular character, befitting of its position on the central High Street at the edge of Hampstead Village, whilst also exhibiting a strong sense of civic identity. Constructed in red brick with stone dressings, the building conveys strong architectural quality resulting in the presence of a local landmark.
- 4.20 The primary elevation faces south onto Rosslyn Hill and comprises materials, architectural detailing and craftsmanship of a very high quality. The five bays at ground and first floor, below a central pediment, are regularly arranged each comprising a 6x6 pane sash window, with those to the ground floor comprising eared stone architraves. The pediment is finished with a dentil cornice and comprises a central rose window as well as three sets of 4x4 pane sash windows, spaced evenly along the base of the pediment. On either side of the pediment, at second floor level, are two projecting dormer windows faced in Portland Stone each with triangular arched pediments and comprising 4x4 pane sash windows.
- 4.21 The Rosslyn Hill elevation is set back slightly behind a front lightwell which is framed by cast iron railings and a number of stone posts. The basement and ground floor levels are separated by a stone band which runs the length of the elevation. In a similar fashion, the first and second floors are set apart by a deep stone band topped with a prominent stone dentil cornice.



*Figure 4.1: Rosslyn Hill elevation*

- 4.22 Whilst off centre, the primary entrance forms a prominent focal point of the Rosslyn Hill elevation. It is reached by a short flight of steps, from the pavement up to ground floor, which bridges the lightwell void. The entrance is emphasised both by a bold stone door surround with broken pedimented hood supported by stone pilasters and a pair of elegant lamp standards, to either side of the steps, which are topped with 'police lanterns containing blue glass. Above the doorway is a prominent Portland keystone as well as the word 'POLICE' engraved into the stonework.
- 4.23 The right hand side of the elevation features a canted bay which rises from the basement to the first floor, with the first and second floors comprising stone architraved sashes. The irregularity of the right and left bays, when compared to the symmetrical central bay, provides an interesting composition which adds to its interest.
- 4.24 The Downshire Hill elevation follows a similar architectural approach as the Rosslyn Hill elevation and is also finished to a similarly high standard, however it is more irregular in its composition with window and door openings of varying sizes and treatment as well as large expanses of brick. It comprises the return of the police block as well as the main entrance to the courthouse.
- 4.25 The elevation features a gabled right hand bay comprising a chimney stack, flanked by two 4x4 pane sash windows, which rises through the gable. Within this bay, there are a pair of narrow sash windows below the dentil cornice and a subsidiary entrance in a lugged doorcase with prominent keystone and overlight to the ground floor. The central bay contains the public entrance to the courthouse which comprises a stone doorcase surrounding a deep recess and is accessed via a short flight of stairs from the pavement. The doorcase, as with the Rosslyn Hill elevation, forms a prominent focal point of the elevation and has an imposing presence, primarily resulting from its keyed broken segmental pediment and moulded architrave with cornice and plaque inscribed with the words 'COURT'. Atop the semi-circular moulded hood, the keystone breaks into a 9-light mullioned and transomed window which lights the first floor public waiting area. Two dormer windows project from the second floor, above the cornice. The building then steps down to the left hand bay, most likely in response to the steep slope along Downshire Hill. The requirement for privacy within the courtroom has resulted in the lack of fenestration to the first floor, with windows located to the ground floor only, comprising two sash windows and one 3-light window each framed with stone architraves.



*Figure 4.2: Rosslyn Hill and Downshire Hill elevations*

- 4.26 The provision of multiple functions within one site was a new approach for Dixon Butler, whose designs usually provided for the two functions in separate buildings. The Downshire Hill elevation is less elaborate than that facing onto Rosslyn Hill and is perhaps illustrative of the more subservient role which the courthouse is perceived to play in relation to that of the Police Station. Despite its more modest architectural expression, features such as the courthouse entrance and window above are demonstrative of the building's civic identity.
- 4.27 The short south-eastern elevation, adjacent to no. 26 Rosslyn Hill, is less elaborate than the two primary elevations and is only partially visible from the main road. The projecting cornice continues along the façade, carrying on from the Rosslyn Hill elevation and the expanse of brick is broken up with render strips.
- 4.28 The elevations to the rear of the site do not play an active role within the street scene and as such are less elaborate than those fronting onto Rosslyn Hill and Downshire Hill and do not feature such rich ornamentation. Generally the brickwork is plainer and architectural expressions such as stone dressings having been excluded from the designs. The rear elevations have also undergone a degree of extension and alteration which has further eroded their contribution to the architectural interest of the building. The elevations marking the courthouse are the exception, they are illustrative of the civic function of the space within and features of note include a projecting bay window from the former Magistrates' room as well a chimney stack which rises from two projecting flues. The latter elevation is partially visible from the street which also accounts for its embellishment.
- 4.29 Located within the eastern most corner of the site is the original Stable Block which would have likely housed accommodation for the warden as well as a hayloft at first floor level. The building is of a domestic scale and character, with features such as projecting dormers and a pitched slate roof which are in keeping with the local vernacular of the area. Whilst the external façades appear to have undergone a minor degree of alteration, the interior of the building has lost all original historic fabric and architectural features. Adjacent to the Stable Block is a modern brick built structure which incorporates a car port and has been in part used as office space. The building has been constructed on the site of a previous single storey structure (likely stables).





*Figure 4.3: Downshire Hill elevation*



*Figure 4.4: Rear elevations with modern interventions*



*Figure 4.5: Return courtroom wing*



*Figure 4.6: Modern covered walkway*



*Figure 4.7: Rear of courtroom wing*

## Interior

- 4.30 As illustrated by the original floor plans, Hampstead Police Station initially comprised three distinct components; a Police Station, section house and Magistrates' court. These three primary functions were kept separate with little overlap of circulation routes or use of internal spaces. Subsequent alterations to the site have resulted in the amalgamation of these distinct spaces, which has been achieved through the insertion of multiple openings and staircases throughout the building. As such, the building now reads as a single entity as opposed to the three separate functions originally designed.

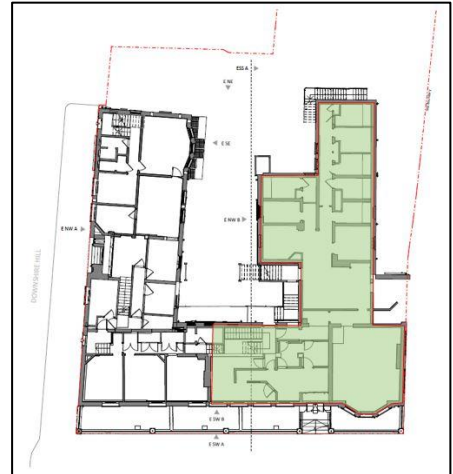
### *Police Station*

- 4.31 The modern day Police Station now occupies the whole building but originally occupied part of the building fronting Rosslyn Hill. The functional nature of the station required a more utilitarian approach to its internal design than that of its external façades. In the main, the interior of the building was not public facing and as such its function very much dictated its form. Whilst a number of original architectural details survive within the key spaces, these are modest and hard wearing. Unlike the courthouse, the interior of the Police Station does not feature any adornment in way, such as moulded skirting boards, architraves or cornices and the staircases do not feature elaborate balustrading.

### Ground Floor

4.32 The Police Station is accessed from Rosslyn Hill. The entranceway leads into porch with double doors giving access into the Entrance Lobby. To the front of the building, the space at ground floor originally comprised a public waiting area, CID Office and Inspectors Office. The original plan form has been heavily altered with numerous changes to the floor plan, insertion of suspended ceilings as well as the loss of any architectural features which would have originally been present within this public facing section of the building.

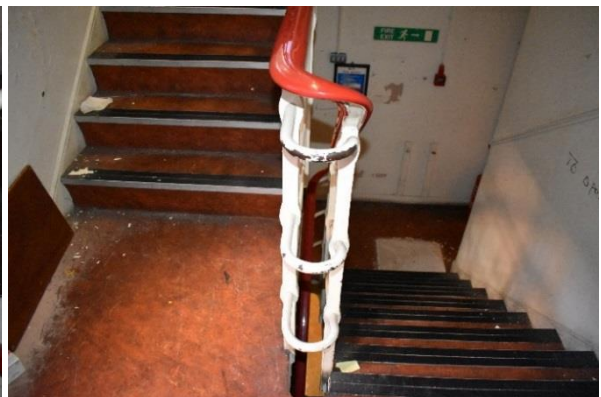
4.33 The primary staircase is located to the back and centre of the Rosslyn Hill wing. The staircase has seen a degree of alteration with the addition of a modern plastic handrail. The stair is in its original position and comprises simple iron balusters. The design and form of the staircase, which rises to the height of the building, remains consistent throughout. The stairwell and adjoining corridors are tiled to dado height, these have now been painted over, however they can be seen to largely comprise white tiles bordered with green tiles.



**Figure 4.8:** Subdivided main entrance to Police Station



**Figure 4.9:** Former Inspectors Office at ground floor



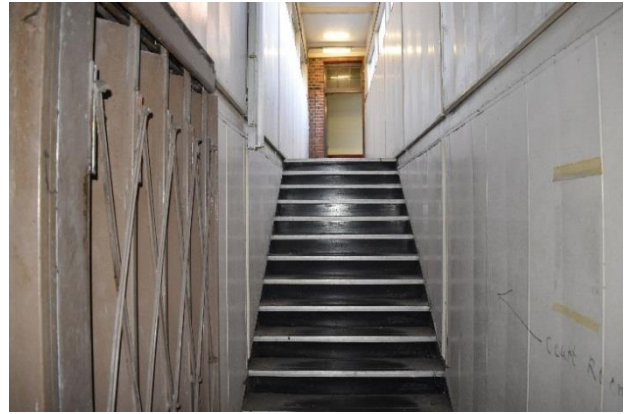
**Figures 4.10 and 4.11:** Primary staircase within Police Station



- 4.34 The cells and charge room are located within the rear wing of the Police Station. Originally, this wing comprised segregated cells for men and women, a medical room, detention room and the charge room. The original plan form of this part of the building remains largely discernable, however any historic features have been removed and the space now comprises a wholly modern appearance. From the charge room, there was also direct access to the Magistrates' court to the first floor via an external glazed corridor. Whilst a link between the two spaces still remains, the original structure has subsequently been replaced.



**Figure 4.12:** Charge room to Police Station



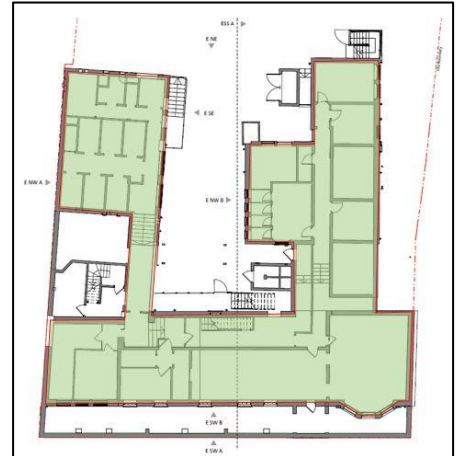
**Figure 4.13:** Modern walkway between charge room and courtroom



**Figures 4.14, 4.15 and 4.16:** Cell Block

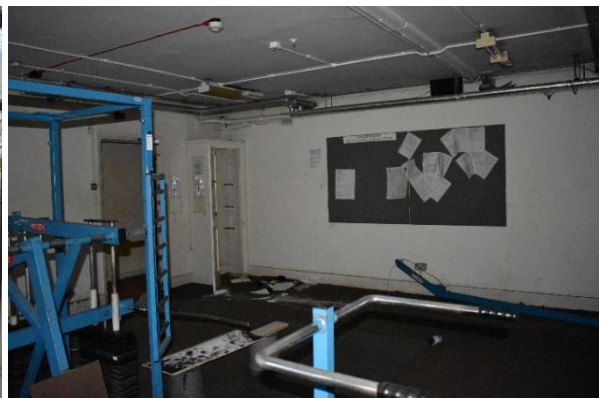
## Basement

4.35 The extent of the Police Station also includes the basement, aside for a small store area associated with the courthouse. Historically, the cell wing at basement level contained the heating services and storage, as well as bike and ambulance parking. The area now houses modern services which are contained largely within the same plan form, however there have been minor changes to internal partitions as well as the subdivision of the staircase to create two separate corridors.

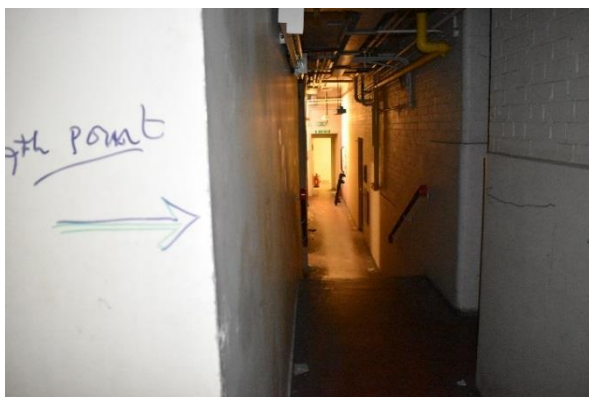


4.36 To the front of the building, at this level, were the clothes room, brushing room, drying room and station mess. These spaces have similarly been subject to a degree of sub-division, however the plan form remains largely intact. The former clothes room, since reused as a billiard room then gymnasium, contains a bay window with non-original crittall windows. Aside of the original external windows, there are no other features of note within the rooms at this level. The corridor running throughout the basement comprises painted brickwork above tiles which rise to dado height, these have now been painted over, however they can be seen to largely comprise white tiles bordered with green tiles.

4.37 Beneath the courthouse at basement level, is the former parade room which is accessed via an internal corridor as well as an external door from the rear yard. Perhaps representing the most significant of changes at this level, the space has been subdivided to accommodate additional cells, incorporated in 1991 when substantial alterations were undertaken to the custody suite. As part of these works, many of the openings within the external elevation were closed.



**Figures 4.17 and 4.18:** Former Clothes Room to Police Station



**Figure 4.19:** Corridor at basement, Police Station wing

**Figure 4.20:** Former Brushing Room to Police Station



### First Floor

- 4.38 To the first floor, above the cells, is the kitchen with a number of ancillary rooms to the rear. The kitchen has been wholly replaced resulting in a loss of original plan form and fabric, whilst the ancillary rooms are a product of a later extension (c.1990) above the flat roof of the ground floor. Consequently, there are no features of interest within these spaces. The rooms which face out onto Rosslyn Hill have lost any original architectural features and suspended ceilings have been introduced throughout. It is most likely that the floor plan was significantly reconfigured when the space was opened up to join with the Section House and Courthouse.



**Figure 4.21:** Front room facing onto Rosslyn Hill



**Figure 4.22:** Rose window facing onto Rosslyn Hill

### Section House

- 4.39 Section houses have historically provided residential accommodation for police officers. At Hampstead, this facility is known to have been provided on site, with archival records referencing accommodation for 30 unmarried officers and 2 married couples. The original floor plans indicate that a self-contained flat was located on the ground floor and accessed via its own private entrance from Downshire Hill. This space did not connect to the Police Station or Magistrates' court and would have provided private residential accommodation for one of the married couples.



4.40 Due to the substantial opening up works which were subsequently undertaken within the building, the original section house has been subsumed into the wider Police Station but the primary room proportions remain largely intact, such as the rooms off the hallway, facing onto Rosslyn Hill, which originally included a sitting room, bedroom and kitchen. Also visible on the original floor plans is a small coal store and pantry as well as a larger scullery, which have now been replaced by cupboards.

4.41 The entrance into the section house would have originally lead into a small entrance hall with a half staircase up to the accommodation on the ground floor as well as a full staircase leading to the second floor. The original ground floor plans illustrate that an additional staircase, which has since been removed, would have given access to the first floor where it is likely that the second married quarters would have been located. Any remnants denoting this part of the building as living quarters have since been removed and the space has been entirely reconfigured though various sub-divisions.



**Figure 4.23:** Former fireplace to self-contained apartment



**Figure 4.24:** Corridor to self-contained apartment



**Figures 4.25 and 4.26:** Rooms to likely former second floor apartment

- 4.42 The second floor is understood to have provided accommodation space for the 30 unmarried officers who are known to have lived on site. Unlike the married quarters, this space was accessed via the primary staircase within the Police Station which rises the height of the building from the basement level. The northern section of the second floor remains as an undivided space, and would have originally housed the dormitory and has subsequently been used as office space. Again, very little architectural detail remains within the space, aside for numerous good quality sash windows with chamfered reveals and the central corridor which comprise the same arrangement of tiling as found elsewhere within the building.



*Figure 4.27: Second floor corridor with tiled walls*



*Figure 4.28: Former dormitory*

### *Courthouse*

- 4.43 The courthouse is located within the north-west wing of the building, fronting onto Downshire Hill, and is set over the ground and first floors with associated ancillary storage located within the basement. Due to the important civic nature of this space, the original architectural scheme would have been more elaborate than that of the Police Station, however a series of incremental changes have eroded its completeness through the removal of historic fabric. Also of interest, and largely intact, are the three main circulation spaces which demonstrate how the building would have been used by members of the public, detainees and Magistrates, including other court staff.

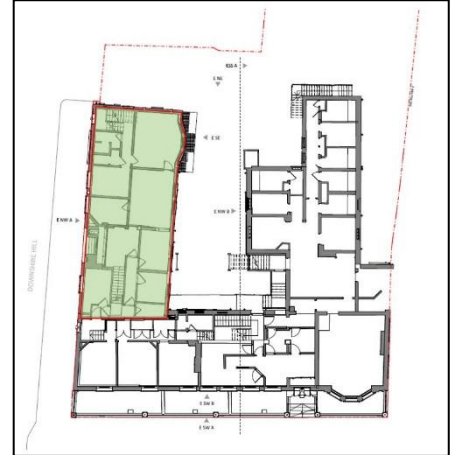
### *Ground Floor*

- 4.44 The public entrance into the courthouse is located to the centre of the Downshire Hill elevation. This entrance leads into a small ante lobby which features high quality joinery, inclusive of brass door fittings. The ante lobby opens into the main entrance hall which comprises a series of 'book in' desks and associated interconnecting rooms, as well as a public staircase leading to the first floor waiting area. The original floor covering to the Entrance Hall is also visible within some sections of the entrance hall and consists of multi-coloured terrazzo. Within these spaces there are also some good quality moulded skirting boards and architraves as well as panelled doors.





4.45 Original floor plans illustrate that the ground floor of the courthouse element of the building comprised a series of juvenile rooms, a separate waiting room for women, as well as toilets, a store, a Clerks' Office and Magistrates' Room. A staircase, which remains in-situ, gives access to the first floor courtroom. The presence of juvenile rooms is significant as Hampstead was the first courthouse to be built with a room set aside specifically for dealing with juvenile cases and was the forerunner of juvenile courts.



4.46 Generally, the room composition and circulation spaces remain intact, however a wall has been added to the side of the staircase to create a corridor and a number of openings within the walls have been rearranged, whilst the Clerks' Office has also been subdivided. The staircase is in its original position and comprises decorative cast iron balusters and a wooden handrail, the design of which is reflective of the stair connecting the Magistrates' Room to the courtroom. The staircase has been extended between first and second floor, illustrated by the abrupt end to the original handrail and the change to plain balusters. The extension to the staircase is likely to have been constructed when the connection between the courthouse wing and the section house was created. An additional staircase also connects the ground floor to the Court Store at basement level, however this section consists of exposed concrete treads and a plain metal handrail projecting from the exposed brickwork and no further architectural detail.

4.47 The second entrance into the courthouse, located to the far left of the Downshire Hill elevation, was for the use of the Magistrates. The entrance gives direct access to the Magistrates' stairwell, connecting the Magistrates Room at ground floor level to the courtroom on the first floor. The architectural detail of the staircase, from ground to first floor, follows that of the public staircase with the stairwell comprising moulded skirting boards and cornices. The varying treatment to the staircases is reflective of the hierarchy of spaces within the courthouse. The separation of the Magistrates stair ensures that the magistrate and court staff can move throughout the building without needing to enter into any public spaces.



**Figure 4.29:** Main entrance into courthouse



**Figure 4.30:** Courthouse staircase with later wall adjacent





*Figure 4.31: Courthouse staircase*



*Figure 4.32: Courthouse staircase with later extension*



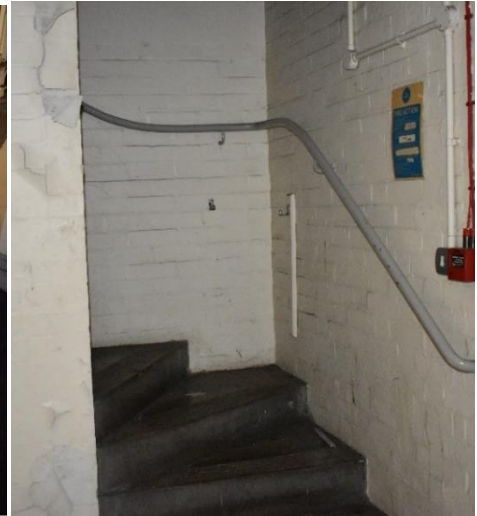
*Figure 4.31: Staircase and corridor with terrazzo floor*



*Figure 4.32: Former Magistrates' Room*



*Figures 4.33 and 4.34: Magistrates' staircase*



*Figure 4.35: Staircase to Court Store*

## First Floor

4.48 The public staircase leads from the main entrance at ground floor level and rises to the waiting area at first floor. This space comprises herringbone parquet flooring and moulded coving with dentils, which are currently situated above a suspended ceiling. Further opening up works are required to understand the completeness of this feature. The public waiting area is lit by a 9-light mullioned and transomed window, which is a prominent architectural feature within this space. As well as the courtroom at this level, there is also a room, adjacent to staircase, which fronts onto Downshire Hill, which features an internal 10-pane window and allows natural light to reach the primary stairwell.



4.49 The courtroom has a number of access points; the main entrance from the public waiting area, a secondary entrance from the waiting area which leads into the public viewing gallery, the Magistrates' entrance to the rear of the courtroom and an offenders' entrance which is accessed from a rear waiting room (adjacent to the public waiting area) reached via an external walkway rising up from the charge room at ground floor level.

4.50 The courtroom features the most elaborate architectural scheme found within the Police Station and courthouse and is demonstrative of the level of importance attributed to this space. The internal walls to the courtroom are lined with wooden panelling rising from the floor to the door lintels, finished with dentil detailing. A similar treatment has also been used to denote the public gallery, jury stand and clerk seating. Contrastingly, the dock comprises cast iron balusters on a raised plinth. Above the panelling is a run of coving which also comprises a dentil cornice below. Due to the need for privacy, the courtroom is top lit and does not have any windows to the elevations.



**Figure 4.36:** Courthouse public waiting area



**Figure 4.37:** Cornice detail to public waiting area



*Figures 4.38 and 4.39: Magistrates' Courtroom*



*Figure 4.40: Magistrates' Courtroom*

## Summary of Significance

### *Architectural Interest*

- 4.51 The architectural interest of Hampstead Police Station largely derives from its external elevations, particularly those which face onto Rosslyn Hill and Downshire Hill. The building combines a mix of Classical and Arts and Crafts styles conveying a vernacular character, befitting of its position on the central High Street at the edge of Hampstead Village, whilst also exhibiting a strong sense of civic identity. Constructed in red brick with stone dressings, the building exhibits strong architectural quality resulting in the presence of a local landmark. The rear elevations are more utilitarian in their design and have undergone a great deal of intervention and alteration, resulting in a lesser contribution to the significance of the building.



- 4.52 Internally, much of the original plan form and architectural features have been lost as a result of successive years of unsympathetic alterations, particularly during the 1950s when a national programme of modernisation and expansion took place and led to the heavy alteration of many of the older stations. Despite having been subjected to a number of alterations, the architectural scheme within the Magistrates' courtroom is the most intact and important internal space within the building, making a high contribution to its significance. Other important spaces such as the original parade room and Police Station public entrance have been subdivided and have subsequently lost their original architectural detail and therefore make a much lesser contribution. The three primary staircases, despite being somewhat altered, also contribute to the significance of the building, residing within their original location. Comprising a high degree of original fabric, the character of each of the staircases is illustrative of the original circulation routes within the building. Other architectural features such as tiled walls, chamfered reveals to sash windows, cornices and skirting have been retained, in part throughout the building, and contribute to its architectural interest.

#### *Historic Interest*

- 4.53 The form of the Metropolitan Police station emerged in the 1840s as a result of the need to link together the functions of crime detection and holding suspects. The location, planning and appearance of the stations were the responsibility of the Police Surveyors' Department which was directed by a Chief Surveyor. Hampstead Police Station and Magistrates' Court is demonstrative of John Dixon Butler's period in charge as Architect and Surveyor to the Metropolitan Police and is a high quality example of his work. Butler's repertoire exhibited a wealth of styles with a strong sense of versatility, illustrated by the small cottage style buildings of two-storeys and the large-scale civic buildings comprising 10 bays and three-storeys with an austere appearance. Despite this variation, his designs instilled an individual character which became synonymous with the Metropolitan Police, creating an identity unlike any which his predecessors had been able to achieve.
- 4.54 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.

#### **Conservation Area - Hampstead**

- 4.55 The application site is located within the Hampstead Conservation Area as designated by the London Borough of Camden in 1968 and subsequently extended on several occasions during the 1970's, 1980's and 1990s. The most recent changes were in 2001 with the boundary along Rosslyn Hill being amended with land being transferred to the Fitzjohns/Netherall Conservation Area. In support of the designation of the area, the Council have prepared a Conservation Area Appraisal which sets out the historic development of the area and identifies the character and appearance of the area.
- 4.56 The former Police Station and Magistrates Court is a key component of the character and appearance of the conservation area, making a positive contribution to its significance. Therefore, the effect of the application proposals on the character and appearance of the conservation area is directly linked to the listed building. That is, that if the proposals preserve the significance of the listed building, it will directly follow that the character and appearance of the conservation area will similarly be preserved.



### *Historic Development*

- 4.57 From the beginning of the 17<sup>th</sup> century, Hampstead began to attract wealthy people from London, and in particular lawyers, merchants and bankers who were drawn by the elevated position and the absence of any resident landed aristocracy. At the same time, Protestant dissenters (who were forbidden to preach within 5 miles of Charing Cross also moved in to the area.
- 4.58 In 1698, the Gainsborough family gave six acres east of the High Street to the ‘poor of Hampstead’ which resulted in the establishment of the ‘The Wells Trust’ which intended to develop the chalybeate springs as a spa. A pump room and large assembly room were built at the source in Well Walk and the waters were also bottled for sale in the City. The popularity of the spa only lasted a relatively short time as others in Kilburn and the pleasure gardens in Belsize Park became more popular. By the time of Rocque’s plan of the area, the village had a population of 1,400 compare with just 600 the previous century. Much of today’s street pattern was established at this time and is shown on Rocque’s plan. By the end of the 19<sup>th</sup> century, the population of the area had increased to 4,300.
- 4.59 There was significant growth in the area by the 19<sup>th</sup> century with a number of large houses built in and adjacent to the centre of the village and on either side of the High Street. There were also large areas of working class cottages. During the 19<sup>th</sup> century, the built envelope of the village moved downhill with the development of stuccoed villas and terraces in Downshire Hill and John Street. Further changes, including the construction of Finchley Road connecting St Johns Wood to Finchley led to a campaign to protect the commons following the threat of development between Hampstead Ponds and the Vale of Health.
- 4.60 Towards the end of the 19<sup>th</sup> century, Fitzjohns Avenue was laid out which led to the construction of large detached villas, reinforcing the popularity of the area with the wealthy upper class. This also coincided with the coming of the railways in 1860 which stimulated the expansion of Hampstead yet further.
- 4.61 In the 20<sup>th</sup> century, a number of larger houses continue to be built on the western slopes around Frognal and Fitzjohns Avenue in a variety of styles, starting with Arts and Crafts and leading to neo-Georgian as the 20<sup>th</sup> century progressed. Following WWII, both private and public housing sought to reflect the Hampstead character and development was limited to infill rather than significant redevelopment.

### *Character and Appearance*

- 4.62 The Adopted Conservation Area Character Appraisal identifies that the Hampstead Conservation Area has 8 sub-areas. The application site is within Sub-Area 1; Heath Street/High Street. The former Police Station sits at the boundary of the area, with sub-area 3; Willoughby Road/Downshire Hill bordering the Police Station.
- 4.63 Sub-area 1 is focussed on Heath Street and Hampstead High Street, the central spine of Hampstead which runs north from London. This provides the main retail centre, defined as a District Centre. The Appraisal notes that on Rosslyn Hill, the shopping frontage continues with the majority of the buildings dating from the 1880s and comprising four storey terraces with a number of embellishments and designs including stone dressings, gable roofs and first floor bay windows. The Former Police Station is noted as ending the sub-area and relates to the wider red brick buildings to the north.
- 4.64 The Downshire Hill Area is within sub-area 3. The Audit notes that the area was developed in the early 1800s around the chapel of St Johns, with most of the buildings dating from that period being listed. Residential properties range from small cottages to substantial villas of brick or stucco, detached or combined in informal terraces. The buildings are set within landscaped spacious front gardens with low walls, hedges or

railings. Downshire Hill is noted as sloping down towards the Heath with broad houses set back behind front gardens. The majority of houses are stuccoed with no uniformity between the houses.

## 5 Assessment of Proposals

- 5.1 The heritage legal and planning policy relevant to the consideration of the application proposals set out in Appendix A of this report. This legal and policy context includes the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy set out in the NPPF as well as regional and local policy for the historic environment.
- 5.2 In accordance with paragraph 189 of the NPPF, the significance of the designated and non-designated heritage assets that may be affected by the application proposals have been set out in Section 3 of this report.
- 5.3 The NPPF requires local planning authorities to identify and assess significance of a heritage asset that may be affected by the proposals (paragraph 190). They should take the assessment into account when considering the impact of proposals in order to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposals.
- 5.4 Account should be taken of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation, the positive contribution that conservation of heritage assets can make to sustainable communities including their economic viability, and the desirability of the new development making a positive contribution to local character and distinctiveness (paragraph 192).
- 5.5 When considering the impact of proposals on the significance of designated heritage assets, the NPPF requires (paragraph 193) that great weight should be given to their conservation and the more important the asset, the greater the weight should be. This is consistent with recent high court judgements (Barnwell Manor, Forge Fields) where great weight should be attached to the statutory duty.
- 5.6 Where a development proposal causes harm to the significance of designated heritage assets, this should either be treated as less than substantial (paragraph 196), or substantial (paragraph 195). In determining the level of harm, the relative significance of the element affected should be taken into account (paragraph 193). Furthermore, local planning authorities are also encouraged to look for opportunities for new development within conservation areas and the setting of heritage assets to enhance or better reveal their significance. According to paragraph 200, proposals that preserve those elements of setting that make a positive contribution to or better reveal the significance of a heritage asset should be treated favourably.
- 5.7 Paragraph 197 of the NPPF concerns the effect of an application on the significance of a non-designated heritage asset and should be taken into account when considering development proposals within a balanced judgement being required to have regard to the scale of any harm or loss against the significance of the asset.

### The Proposals

- 5.8 The application proposals comprise the change of use of the former Hampstead Police Station and Magistrates Court to a 1FE Primary School, to be occupied by the existing Abacus Belsize School

(currently located within temporary accommodation with Kings Cross) The proposals also involve the use of the Magistrates Courtroom as a Business and Enterprise Space. The application proposals are limited to the existing envelope of the building with the exception of the a small extension at lower ground and ground floors to provide a hall for use by the school.

## Impact of Application Proposals

### Relationship to Refused Applications

- 5.9 At the outset, it must be noted that this application follows the refusal of planning permission and listed building consent in 2017 for a 2FE school. The previous application was refused, in part, on the heritage implications of the proposed development which included the substantial demolition of the listed building, with a large extension added to the rear. These proposals also involved the loss of the principal Police Station stair.
- 5.10 These revised proposals differ significantly to those refused previously. It is now proposed to utilise the existing building envelope, with only limited extension. The application proposals also now involve the retention of the stairs – the Police Station and the Magistrates Court stair – as these are key elements of the buildings significance.

### Significance

- 5.11 The application proposals will directly affect the significance of the listed building through changes to its built fabric. These alterations have been informed by a detailed understanding of the significance of the listed building through this Heritage Statement and also assessments prepared in support of the previous application, the Council's own assessment of interest (as contained within the Council's Committee Report for the refused applications) and also by Historic England's assessment of the building as part of their review of the buildings listing. There is therefore a very detailed understanding of the significance of the listed building.

### Application Proposals

- 5.12 The application proposals will have a direct effect on the significance of the grade II listed former Hampstead Police Station and a direct effect on the character and appearance of the Hampstead Conservation Area. For ease, we have considered these changes as follows:
- the change of use of the police station to educational use;
  - the effect of physical external works on the significance of the listed building;
  - the effect of physical internal works on the significance of the listed building;
  - the effect of the works on the character and appearance of the conservation area.

### *Change of Use*

- 5.13 The application proposes the change of use of the former grade II listed Hampstead Police Station from sui generis to an educational use. The use of the building as a school and business enterprise space is a wholly appropriate one given the role that the former police station had in the local community. The proposals will regenerate and reinstate the building as a key focus for the local community as it will provide it with a beneficial use which will sustain its upkeep and ensure that



it remains occupied and in use as a beneficial part of the local townscape. The proposed use is therefore considered to be wholly appropriate given its historic context and will enhance the significance of the listed building and the character and appearance of the conservation area.

***External Works to the listed building***

- 5.14 The street facing elevations of the Police Station form a key element of significance. The elevations to Rosslyn Hill and Downshire Hill have a high degree of aesthetic quality which make a significant contribution to the interest of the listed building. These have been a key driver to the development of the proposals, to ensure that change on these elevations is kept to a minimum.
- 5.15 The main external changes affecting the street facing elevations relate to the provision of 'Equality of Access' through the provision of access ramps to each key access point. On the Rosslyn Hill elevation, a new ramp will be inserted into the lightwell. This will involve the extension of the stair to the Police Station entrance on to the public footpath to create a level landing. The proposed ramp will involve the loss of a small part of one of the existing buttresses within the lightwell, but will be supported by padstones within the street retaining wall and new post supports within the lightwell. The proposed railings will be of a similar design to those existing. The provision of a ramp will necessitate a small area of existing street railing to be removed to allow access. This has been designed to be kept to a minimum so as to limit any loss of street railings.
- 5.16 On Downshire Hill, it is proposed to create a shallow ramp to the original Section House entrance to provide 'Equality of Access' to the proposed Business and Enterprise Space through a level access. This will involve the slight raising of the street and will also include some minor works to the entrance, removing a shallow step to allow for the insertion of the ramp. This will not affect the significance of the listed building and will better reveal the significance of the listed building through making the building accessible to all.
- 5.17 The rear of the building has a much more utilitarian appearance given that it was not public facing and contained the working elements of the Police Station. Within this area, it is proposed to remove the modern accretions and additions, stripping back the exposed services to reinstate as much of the appearance of the rear as possible. This also involves the insertion of a new canopy at the rear of the building to create a covered playspace for use by the school. The canopy has been designed to be independent of the listed building and to not be reliant on it for support. It will be a lightweight addition which be easily read as a new and modern intervention into the building.
- 5.18 On these rear elevations, it is also proposed to insert two new windows into the rear of the courtroom wing. These reinstate two windows which were previously blocked up as a result of the conversion of the lower ground floor parade room into a cell block. A new fire stair and door to the dry store are other minor elements that will be introduced sensitively within the building envelope.
- 5.19 A small double height extension is proposed to provide a regularly shaped school hall. This small extension will replace the link between the original cell block and the magistrates court and is the only extension proposed as part of this application. This double height extension will be a minimal intervention into the building fabric and will not be readily noticeable from any public viewing location. It will be constructed in brick to match the existing building.

- 5.20 Further, any external grilles required for the M&E solution for the building will be located on the rear elevation to ensure that the any change to the principal elevations (i.e. those facing Rosslyn Hill and Downshire Hill) is limited.
- 5.21 The application proposals include a comprehensive package of refurbishment works to the exterior of the building. This will include the repair of any brickwork or stonework where necessary as well as the cleaning (to a method to be agreed with the local planning authority) of the brickwork. These works will enhance the external appearance of the building.

***Internal works to the listed building***

- 5.22 The significance of the listed building is well documented as a result of previous applications. This has provided a significant body of information to inform the design development of the application proposals. Central to this has been to re-use the existing building fabric as far as is reasonably practicable.
- 5.23 Internally, the building is very plain, reflecting its use as an operational police station. As a result, there is little adornment to internal surfaces, limited to the route from ground floor to the first floor magistrates court and also the tiles within the stair compartment within the Police Station. These will be retained in these application proposals and, in the case of the Magistrates stair, will be opened up to reinstate the original appearance of the space and the procession from the Magistrates entrance to the court room. This will be a significant enhancement to the experience of the building.

**Circulation**

- 5.24 In respect of the Police Station stair, the application proposals seek to retain the integrity of the stair compartment as the principal means of circulation around the School. Double doors will be inserted in the place of the existing single doors. The tiles to the walls will be cut and removed carefully to ensure that the original appearance of the stair can be maintained and, with the removal of the paint to the tiles, will enhance the appearance of the stair. It is also proposed to encase the balusters and balustrade to meet Health and Safety requirements. Whilst the stair will no longer be appreciable, it will be preserved in situ and the encasing will be fully reversible.
- 5.25 It is also proposed to insert a new stair to the south of the building to serve all floors. This will involve the loss of some floor structure and it will be sensitively inserted into the building with the careful cutting of joists where necessary to limit any loss of fabric. It is also proposed to insert a new lift to serve the Magistrates Court and School. This is located in a discrete position where it does not disturb any features of note.

**Lower Ground Floor**

- 5.26 At lower ground floor, the modern cells (situated next to the vehicular entrance from Downshire Hill) will be removed, reinstating the original proportions of the Parade Room. A series of small cellular rooms will also be formed on the Rosslyn Hill facing side of the buildings. Further, two new classrooms will be formed within the rear wing. The lower ground floor was always intended to be subject to change as the operation of the building as a police station changes over time (as shown by the modern cells at this level).

## Ground Floor

- 5.27 At ground floor, the retention of the stair compartment continues and will remain as a central element in the building. It is proposed to remove the internal structure to the rear wing to open up as a single space for use as a large hall. It is at this level where the small double storey extension allows for the creation of a regularly shaped space.
- 5.28 The creation of the school hall involves the loss of the original police cells. These cannot be re-used as part of the school as it is not reasonably practicable to create a hall of sufficient size elsewhere within the building. In removing the original cells, two of the cell doors will be relocated within the proposals to ensure that there is a memory of the former use of the building.
- 5.29 It is also proposed, at this level, to create a new entrance space more akin to the original, which will improve the appearance of the buildings. Further along the Rosslyn Hill facing part of the building, a series of small cellular rooms will be created for the everyday use of the school. These will involve the loss of modern partitions and some elements of the fabric of the building.
- 5.30 A new business and enterprise space is proposed for the Magistrates Courts part of the building. This will involve the creation of a large open plan space at ground floor level. This involves the loss of modern partitions and no historic fabric.

## First Floor

- 5.31 At first floor, the same principle of development continues, with the retention of the integrity of the stair compartment with its restored glazed tiles and the division between the School and the new Business and Enterprise Space. There will be some removal of internal structure to allow open plan class rooms, but much of this is modern and not of any historic note. Whilst a chimney breast will be removed in the rear wing, it is proposed to retain and support the chimney so that there will be no change to the external expression of such elements.
- 5.32 The Magistrates Court is proposed to be re-purposed for use as a Business and Enterprise Centre. At first floor, this includes the loss of the modern suspended ceiling within the entrance hall, reinstating the space with its original decorative features. This will also involve the loss of some of the court furniture, including the advocates bench, the public gallery and the dock. It is proposed, however, to retain the Magistrates bench so that the original use of the space can be discerned. As part of these works, the wood panelling to the walls will also be refurbished and, where necessary, repaired.

## Second Floor

- 5.33 To the second floor, modern partitions will be removed to create a series of larger rooms, to be used as a meeting room, classroom and small hall. The creation of a small hall will involve the loss of the columns within the space, reinstating this area as a single open space. This will preserve the significance of the listed building.

### **Stable Block**

- 5.34 The stable block in the south east corner of the site is noted in the revised list description as forming part of the original phase of development, albeit that it has been subject to alteration with the loss of the stables and their replacement with a modern extension. The building will be repurposed for two new class rooms. As part of these works, the internal structure (which is of no merit) will be removed to allow the creation of open plan spaces. A small lightwell will also be infilled. Whilst there will be some minor amendments to the fenestration and door pattern to the stable block, these are not considered significant and the appearance of the stable block will be preserved.

### **Servicing**

- 5.35 The servicing of the building has been paramount to the design development of the proposals. Detailed drawings have been submitted as part of the application proposals which deal with how the building will be serviced with the identification of pipe and cable runs as well as mechanical ventilation. This comprehensive approach to development ensures that the application proposals are deliverable and will preserve the significance of the listed building.

### ***Effect on the character and appearance of the conservation area***

- 5.36 The application proposals involve limited change to the exterior of the building. The creation of two new access ramps to ensure that the building is accessible will ensure that the building is open for all. The package of works proposed will enhance the external appearance

### **Considerations against Legislation and Policy**

#### ***Statutory Duties***

- 5.37 The Planning (Listed Buildings and Conservation Areas) Act 1990 places duty upon the decision maker in determining applications for planning permission to have special regard to the desirability of preserving the character and appearance of conservation areas.
- 5.38 This statement has identified the significance of the designated heritage assets which could be affected by the application proposals. This has been informed by the significance assessment work undertaken as part of the previous application (by three different bodies – the Council, the applicant and the objectors) and also by the review of listing undertaken by Historic England. This assessment of significance has informed the design development, identifying the key aspects of the building which contribute and do not contribute to special interest.
- 5.39 The application proposals respond to this shared understanding of significance and retain those elements that contribute to special interest and, in the case of the Police Station stair and the sequence of spaces leading to the Magistrates Court, enhance their appearance.
- 5.40 Ultimately, the proposals are a sensitive response to the significance of the building, re-using a building which had lain vacant for a number of years. The application proposals will enhance the listed building and will ensure that it is put to a beneficial use to safeguard its future.



- 5.41 The application proposals will also preserve and enhance the character and appearance of the Hampstead Conservation Area by bringing the building, a key landmark within the surroundings, into a beneficial use through continued occupation.

*NPPF (2019)*

- 5.42 The significance of the designated heritage assets as required by paragraph 189 of the NPPF, has been set out in Section 3 of this report. In accordance with paragraph 192 of the NPPF, the application proposals will enhance the significance of the listed building and preserve and enhance the character and appearance of the Hampstead Conservation Area.
- 5.43 The conservation of heritage assets has, in line with paragraph 193 of the NPPF, been given great weight and provides an opportunity for new development to better reveal the significance of the heritage assets (paragraph 200). According, the application proposals are in accordance with the NPPF.

*London Plan*

- 5.44 This statement demonstrates that the application proposals that could be affected have identified and their significance assessed. The proposals will ensure that the heritage values of the surrounding area are preserved and will be enhanced through a carefully designed scheme. The proposals are therefore in accordance with paragraph 7.8 of the London Plan.

*Local Policy*

- 5.45 The application proposals are considered to be in accordance with Policy D1 and D2 of the Camden Local Plan in that the significance of the identified heritage assets has been considered throughout the design process leading to a heritage led design. The application proposals, in conclusion, will preserve, and enhance, the character and appearance of the Hampstead Conservation Area and enhance the significance of the grade II listed former Hampstead Police Station.

## Appendix 1: Location Plan



This is an A4 sized map and should be printed full size at A4 with no page scaling set.  
**Name:** HAMPSTEAD POLICE STATION AND COURT HOUSE AND ATTACHED RAILINGS AND LAMPS

**Heritage Category:**

Listing

**List Entry No :**

1130397

**Grade:**

II

**County:** Greater London Authority

**District:** Camden

**Parish:** Non Civil Parish

For all entries pre-dating 4 April 2011 maps and national grid references do not form part of the official record of a listed building. In such cases the map here and the national grid reference are generated from the list entry in the official record and added later to aid identification of the principal listed building or buildings.

For all list entries made on or after 4 April 2011 the map here and the national grid reference do form part of the official record. In such cases the map and the national grid reference are to aid identification of the principal listed building or buildings only and must be read in conjunction with other information in the record.

Any object or structure fixed to the principal building or buildings and any object or structure within the curtilage of the building, which, although not fixed to the building, forms part of the land and has done so since before 1st July, 1948 is by law to be treated as part of the listed building.

This map was delivered electronically and when printed may not be to scale and may be subject to distortions.

**List Entry NGR:**

TQ 26855 85551

**Map Scale:**

1:2500

**Print Date:**

13 November 2017



Historic England

[HistoricEngland.org.uk](http://HistoricEngland.org.uk)

## Appendix 2: List Entry Description



Former Police Station and Courthouse, including stable and harness room, railings and lamps

*Overview*

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: Rosslyn Hill & Downshire Hill, Hampstead, London, NW3 1PD

*Location*

Statutory Address: Rosslyn Hill & Downshire Hill, Hampstead, London, NW3 1PD

The building or site itself may lie within the boundary of more than one authority.

County: Greater London Authority

District: Camden (London Borough)

Parish: Non Civil Parish

National Grid Reference: TQ2686585549

*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 of 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; \* Intricately planned to provide separate areas for the different primary functions of the building, with careful consideration of the requirements of the various parts; \* 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 manifest 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 in 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 room, a parade room for 60 men, four-stall stable loose box and harness room (detached), quarters for a married inspector and constable, and quarters for 30 single 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, 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 Hill 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 uniforms, fuel storage and the police mess and parade rooms (subdivided). There were two sets of living quarters within the building, intended for the married inspector 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 appears to have been partially subdivided. The Downshire Hill range is largely occupied by the courthouse and related accommodation; 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 Rosslyn Hill, and is two storeys plus attic and basement. It is symmetrical in its general form, though on the right-hand side a picturesquely grouped set of features offset the otherwise rhythmical elevation; a short flight of steps leads to the double panelled front doors, which stand within a richly moulded architrave 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 canted bay window rises from the basement. To the left of the door, the ground and first floors have five closely-spaced windows beneath a large central

pediment, with two wider window bays to the far side. Windows, generally, are 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 keyed oculus above. To either side, projecting from the pitched roof, are dormers with paired sashes in moulded, pedimented architraves. The basement has an open light void 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 are 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 in the attic gable. To the left is the doorway to the courthouse, which forms the centrepiece of the Downshire Hill façade. Double doors stand within a moulded architrave with a cornice above and a label before the pulvinated 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 leaded glazing. Left of the main entrance are two single and one tripartite windows in stone surrounds, and to the extreme left, at basement level due to the falling ground level, is the staff entrance to the court: a single panelled door in a moulded architrave with a keystone. The roofline drops above the courthouse, and the pitched roof has a large lantern lighting the first-floor courtroom. 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 caps.

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 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 suspects 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 level 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 and 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 former stable block and harness room stand at the north-east corner of the rear courtyard, facing north-west. 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**

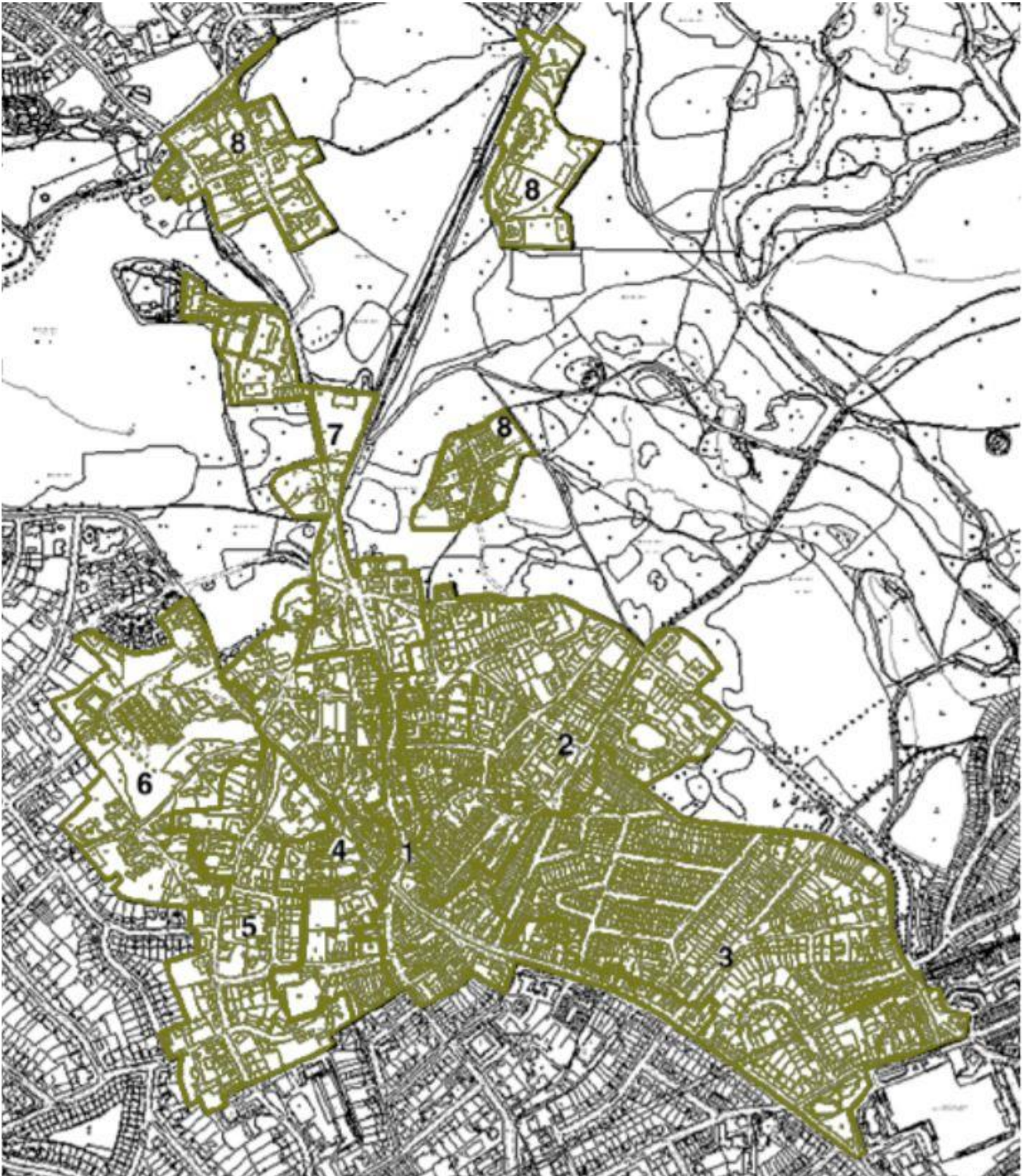
Building plans, 1912, lodged with the Metropolitan Police Heritage Centre, London

### *Legal*

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

End of official listing

## Appendix 3: Boundary of Hampstead Conservation Area



## Appendix 4: Legislation, Planning Policy and Guidance



## Legislation

### Planning (Listed Buildings and Conservation Areas) Act 1990.

Legislation regarding buildings and areas of special architectural and historic interest is contained within the Planning (Listed Buildings and Conservation Areas) Act 1990.

The relevant legislation in this case extends from Section 16 of the 1990 Act which states that in considering applications for listed building consent, the local planning authority shall have special regard to the desirability of preserving the Listed Building or its setting or any features of special architectural or historic interest which it possesses.

Section 66 further 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.

According to Section 69 of the Act a Conservation Area is an “area of special architectural or historic interest the character and the appearance of which is desirable to preserve or enhance”. It is the duty of Local Authorities to designate such areas and to use their legal powers to safeguard and enhance the special qualities of these areas within the framework of controlled and positive management of change.

Section 69 further states that it shall be the duty of a local planning authority from time to time to review the past exercise of functions under this section and to determine whether any parts or any further parts of their area should be designated as conservation areas; and, if they so determine, they shall designate those parts accordingly. Adding, The Secretary of State may from time to time determine that any part of a local planning authority’s area which is not for the time being designated as a conservation area is an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance; and, if he so determines, he may designate that part as a conservation area.

Further to this 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 the character and appearance of Conservation Areas. Further provisions are detailed in Section 74 of the Act.

Recent case law<sup>3</sup> has confirmed that Parliament’s intention in enacting Section 66 (1) was that decision-makers should give “considerable importance and weight” to the desirability of preserving the setting of listed buildings, where “preserve” means “to do no harm”. This duty must be borne in mind when considering any harm that may accrue and the balancing of such harm against public benefits as required by national planning policy. This can also logically be applied to the statutory tests in respect of conservation areas.

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<sup>3</sup> Barnwell Manor Wind Energy Limited and (1) East Northamptonshire District Council (2) Historic England (3) National Trust (4) The Secretary of State for Communities and Local Governments, Case No: C1/2013/0843, 18th February 2014

## National Planning Policy

### National Planning Policy Framework (NPPF) (2019)

The National Planning Policy Framework (NPPF) was published in February 2019 and 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.

When determining Planning Applications, the NPPF directs LPAs to apply the approach of presumption in favour of sustainable development; the 'golden thread' which is expected to run through the plan-making and decision-taking activities. It should be noted however, that this is expected to apply except where this conflicts with other policies combined within the NPPF, inclusive of those covering the protection of designated heritage assets<sup>4</sup>, as set out in paragraph 11 of the NPPF.

Within section 12 of the NPPF, 'Achieving well-designed places', Paragraphs 124 to 132, reinforce 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 16, 'Conserving and Enhancing the Historic Environment', Paragraphs 184-202, relate to developments that have an effect upon the historic environment. These paragraphs provide the guidance 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. This should be a positive strategy for the conservation and enjoyment of the historic environment and should include heritage assets which are most at risk through neglect, decay or other threats. It is also noted that heritage assets should be conserved in a manner appropriate to their significance<sup>5</sup>.

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. These considerations should be taken into account when determining planning applications:

- 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;

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<sup>4</sup> **Designated heritage asset** – A World Heritage Site, Scheduled Ancient Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation designated under the relevant legislation.

<sup>5</sup> **Significance** – 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 with each site's Statement of Outstanding Universal Value forms part of its significance.

- 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.

Paragraph 186 of the NPPF states that when considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.

In order to determine applications for development, Paragraph 189 of the NPPF states that LPAs should require applicants to describe the significance of the heritage assets affected and the contribution made by their setting<sup>6</sup>. Adding that 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 190, LPAs should also identify and assess the significance of a heritage asset that may be affected by a proposal and should take this assessment into account when considering the impact upon the heritage asset.

Paragraph 191 adds that where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.

Paragraphs 193 to 198 consider the impact of a proposed development upon the significance of a heritage asset<sup>7</sup>. Paragraph 193 emphasises that when a new development is proposed, great weight should be given to the asset's conservation<sup>8</sup> and that the more important the asset, the greater this weight should be. It is noted within this paragraph that significance can be harmed or lost through the alteration or destruction of the heritage asset or by development within its setting.

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

Paragraph 197 notes that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. Adding, that in weighing applications

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<sup>6</sup> **Setting of a heritage asset** - 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 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. (NPPF Annex 2: Glossary)

<sup>7</sup> **Heritage asset** – A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated and assets identified by the local planning authority (including local listing).

<sup>8</sup> **Conservation** – The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances the significance. (NPPF Annex 2: Glossary)

that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraph 198 stipulates that local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

In addition, Paragraph 200 notes that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Adding, proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

Paragraph 201 importantly clarifies that not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Adding, loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

The NPPF therefore continues the philosophy of that upheld in PPS5 in moving away from narrow or prescriptive attitudes towards development within the historic environment, towards intelligent, imaginative and sustainable approaches to managing change. English Heritage (now Historic England) defined this new approach, now reflected in the NPPF, as 'constructive conservation'. This is 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

### National Planning Practice Guidance, (NPPG), (2014)

Planning Practice Guidance (NPPG) was introduced by the Government as a web based resource on 6th March 2014 and is updated regularly, with the most recent update on 29 November 2016. The NPPG is intended to provide more detailed guidance and information with regard to the implementation of national policy set out in the NPPF.

It reiterates that conservation of heritage assets in a manner appropriate to their significance is a core planning principle. It also states, conservation is an active process of maintenance and managing change, requiring a flexible and thoughtful approach. Furthermore, it highlights that neglect and decay of heritage assets is best addressed through ensuring they remain in active use that is consistent with their conservation.

Importantly, the guidance states that if complete, or partial loss of a heritage asset is justified, the aim



should then be to capture and record the evidence of the asset's significance, and make the interpretation publicly available.

Key elements of the guidance relate to assessing harm. It states, an important consideration should be whether the proposed works adversely affect a key element of the heritage asset's special architectural or historic interest. Adding, it is the degree of harm, rather than the scale of development that is to be assessed. The level of 'substantial harm' is stated to be a high bar that may not arise in many cases. Essentially, whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the NPPF.

Importantly, it is stated harm may arise from works to the asset or from development within its setting. Setting is defined as the surroundings in which an asset is experienced, and may be more extensive than the curtilage. A thorough assessment of the impact of proposals upon setting needs to take into account, and be proportionate to, the significance of the heritage asset and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

Section Two of the NPPG makes clear that the delivery of development within the setting of heritage assets has the potential to make a positive contribution to, or better reveal, the significance of that asset.

Finally, the NPPG provides in depth guidance on the importance of World Heritage Sites, why they are importance and the contribution setting makes to their Outstanding Universal Value. The NPPG also provides guidance on the approaches that should be taken to assess the impact of development on the Outstanding Universal Value of World Heritage Sites.

### **Historic England Guidance - Overview**

On the 25th March 2015 Historic England (formerly English Heritage) withdrew the PPS5 Practice Guide. This document has been replaced with three Good Practice Advice in Planning Notes (GPAs), 'GPA1: Local Plan Making' (Published 25th March 2015), 'GPA2: Managing significance in Decision-Taking in the historic Environment' (Published 27th March 2015) and 'GPA3: The Setting of Heritage Assets (December 2017). A further document entitled 'GPA4: Enabling Development' is yet to be adopted.

The GPAs provide supporting guidance relating to good conservation practice. The documents particularly focus on the how good practice can be achieved through the principles included within national policy and guidance. As such, the GPAs provide information on good practice to assist LPAs, planning and other consultants, owners, applicants and other interested parties when implementing policy found within the NPPF and PPG relating to the historic environment.

In addition to these documents Historic England has published three core Advice Notes (HEAs) which provide detailed and practical advice on how national policy and guidance is implemented. These documents include; 'HEA1: Understanding Place: Conservation Area Designation, Appraisal and Management' (25<sup>th</sup> February 2016), 'HEA2: Making Changes to Heritage Assets' (25<sup>th</sup> February 2016) and 'HEA3: The Historic Environment and Site Allocations in Local Plans' (30<sup>th</sup> October 2015). In addition to these 'HEA4: Tall Buildings' (10<sup>th</sup> December 2005), 'Managing Local Authority Heritage (2<sup>nd</sup> June 2003)', 'HEA7: Local Heritage Listing' (May 2016) and 'HEA10: Listed Buildings and Curtilage (21<sup>st</sup> February 2018)

provide further information and guidance in respect of managing the historic environment.

**Historic England Good Practice Advice Note 1 (GPA1): The Historic Environment in Local Plans (March, 2015)**

This document stresses the importance of formulating Local Plans that are based on up-to-date and relevant evidence in relation to the economic, social and environmental characteristics and prospects of an area, including the historic environment, as set out by the NPPF. The document provides advice on how information in respect of the local historic environment can be gathered, emphasising the importance of not only setting out known sites, but in understanding their value (i.e. significance). This evidence should be used to define a positive strategy for the historic environment and the formulation of a plan for the maintenance and use of heritage assets and for the delivery of development, including within their setting, that will afford appropriate protection for the asset(s) and make a positive contribution to local character and distinctiveness.

Furthermore, the Local Plan can assist in ensuring that site allocations avoid harming the significance of heritage assets and their settings, whilst providing the opportunity to ‘inform the nature of allocations so development responds and reflects local character’.

Further information is given relating to cumulative impact, 106 agreements, stating ‘to support the delivery of the Plan’s heritage strategy it may be considered appropriate to include reference to the role of Section 106 agreements in relation to heritage assets, particularly those at risk.’ It also advises on how the heritage policies within Local Plans should identify areas that are appropriate for development as well as defining specific Development Management Policies for the historic environment. It also suggests that a heritage Supplementary Planning Document (SPD) in line with paragraph 153 of the NPPF can be a useful tool to amplify and elaborate on the delivery of the positive heritage strategy in the Local Plan.

**Historic England Good Practice Advice Note 2 (GPA2): Managing Significance in Decision-Taking in the Historic Environment (March, 2015)**

This document provides advice on the numerous ways in which decision-taking in the historic environment can be undertaken, emphasising that the first step for all applicants is to understand the significance of any affected heritage asset and the contribution of its setting to its significance. In line with the NPPF and PPG, this document states that early engagement and expert advice in considering and assessing the significance of heritage assets is encouraged, stating that ‘development proposals that affect the historic environment are much more likely to gain the necessary permissions and create successful places if they are designed with the knowledge and understanding of the significance of the heritage assets they may affect.’

The advice suggests a structured staged approach to the assembly and analysis of relevant information, this is as follows:

1. Understand the significance of the affected assets;
2. Understand the impact of the proposal on that significance;

3. Avoid, minimise and mitigate impact in a way that meets the objectives of the NPPF;
4. Look for opportunities to better reveal or enhance significance;
5. Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change; and
6. Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.

The advice reiterates that heritage assets may be affected by direct physical change or by change in their setting. Assessment of the nature, extent and importance of the significance of a heritage asset and the contribution of its setting at an early stage can assist the planning process resulting in informed decision-taking.

This document sets out the recommended steps for assessing significance and the impact of development proposals upon a heritage asset, including examining the asset and its setting and analysing local policies and information sources. In assessing the impact of a development proposal on the significance of a heritage asset the document emphasises that the cumulative impact of incremental small-scale changes may have as great an effect on the significance of a heritage asset as a larger scale change.

Crucially, the nature and importance of the significance that is affected will dictate the proportionate response to assessing that change, its justification, mitigation and any recording which may be necessary. This document also provides guidance in respect of neglect and unauthorised works.

### **Historic England Good Practice Advice Note (GPA3): The Setting of Heritage Assets (December 2017)**

This is used to understand the surroundings of a heritage asset which may contribute to its significance. It aids practitioners with the implementation of national policies and guidance relating to the historic environment found within the NPPF and PPG, once again advocating a stepped approach to assessment.

It amalgamates 'Seeing the History in the View' (2011) and 'Setting of Heritage Assets' (2015) forming one succinct document which focuses on the management of change within the setting of heritage assets.

The guidance is largely a continuation of the philosophy and approach of the previous documents, albeit now with a greater emphasis on the contribution that views to and from heritage assets make to their significance. It reaffirms that setting should be understood as the way in which an asset is experienced.

The guidance emphasises that setting is not a heritage asset, nor a heritage designation, and that its importance lies in what it contributes to the significance of the heritage asset. It also states that elements of setting may make a positive, negative or neutral contribution to the significance of the heritage asset.

While setting is largely a visual term, with views considered to be an important consideration in any assessment of the contribution that setting makes to the significance of an asset, setting, and thus the way in which an asset is experienced, can also be affected by other environmental factors including noise,

vibration and odour, while setting may also incorporate perceptual and associational attributes pertaining to the asset's surroundings.

This document provides guidance on practical and proportionate decision making with regards to the management of proposed development and the setting of heritage assets. It identifies 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, as well as further weighing up the potential public benefits associated with the proposals. It clarifies that changes within the setting of a heritage asset may have positive or neutral effects.

It highlights that the contribution made to the significance of heritage assets by their settings will vary depending on the nature of the heritage asset and its setting and that different heritage assets may have different abilities to accommodate change within their settings without harming the significance of the asset and therefore setting should be assessed on a case-by-case basis. Although not prescriptive in setting out how this assessment should be carried out, noting that any approach should be demonstrably compliant with legislation, national policies and objectives, Historic England recommend using a '5-step process' in order to assess the potential impact of a proposed development on the setting and significance of a heritage asset, with this 5-step process similar to that utilised in earlier guidance:

Step 1: Identify which heritage assets and their settings are affected

Step 2: Assess the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated

Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it

Step 4: Explore ways to maximise enhancement and avoid or minimise harm

Step 5: Make and document the decision and monitor outcomes

### **Historic England Advice Note 1 (HEA1): Conservation Areas (February 2016)**

This document forms revised guidance which sets out the ways to manage change in order to ensure that historic areas are conserved. In particular information is provided relating to conservation area designation, appraisal and management. Whilst this document emphasises that 'activities to conserve or invest need to be proportionate to the significance of the heritage assets affected,' it reiterates that the work carried out needs to provide sufficient information in order to understand the issues outlined in Paragraph 192 of the NPPF, relating to the assessment of any heritage assets that may be affected by proposals.

There are different types of special architectural and historic interest which contribute to the significance and character of a conservation area, leading to its designation. These include:

- Areas with a high number of nationally designated heritage assets and a variety of



architectural styles and historic associations;

- Those linked to a particular industry or individual with a particular local interest;
- Where an earlier, historically significant, layout is visible in the modern street pattern;
- Where a particular style of architecture or traditional building materials predominate; and
- Areas designated because of the quality of the public realm or a spatial element, such as a design form or settlement pattern, green spaces which are an essential component of a wider historic area, and historic parks and gardens and other designed landscapes, including those included on the Historic England Register of parks and gardens of special historic interest.

Change is inevitable, however, this document provides guidance in respect of managing change in a way that conserves and enhances areas, through identifying potential within a conservation area. This can be achieved through historic characterisation studies, production of neighbourhood plans, confirmation of special interest and setting out of recommendations. Paragraph 127 of the NPPF states that ‘when considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest,’ this document reiterates that this needs to be considered throughout this process.

Section 71 of the Planning (Listed Buildings and Conservations Area) Act 1990 places on LPAs the duty to produce proposals for the preservation and enhancement of conservation areas. This document provides guidance for the production of management plans, which can ‘channel development pressure to conserve the special quality of the conservation area’. These plans may provide policies on the protection of views, criteria for demolition, alterations and extensions, urban design strategy and development opportunities. Furthermore, it includes information relating to Article 4 Directions, which give the LPA the power to limit permitted development rights where it is deemed necessary to protect local amenity or the well-being of an area.

### **Historic England Advice Note 2 (HEA2): Making Changes to Heritage Assets (February 2016)**

The purpose of this document is to provide information in respect of the repair, restoration and alterations to heritage assets. It promotes guidance for both LPAs, consultants, owners, applicants and other interested parties in order to promote well-informed and collaborative conservation.

The best way to conserve a building is to keep it in use, or to find an appropriate new use. This document states that ‘an unreasonable, inflexible approach will prevent action that could give a building new life...A reasonable proportionate approach to owners’ needs is therefore essential’. Whilst this is the case, the limits imposed by the significance of individual elements are an important consideration, especially when

considering an asset's compatibility with Building Regulations and the Equality Act. As such, it is good practice for LPAs to consider imaginative ways of avoiding such conflict.

This document provides information relating to proposed change to a heritage asset, which are characterised as:

- Repair;
- Restoration;
- Addition and alteration, either singly or in combination; and
- Works for research alone.

### **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 and is currently in the process of being updated. Nevertheless, it remains relevant to the current policy regime in that emphasis is 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).

## Strategic Policy

### **The London Plan: consolidated with alterations since 2011 (March 2016)**

The London Plan was adopted in 2011 and was consolidated in 2015 with Further Alterations to the London plan (FALP). To bring the London Plan in line with new national housing standards and car parking policy released in March 2015, Minor Alterations to the London Plan (MALP) was adopted in March 2016. A consolidated version of the London Plan has now been released, incorporating all changes since 2011.

A draft new London Plan was published by the Mayor for consultation in December 2017. The consultation period ended on Friday 2nd March. Greater London Authority officers are currently registering all representations received and preparing a report which will summarise the main issues.

The consolidated version remains as 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 states:

- A. London's heritage assets and historic environment, including listed buildings, registered historic parks and gardens and other natural and historic landscapes, conservation areas, World Heritage Sites, registered battlefields, scheduled monuments, archaeological remains and memorials should be identified, so that the desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account.
- B. Development should incorporate measures that identify, record, interpret, protect and, where appropriate, present the site's archaeology.

Further to this, Policy 7.8 provides the relevant policy with regard development in historic environments. It requires that developments affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail. Furthermore, development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.

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 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.

Policy 7.6 'Architecture' stipulates that architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape. It should incorporate the highest quality materials and design appropriate to its context.

## Local Planning Policy

### Camden Local Plan (adopted 2017)

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

Policy D1: 'Design' states that the Council will seek to secure high quality design in development. 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 adaptation;
- d. is of sustainable and durable construction and adaptable to different activities and land uses;
- e. comprises details and materials that are of high quality and complement the local character;
- f. integrates well with the surrounding streets and open spaces, improving movement through the site and wider area with direct, accessible and easily recognisable routes and contributes positively to the street frontage;
- g. is inclusive and accessible for all;
- h. promotes health;
- i. is secure and designed to minimise crime and antisocial behaviour;
- j. responds to natural features and preserves gardens and other open space;
- k. incorporates high quality landscape design (including public art, where appropriate) and maximises opportunities for greening for example through planting of trees and other soft landscaping,
- l. incorporates outdoor amenity space;
- m. preserves strategic and local views;
- n. for housing, provides a high standard of accommodation; and



- o. carefully integrates building services equipment.

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

#### Excellence in design

The Council expects excellence in architecture and design. We will seek to ensure that the significant growth planned for under Policy G1 Delivery and location of growth will be provided through high quality contextual design.

**Policy D2: 'Heritage'** states that the Council will preserve and, where appropriate, enhance Camden's rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens and locally listed heritage assets.

#### Designated heritage assets

Designated heritage assets include conservation areas and listed buildings. The Council will not permit the loss of or substantial harm to a designated heritage asset, including conservation areas and Listed Buildings, unless it can be demonstrated 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.

#### Conservation areas

Conservation areas are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'. In order to maintain the character of Camden's

conservation areas, the Council will take account of conservation area statements, appraisals and management strategies when assessing applications within conservation areas.

The Council will:

- e. require that development within conservation areas preserves or, where possible, enhances the character or appearance of the area;
- f. resist the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area;
- g. resist development outside of a conservation area that causes harm to the character or appearance of that conservation area; and
- h. preserve trees and garden spaces which contribute to the character and appearance of a conservation area or which provide a setting for Camden's architectural heritage.

#### Listed Buildings

Listed buildings are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'. To preserve or enhance the borough's listed buildings, the Council will:

- i. resist the total or substantial demolition of a listed building;
- j. 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; and
- k. resist development that would cause harm to significance of a listed building through an effect on its setting.

#### Camden Planning Guidance 1: Design (updated version 2018)

Camden has many attractive and historic neighbourhoods as well as both traditional and modern buildings of the highest quality. These are a significant reason that the borough is such a popular place to live, work and visit. As well as conserving our rich heritage we should also contribute towards it by ensuring that we create equally high-quality buildings and spaces which will be appreciated by future generations. This objective of achieving high quality design does not just concern new development or large-scale schemes, but also includes the replacement, extension or conversion of existing buildings. The detailed guidance contained within this section therefore considers a range of design related issues for both residential and commercial property and the spaces around them. It sets out a series of key messages on the topic of heritage.

## Appendix 5: Historic Drawings



Source: Met Heritage Centre



Source: Met Heritage Centre

## Appendix 6: Sources

### Literacy Sources:

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### National and Local Archives

The National Archives

London Metropolitan Archives

The Metropolitan Police Heritage Centre

Camden Local Studies and Archives Centre – Holborn Library



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