



Pentavia, Mill Hill

London NW7 2ET

Built Heritage Statement

Date: 22/03/19



**BUILT HERITAGE
STATEMENT**

IN RESPECT OF:

**PENTAVIA RETAIL PARK
MILL HILL**

ON BEHALF OF:

MEADOW MILL HILL LTD

CGMS REF: JCH00779

DATE: MARCH 2019

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1.0 INTRODUCTION

- 1.1 This Built Heritage Statement has been produced by CgMs, part of RPS, on behalf of Meadow Mill Hill Ltd in consideration of the redevelopment of the Pentavia Retail Park, Watford Way, Mill Hill, henceforth known as the 'Site' (Figure 1).
- 1.2 The Site is located in Mill Hill and occupies an 'island' site bounded by two major roads: the M1 to the west and the A1 Watford Way to the east. It is currently occupied by the Pentavia Retail Park developed in the early 1990s, with typical retail park architecture. The Site itself does not contain any designated or non-designated built heritage assets.
- 1.3 The nearest listed buildings include the Royal Air Force Museum (Grade II) approximately 1 km to the south of the Site and Chase Lodge and Featherstone House (Grade II), both approximately 600m and 800m respectively, to the east. The listed buildings are situated within urban environments, separated from the Site by significant transport infrastructure and residential development. Similarly, the Watling Estate Conservation Area, while at its closest lies less than 500m to the west of the Site, is clearly divided from it by the M1 and rail lines.
- 1.4 By virtue of Paragraph 189 of the National Planning Policy Framework (NPPF), applicants are required to describe the significance of any heritage assets which may be affected by a proposed development, including any contribution made by their setting. This report fulfils these requirements by providing an assessment of the built heritage assets which are located in the vicinity of the Site and an assessment of the potential impact of the proposed development upon them.

2.0 LEGISLATION, POLICY AND GUIDANCE

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

Legislation

2.2 Where any development may affect certain designated heritage assets, there is a legislative framework to ensure proposed works are developed and considered with due regard to their impact on the historic environment. This extends from primary legislation under the Planning (Listed Buildings and Conservation Areas) Act 1990.

2.3 The relevant legislation in this case extends from sections 16 and 66 of the 1990 Act which states that special regard must be given by the decision maker, in determining applications, to the desirability of preserving a listed building and its setting.

2.4 The meaning and effect of these duties have been considered by the courts in recent cases, including the Court of Appeal's decision in relation to Barnwell Manor Wind Energy Ltd v East Northamptonshire District Council [2014] EWCA Civ 137.

2.5 The Court agreed with the High Court's judgment that Parliament's intention in enacting section 66(1) was that decision makers should give 'considerable importance and weight' to the desirability of preserving (i.e. keeping from harm) the setting of listed buildings.

2.6 Section 69(1) of the Act requires LPAs to 'determine areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance' and to designate them as conservation areas. Section 69(2) requires LPAs to review and, where necessary, amend those areas 'from time to time'.

National Planning Policy

National Planning Policy Framework (NPPF), February 2019

- 2.7 The NPPF is the principal document that sets out the Government's planning policies for England and how these are expected to be applied.
- 2.8 It defines a heritage asset as 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'. This includes both designated and non-designated heritage assets.
- 2.9 Section 16: Conserving and Enhancing the Historic Environment relates to the conservation of heritage assets in the production of local plans and decision taking. It emphasises that heritage assets are 'an irreplaceable resource, and should be conserved in a manner appropriate to their significance'.
- 2.10 For proposals that have the potential to affect the significance of a heritage asset, paragraph 189 requires applicants to identify and describe the significance of any heritage assets that may be affected, including any contribution made by their setting. The level of detail provided should be proportionate to the significance of the heritage assets affected. This is supported by paragraph 190, which requires LPAs to take this assessment into account when considering applications.
- 2.11 Under 'Considering potential impacts' the NPPF emphasises that 'great weight' should be given to the conservation of designated heritage assets, irrespective of whether any potential impact equates to total loss, substantial harm or less than substantial harm to the significance of the heritage assets.
- 2.12 Paragraph 195 states that where a development will result in substantial harm to, or total loss of, the significance of a designated heritage asset, permission should be refused, unless this harm is necessary to achieve substantial public benefits, or a number of criteria are met. Where less than substantial harm is identified paragraph 196 requires this harm to be weighed against the public benefits of the proposed development.

National Planning Practice Guidance

- 2.13 The Planning Practice Guidance (PPG) has been adopted in order to aid the application of the NPPF. It reiterates that conservation of heritage assets in a manner appropriate to their significance is a core planning principle.
- 2.14 Key elements of the guidance relate to assessing harm. It states that substantial harm is a high bar that may not arise in many cases and that while the level of harm will be at the discretion of the decision maker, generally substantial harm is a high test that will only arise where a development seriously affects a key element of an asset's special interest. It is the degree of harm, rather than the scale of development, that is to be assessed.
- 2.15 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.

Overview: Historic Environment Good Practice Advice in Planning

- 2.16 The PPS5 Practice Guide was withdrawn in March 2015 and replaced with three Good Practice Advice in Planning Notes (GPAs) published by Historic England. GPA1: The Historic Environment in Local Plans provides guidance to local planning authorities to help them make well informed and effective local plans. GPA2: Managing Significance in Decision-Making includes technical advice on the repair and restoration of historic buildings and alterations to heritage assets to guide local planning authorities, owners, practitioners and other interested parties. GPA 3: The Setting of Heritage Assets replaces guidance published in 2011. These are complemented by the Historic England Advice Notes in Planning which include HEA1: Understanding Place: Conservation Area Designation, Appraisal and Management (February 2016), HEA2: Making Changes to Heritage Assets (February 2016), HEA3: The Historic Environment and Site Allocations in Local Plans (October 2015), and HEA4: Tall Buildings (December 2015).

GPA2: Managing Significance in Decision-Taking in the Historic Environment (March 2015)

2.17 This document provides advice on numerous ways in which decision making in the historic environment could 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 that significance. In line with the NPPF and PPG, the document states that early engagement and expert advice in considering and assessing the significance of heritage assets is encouraged. The advice suggests a structured, staged approach to the assembly and analysis of relevant information:

- 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 balanced with the need for change; and
- 6) Offset negative impacts to significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.

GPA3: The Setting of Heritage Assets (Second Edition; December 2017)

2.18 This advice note focuses on the management of change within the setting of heritage assets. This document replaces GPA3: The Setting of Heritage Assets (March 2015) and Seeing History in the View (English Heritage, 2011) in order to aid practitioners with the implementation of national legislation, policies and guidance relating to the setting of heritage assets found in the 1990 Act, the NPPF and PPG. The guidance is largely a continuation of the philosophy and approach of the 2011 and 2015 documents and does not present a divergence in either the definition of setting or the way in which it should be assessed.

- 2.19 As with the NPPF the document defines setting as 'the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve'. Setting is also described as being a separate term to curtilage, character and context. 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, or the ability to appreciate that significance. It also states that elements of setting may make a positive, negative or neutral contribution to the significance of the heritage asset.
- 2.20 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, and thus the way in which an asset is experienced, setting also encompasses other environmental factors including noise, vibration and odour. Historical and cultural associations may also form part of the asset's setting, which can inform or enhance the significance of a heritage asset.
- 2.21 This document provides guidance on practical and proportionate decision making with regards to the management of change within the setting of heritage assets. It is stated that the protection of the setting of a heritage asset need not prevent change and that decisions relating to such issues need to be based on the nature, extent and level of the significance of a heritage asset, further weighing up the potential public benefits associated with the proposals. It is further stated that changes within the setting of a heritage asset may have positive or neutral effects.
- 2.22 The document also states 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 without harming their significance. Setting should, therefore, be assessed on a case-by-case basis.
- 2.23 Historic England recommends using a series of detailed steps in order to assess the potential effects of a proposed development on significance of a heritage asset. The 5-step process is as follows:

- 1) Identify which heritage assets and their settings are affected;

- 2) Assess the degree to which these settings and views make a contribution to the significance of a heritage asset(s) or allow significance to be appreciated;
- 3) Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it;
- 4) Explore ways to maximise enhancement and avoid or minimise harm; and
- 5) Make and document the decision and monitor outcomes.

Strategic Planning Policy

The London Plan

- 2.24 In March 2016 the Mayor of London published The London plan: *The Spatial Development Strategy for London consolidated with alterations since 2011*. This plan replaces previously published versions of the London Plan and is the 'overall strategic plan for London, setting out an integrated economic, environmental, transport and social framework for the development of London over the next 20–25 years' (The London Plan, 2016)
- 2.25 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. Further to this it provides the relevant policy with regard development in historic environments. It requires that developments which have an effect upon heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.
- 2.26 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.

2.27 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.

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

Emerging Strategic Policy: The London Plan: Spatial Development Strategy for London – Draft for Public Consultation (Draft, December 2017)

2.29 In December 2017, a draft new London Plan was published for public consultation. This plan sets out the Mayor of London's strategy for 2019 to 2041. Once approved, it will replace the previous London Plan. The text within the draft has now been superseded, as outlined below.

2.30 On 13 August 2018 the Mayor published a version of the draft Plan that includes his minor suggested changes. These suggested changes have been prepared following a review of consultation responses, and consist of clarifications, corrections and factual updates to the draft Plan that will help inform the EiP. The policies highlighted below merit consideration with regard to this Site and proposals:

- Policy D1 London's form and characteristics

A. Development Plans, area-based strategies and development proposals should ensure the design of places addresses the following requirements (inter-alia):

Form and layout

2. enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions
3. be street-based with clearly defined public and private environments

Experience

7. provide active frontages and positive reciprocal relationships between what happens inside the buildings and outside in the public realm to generate liveliness and interest
9. provide conveniently located green and open spaces for social interaction, play, relaxation and physical activity

Quality and Character

12. respond to the existing character of a place by identifying the special and valued features that are unique to the locality and respect, enhance and utilise the heritage assets and architectural features that contribute to the local character
13. be of high quality, with architecture that pays attention to detail, and gives thorough consideration to the practicality of use, flexibility, safety and building lifespan through appropriate construction methods and the use of attractive, robust materials which weather and mature well.

- Policy HC1 Heritage conservation and growth

C. Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings, should also be actively managed. Development proposals should seek to avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process

Local Planning Policy and Guidance

Local Policy

2.31 Many local planning policies (not only those for design and conservation) can affect development with regard to heritage assets. For instance policies on sustainable development, meeting housing needs, affordable housing, landscape, biodiversity, energy efficiency, transport, people with disabilities, employment and town centres can all have an influence on development and the quality of the environment. However, policies concerned with design quality and character generally take greater importance in areas concerning heritage assets. These policies, along with other matters, will figure in the on-going management of development in the area.

Barnet's Local Plan: Core Strategy (September 2012)

2.32 Barnet Borough Council produced its Local Plan in 2012 replacing its Unitary Development Plan (adopted 2006). The document accompanies the NPPF, offering specific guidance with the aim of managing future development taking place within the borough. This is done through setting out the policy basis for delivering the long-term spatial vision and strategic place-shaping objectives in Barnet which are set out in the Core Strategy. The following outlines the relevant policy regarding the development effecting the historic environment of the borough.

2.33 Policy CS 5 - *Protecting and Enhancing Barnet's Character to Create High Quality Places* sets out that:

We will ensure that development in Barnet respects local context and distinctive local character creating places and buildings of high quality design. Developments should:

- address the principles, aims and objectives set out in the following national design guidance: *By Design, Secured by Design, Safer Places, Inclusive Design, Lifetime Homes and Building for Life*;
- be safe, attractive and fully accessible
- provide vibrant, attractive and accessible public spaces
- respect and enhance the distinctive natural landscapes of Barnet
- protect and enhance the gardens of residential properties
- protect important local views from places within Barnet (as set out in Map 8)
- enhance the borough's high quality suburbs and historic areas through the provision of buildings of the highest quality that are sustainable and adaptable.

- 2.34 All development should maximise the opportunity for community diversity, inclusion and cohesion and should contribute to people's sense of place, safety and security.
- 2.35 Heritage and Character: We will work with partners to proactively protect and enhance Barnet's heritage including conservation areas, listed buildings, locally listed buildings, registered parks and gardens; scheduled monuments, areas of archaeological significance and London's only battlefield site.
- 2.36 We will require proposals within or affecting the setting of heritage assets to provide a site assessment which demonstrates how the proposal will respect and enhance the asset. Policy CS13 addresses the adaptation of heritage assets to reduce carbon emissions and ensure efficient use of natural resources.
- 2.37 We will ensure through our programme of Conservation Area Character Appraisals that these areas are protected and enhanced.
- 2.38 We will ensure through our Green Infrastructure SPD that the key characteristics of Barnet's landscape (Barnet Plateau and Finchley Ridge) are protected and enhanced; We will encourage community involvement in the review of the Local List of important local buildings.
- 2.39 The Barnet Characterisation Study forms the baseline for the identification of places with a consistent and coherent architectural character. Within the typologies identified in the Characterisation Study we will through our Development Management Policies DPD and Residential Design Guidance SPD develop a framework to protect and enhance those high quality suburbs in Barnet not protected by Conservation Area designations.
- 2.40 Proposals for tall buildings will be considered in accordance with DM05 – Tall Buildings, London Plan Policy 7.7 – Location and Design of Tall and Large Buildings and Guidance on Tall Buildings (2007) by English Heritage and CABE

Barnet's Local Plan: Development Management Policies (Adopted September 2012)

- 2.41 Barnet Borough Council produced its *Local Plan: Development Management Policies* document, replacing the Unitary Development Plan (2006). It assists in providing an

overall vision for the Local Plan and offers further guidance regarding cross-cutting objectives and policies that the LPA seeks to deliver. The following policy accompanies Core Strategy Policy CS5, offering further guidance regarding the protection of Barnet's character and historic conservation.

2.42 Policy DM06 - *Barnet's Heritage and Conservation*

- a. *All heritage assets will be protected in line with their significance. All development will have regard to the local historic context.*
- b. *Development proposals must preserve or enhance the character and appearance of 16 Conservation Areas in Barnet.*
- c. *Proposals involving or affecting Barnet's heritage assets should demonstrate the following:*
 - *the significance of the heritage asset;*
 - *the impact of the proposal on the significance of the heritage asset;*
 - *the impact of the proposal on the setting of the heritage asset;*
 - *how the significance and/or setting of a heritage asset can be better revealed;*
 - *the opportunities to mitigate or adapt to climate change; and*
 - *how the benefits outweigh any harm caused to the heritage asset.*
- d. *There will be a presumption in favour of retaining all 1,600 Locally Listed Buildings in Barnet and any buildings which makes a positive contribution to the character or appearance of the 16 Conservation Areas.*
- e. *Archaeological remains will be protected in particular in the 19 identified Local Areas of Special Archaeological Significance and elsewhere in Barnet. Any development that may affect archaeological remains will need to demonstrate the likely impact upon the remains and the proposed mitigation to reduce that impact.*

3.0 HISTORICAL DEVELOPMENT OF MILL HILL

- 3.1 The Site broadly lies within the area known today as Mill Hill, which was once covered by an ancient forest that covered most of Middlesex, Hertfordshire and Essex. The area was divided into a number of larger over lordships or manors and an Anglo Saxon charter refers to the northern part of Hendon Manor as Lothersleage, or Lothersley, located somewhere along what is now known as The Ridgeway. In 959AD Mill Hill was owned by the Abbott of Westminster and a handful of families were recorded as living at Lothersley. Similarly, the Domesday Book of 1086 records only two major Anglo-Saxon landholders, one bishop and two abbots in the area.
- 3.2 By 1321 the ancient forest began to be cut down and a number of small settlements started to develop in the area. At this time the windmill that gave Mill Hill its name is first mentioned and thought to have been located in what is now known as Mill Field, to the northeast of the Site. Prior to the fifteenth century Mill Hill remained a rural part of Hendon and focussed upon farming and hay production to feed London's growing horse population.
- 3.3 Development in and around Mill Hill was slow; by the early eighteenth century a number of estates had been formed and large houses built. This attracted workers to the area to manage the estates and staff the houses and as such a number of small farms began to develop. However, development remained gradual until the nineteenth century which saw an increased interest in the area. By this time much of the land, particularly along The Ridgeway, was acquired by a number of institutions who built educational buildings set within large grounds. Notable amongst these are Mill Hill School, built in 1825 by Sir William Tite; Belmont Prep School; St Joseph's College; Holcombe House and St Mary's Abbey. Given its position on high ground Mill Hill was avoided by the early railways, ensuring that it remained a largely agricultural community.
- 3.4 Residential development happened rapidly following the opening of the nearby Mill Hill Broadway and Mill Hill East railway stations in the 1860s. After the First World War the focal point of Mill Hill moved away from the village that had formed around The Ridgeway and moved to the lowlands to the west. The construction of the

A1/A41 Barnet Bypass in 1926 stimulated further development and more commercial activity sprung up at the lower end of Lawrence Street, which was renamed The Broadway and forms the main retail area in Mill Hill today. Extensive housing developments were subsequently laid out to the west of the Site itself in Burnt Oak during the 1920s and 30s, leading to the establishment of a considerable residential suburb. However, a large area of land to the southwest of the Site on the opposite side of the railway line remained undeveloped and in use as the Hendon Aerodrome. This aerodrome was established here in 1908 and remained an important centre for aviation until 1968, when most of the area was redeveloped, largely for housing throughout the 1970s.

- 3.5 Development generally halted in 1939 when the imposition of the Green Belt restricted expansion, until the end of the Second World War. The demand for housing led to a new wave of residential development. By the time the M1 motorway had been constructed in 1967 much of Mill Hill had developed into a typical outer London Suburb.

4.0 HISTORIC DEVELOPMENT OF THE SITE: HISTORIC MAP APPRAISAL

4.1 The Site lay largely in open fields until the nineteenth century. The location and alignment of Bunns Lane remained appreciable at this time located to the east.

4.2 The Crow Parish Map of Hendon (1754, Figure 2) and the associated key shows the Site to lie in a series of arable fields named as follows:

- 824 – Bunn’s Mead
- 825 – Hoval Barn Field
- 497 – Nearer Mudges Mead
- 698 – Barn Field (note that a pond and agricultural building fronting Bunns Lane are shown within the eastern part of this field)
- 707 – Lenver Lay
- 705 – The Pasture Field
- 746 – Ellen’s Mead
- 80 – Bread Field

4.3 The Cooke Survey of the Parish and Manor of Hendon (1796, Figure 3) and the Whishaw Map of the Parish of Hendon (1828, Figure 4) show no change within the Site. Although the 1828 map and associated key now labels the fields as follows:

- 76 – Hovel’s Barn Field
- 45 - Nearer Mudges by Bunn’s Lane
- 44 - Barn Field (note that the agricultural building and pond from the 1754 map remain present)
- 36 – Lower Lay
- 37 – Upper Lay
- 38 – Pasture Field

4.4 Similarly, the 1840 Hendon Tithe Map (Figure 5) and associated tithe award shows the Site as principally comprising meadow land; the agricultural building identified on the earlier maps is no longer shown. The OS map of 1862-63 (Figure 6) again shows the Site as occupied by open fields with two ponds near the eastern boundary.

- 4.5 The OS map of 1896 (Figure 7) shows the first major change to the landscape with railway lines laid out to both the west (the Midland Railway, opened in 1867) and to the east (the Great Northern Railway, Edgware Branch, also opened 1867). A number of farm buildings are also shown in close proximity to the Site by this date, including Bunn's Farm to the north.
- 4.6 The OS map of 1913-14 (Figure 8) shows no change to the Site and its immediate surroundings from the 1896 map. The OS map of 1932-35 (Figure 9) shows the first major signs of the urbanisation of the area. By this date the Watford Way/Barnet Bypass (A1), constructed in the 1920s, is shown to form the eastern boundary of the Site, with an embankment carrying the road occupying the eastern part of the Site. A scattering of houses and residential streets are shown in close proximity of the Site as well as tennis courts and a sports ground to the west of the railway tracks.
- 4.7 The OS map of 1951 (Figure 10) shows the extent to which development has spread, with the area immediately surrounding the Site now defined by an urban environment. The southern part of the Site itself shows a sports facility with a pavilion within the southern corner and a drain through the centre of the Site. Further detail is shown in the OS map of 1964 (Figure 11) which shows the northern part of the Site laid out as allotment gardens.
- 4.8 The Pentavia Retail Park is identified within the OS map of 1979-90 (Figure 12), comprising open land in the northwest tip of the Site, a large building to the north and west, a large car park to the south and west and a restaurant facility with a smaller car park to the south. The M1 motorway forms the western boundary of the Site by this date, which was constructed in the 1960s. The Site remains in this condition today.

5.0 **SITE APPRAISAL**

- 5.1 The Site is the Pentavia Retail Park on Watford Way, located to the west of Mill Hill, to the east of Burnt Oak and to the southeast of Edgware. The Site forms a triangular plot of land sandwiched between two major road networks, the A1 Watford Way to the east and the M1 to the west. The northern boundary is defined by an easement strip which was intended to provide an emergency relief road to the M1 but was never implemented. To the south a busy junction is created at the location of a BP garage.
- 5.2 The Site is currently occupied by a retail park complex built in the early 1990s, a large area of car parking, and a TGI Friday's restaurant (Figure 17). Commensurate with the standardized and functional architecture associated with retail parks, architecturally the buildings within the Site are of a poor quality and possess no architectural or historic interest. The Site thus presents a significant opportunity for enhancement in architectural terms. At present a number of the units are partially demolished; evidence of vandalism can be seen within the Site (Figure 16, 23). The Site possesses a dilapidated character.
- 5.3 Watford Way and the M1 comprise elevated highways that enclose the Site and create an 'urban island'. Views are available into the Site from both of these roads, however, the Site's elevated topography prevents cross-views through.
- 5.4 The Site boundaries themselves are defined by a mixture of high concrete walling, fencing, a low brick wall and soft edging. Vehicular access is limited to a slip road from the northbound A1 Watford Way; access from the southbound M1 requires a convoluted route via the signalised junction at Fiveways Corner.
- 5.5 Pedestrians can access the Site via the steps adjacent to the A1 Watford Way flyover at Bunn's Lane, to the north of the Site, which also provide access to the footpath on the western side of the A1 Watford Way. Access to the south end of the Site, where there is a TGI Fridays restaurant and BP garage, is possible via this path. From the west, the Site can be accessed via a pedestrian footbridge over the M1. The footbridge leads on to a subway under the adjacent railway lines.

- 5.6 Beyond the elevated roads the Site's context and setting is largely defined by residential development, predominantly laid out in the 1920s and 30s. The land to the southwest of the Site was formerly occupied by the Hendon Aerodrome until it was redeveloped for housing late twentieth century. From the west of the railway the retail park is partly visible owing to its elevated position, however, vegetation lining the railway embankment provides substantial screening and restricts views to heavily filtered glimpses.
- 5.7 There are no designated or non-designated heritage assets within the Site boundary. The Site is not within a conservation area.

6.0 ASSESSMENT OF HERITAGE ASSETS

- 6.1 There are no designated or non-designated heritage assets within the Site boundary. The Site is not within a conservation area.
- 6.2 The Site lies within a relatively low area of heritage sensitivity and there are few designated or non-designated heritage assets within its vicinity. These heritage assets include the following:
- Chase Lodge, Page Street (Grade II), situated approx. 600m to the east of the Site;
 - Featherstone House, Wise Lane (Grade II), situated approx. 750m to the northeast of the Site;
 - Royal Air Force Museum (Grade II), situated approx. 1km to the south of the Site; and
 - Watling Estate Conservation Area, situated approx. 500m to the west of the Site at its closest point; and
 - Mill Hill Conservation Area, situated approx. 800m to the north of the Site at its closest point.

Chase Lodge

- 6.3 Chase Lodge, Page Street is located approximately 600m to the east of the Site and comprises an early nineteenth century house. Minor late twentieth additions to the rear and interior were recorded, commensurate with its previous use as a sports club. Built in yellow London Stock brick with hipped slate roof, the central block is two storeys high over a basement, three bays with classical porch. Sash windows with flat arches above remain. The special interest of the building is considered to reside in its appreciable historic appearance and classical Georgian façade. The building has a well-proportioned and restrained façade built on higher ground overlooking the street below. It represents an early residential property in the locality. The building is now a health care facility with extensive access ramp to the front.
- 6.4 The open landscape to the rear of Chase Lodge (Chase Lodge Playing Field), and its generous grounds, imbues a prominent character in the local landscape. It is

juxtaposed with the denser grain of development of the surrounding residential streets, primarily of late 20th century origin. To the east the building's setting contributes positively: the open spaces allows the building to be fully appreciated. To the west the setting makes a neutral contribution to the setting of the listed building.

- 6.5 It is noted that the Site is not appreciable in views to the west due to the distance, expansive 20th century development and vegetation on lands between the two locations. This view has a neutral contribution to the setting of the grade II listed building.

Featherstone House

- 6.6 Featherstone House is situated approximately 750m to the north-east of the site. This grade II listed house dates from the late seventeenth / early eighteenth century; the principal façade was re-fronted mid-eighteenth century in brick with decorative brick string course and parapet. The building is two storeys featuring a decorative doorcase. The entrance has a dentiled hood. A neighbouring coachhouse to the building forms a small group. The special interest of the building is considered therefore to reside in its appreciable historic appearance and represents an early residential property in the area.

- 6.7 The building's setting to the north comprises Wise Lane, a verdant tree lined hollowed road, and playing fields to the south and both are considered to contribute positively to the setting of the listed building. The extensive residential development and distance between the Site and Featherstone House ensures that there is no intervisibility between the two. The same can be said for the building's setting, which is largely screened from the Site by mature tree planting.

The Royal Air Force Museum

- 6.8 The Royal Air Force Museum is housed within a grade II listed building situated approximately 950m to the south of the Site. The museum comprises a pair of adjoining former aircraft hangars dating to circa 1914. The building is timber framed, using elliptical Belfast trusses, with intervening timber lattice webs. Twentieth century additions, to facilitate the museum conversion, are not considered to be of special interest.

- 6.9 The building possesses considerable evidential value as a visible reminder of the impact of the World Wars on the built environment, as well as possessing rarity value as an early example of architecture associated with aviation. Aviation consequently has a strong association with Mill Hill more generally.
- 6.10 The setting of the museum comprises a low density light industrial and large institution character, predominantly buildings of larger footprints with extensive hardstanding for parking and grounds. The uses frequently use high security fences, as does the museum itself. To the west, the open area that surrounds the St James Catholic primary school provides a buffer between the museum and the residential housing to the west. The land is raised on an embankment facing the museum, with grass verge, trees and security fencing. The Site is not appreciable in views to the north due to the distance from the Site and intervening transport infrastructure, as well as extensive planting.

Watling Estate Conservation Area

- 6.11 To the west of the Site, at a distance of approximately 500 meters is the Watling Estate Conservation Area. The estate sits between the now disused Mill Hill East to Edgware railway to the north, Edgware Road to the west, Grahame Park Estate to the south and the parallel lines of the M1 and St Pancras to Bedford railway to the east. The Edgware branch of London Underground's Northern Line runs through the south-western part of the area with Burnt Oak station sited within the estate itself.
- 6.12 The Site of the estate itself remained undeveloped until the 1920s. Before this point the land was purely agricultural, occupied by a handful of privately owned farms. However following creation of the Housing of the Working Classes Act in 1890, a programme of inner-city slum clearance and replacement house building commenced. This intensified following the First World War, with soldiers returning home in need of houses and jobs. This resulted in 1919 in a new Housing and Town Planning Bill which prompted the decision to build the Watling Estate. This area of housing was constructed to the designs of the architect George Forrest in 1924.
- 6.13 The character of Watling Estate is typical of housing built with the principles of the Garden City planning movement, in terms of its layout, form, scale and building design. Consequently roads have a defined hierarchy demonstrated in their width,

detailing and configuration. Site planning includes gentle curves in the road combined with topography create distinctive views and layout. Symmetrical blocks of terraces often feature a recessed central bay behind a straight grass verge to break long views. Built areas are interspersed with areas of greenspace in straight runs of terraces to break up views. There are two retail focal points in the Conservation Area on Watling Avenue and Deansbrook Road.

- 6.14 The special interest of the Watling Estate Conservation Area primarily relates to the sum of its components: it is a good example of interwar town planning and estate design, embodying the principles of the Garden City movement.
- 6.15 It is considered that the setting of the Watling Street Conservation Area makes a neutral contribution to the identified special interest of the heritage asset. The Watling Estate Conservation Area Character Appraisal (adopted July 2007) does not identify any particular element of its setting that contributes to its character, surrounded as it is by ad hoc later twentieth century residential / commercial development, and, to the east mature tree planting and transport infrastructure.
- 6.16 As noted in Figures 29 and 30 the character of the Site is not appreciable from the conservation area boundary due to the extent of built development and green screening.

The Mill Hill Conservation Area

- 6.17 The Mill Hill Conservation Area is a large conservation area focused on The Ridgeway, to the north east of the Site. The character of the Mill Hill Conservation Area is derived in no small part from its highly distinctive topography, which has strongly influenced the historic pattern of development to the present day. The Ridgeway is a high gravel ridge that runs on a broadly south east to north west axis through the centre of the Conservation Area. From this high point the land drops away to the north over open countryside and to the south where it meets the suburbs of Mill Hill.
- 6.18 Due to the poor underlying clay soil geology of the low lying areas, historic settlement was focused along The Ridgeway in a linear pattern. The historically poor drainage of the low lying surrounding areas also influenced the spread of local thoroughfares along The Ridgeway, which are busy traffic routes today.

- 6.19 The built environment of the Mill Hill Conservation Area can be summarised as a range of institutional buildings, including religious institutions and schools, interspersed with clusters of modest traditional properties - characterised by their simple brick and weatherboarded elevations. The Old Forge, the junction with Hammers Lane and High Street comprise three distinct clusters of historic buildings. The Conservation Area also includes a number of public houses of varying dates, ranging from late seventeenth century (The Rising Sun) through to post war (The Three Hammers), some of which form key focal points.
- 6.20 The Conservation Area is also notable for its range of large institutional buildings, many of which were consciously located on The Ridgeway to benefit from its fine views. Siting was also partly influenced by historic patterns of land ownership, which was dominated by religious institutions. Religious foundations within the conservation area in the present day include The Priory, St. Vincent de Paul Convent, St. Josephs and a Roman Catholic Missionary on Lawrence Street (now vacant). The grand scale, imposing architecture and generous grounds presented by many of these institutions are considered to be fundamental characteristics of the conservation area. Large schools in the Conservation Area include Mill Hill School (founded as a Protestant Dissenters Academy in 1807), Belmont School and The Mount. Other examples of institutional uses within Mill Hill include the National Medical Research Institute and Watch Tower House, which occupy large sites and form prominent landmarks.
- 6.21 The Conservation Area is further characterised by its green spaces, ranging from private gardens, to grassed verges along roads and the spacious grounds of the larger institutional buildings. The Mill Field represents an important public green space. This greenery also characterises The Ridgeway as a tree lined main road, gently winding through verdant surroundings with numerous open spaces along the route.
- 6.22 The overall heritage significance of the Mill Hill Conservation Area is considered to relate to the historic linear pattern of development influenced by the distinctive topography, the historic pattern of land ownership and its influence on the nature of development. The diversity of historic buildings, with large institutions adjacent to clusters of domestic scale cottages is also characteristic. In addition, the verdant

character of the conservation area is considered to be a fundamental element of its character.

6.23 The setting of the Conservation Area is considered to include lands to the north, where the agricultural landscape remains discernible, in contrast to the twentieth century suburban developments now viewed to the south. In addition, Mill Hill still retains examples of surviving hay meadows and pastures to the south that were once given over to hay production back to the fifteenth century. It is considered that these surviving hay meadows are important to the immediate setting of the Conservation Area.

6.24 Given the elevated position of the conservation area, and the number of landmark buildings, various views in and around the designated area are considered significant to its character. Views of interest to the north include those across agricultural land. By contrast, to the south the historic landscape has been transformed by the spread of suburban development and comprises an extensive town/cityscape panorama. Views to the south therefore make a very different contribution to the setting of the conservation area to those to the north. The setting to the south has been subject to almost constant change since the mid-twentieth century, typical of an urban hinterland, rather than one of historic agricultural production.

6.25 The Site does not contribute to the setting of the Mill Hill Conservation Area.

7.0 PROPOSALS AND ASSESSMENT OF PROPOSALS

7.1. Proposals for the Site comprise:

Redevelopment of site including the demolition of all existing buildings and construction of 844 new Build to Rent Class C3 residential units and 894sqm ancillary Class C3 Build to Rent facilities; 405sqm Class A1 Retail; 326sqm Class A3 and A4 food; and 297sqm Class D1 Community; new pedestrian access off Bunns Lane; open space, landscaping; car parking; and highway/pedestrian improvements.

7.2. It is proposed to demolish the existing retail buildings on the Site and develop a scheme comprising a series of connected residential blocks, expressed as individual buildings through their materiality and façade articulation, arranged around a series of well-connected central green squares and public spaces. To respond to the local context and the adjacent road network the scheme has been devised to be inward facing, with robust façades for the road facing elements and softer facades with balconies for areas facing onto the green social spaces. The built form has variegated massing, with projecting and recessive blocks of a range of heights and façade expression, creating a sophisticated architectural approach to the Site that responds well to the Site constraints.

7.3. It has been identified that there are no designated or non-designated heritage assets within the Site and proposals to introduce a residential scheme here would therefore not have any direct effects upon the significance of any heritage assets. The principal consideration is whether the proposals could cause harm to the significance of any heritage assets through change to their respective settings. Potential effects of development relate primarily to visual effects, considering the nature of operational residential schemes (no undue noise, vibration or odour), although potential wider effects on setting have still been considered as part of this assessment.

7.4. It has been identified that the special interest of Chase Lodge resides in its appreciable historic appearance as an early residential property in the area. To the rear Chase Lodge Playing Field allows the character of the building to be well appreciated and the contribution of the setting on this side is positive. In contrast, the late twentieth century development to the west of the building is less positive;

the buildings themselves are of little architectural interest and their arrangement is such that they present a blank façade to the listed building; this is exacerbated by the timber and brick boundary wall that faces the principal elevation. Modern highway design further reduced the quality of the building's setting. Overall, the building's immediate setting to the west is considered to be of little historic value having been subject to extensive change in the twentieth century. The building's wider setting to the west has diminishing significance and relevance in line with distance from the heritage asset. The Site's distance from the heritage asset, coupled with little variation in topography and extent of intervening twentieth century development and vegetation is such that the proposals would not affect the manner in which the heritage significance of this listed building is appreciated.

- 7.5. The heritage significance of Featherstone House, Wise Lane, has been identified as primarily relating to its appreciable historic appearance as an early residential property in the local area. The associated coach house adds further aesthetic and historic value. The building's setting to the north extends to Wise Lane, which presents the characteristics of a tree lined country lane. To the south the building's setting is one of tree lined garden boundaries and its own gardens. The listed building's setting is, therefore restricted to its immediate environs by virtue of topography and landscape features. It is considered that the intervening distance and residential development, between the Site and Featherstone House, coupled with topography and extensive tree planting is such that the proposals would not affect the setting of the listed building, or the manner in which its heritage significance is currently appreciated.

- 7.6. The heritage significance of the Royal Air Force Museum (Grade II) has been identified as having considerable evidential value documenting the impact of the World Wars on the built environment, as well as possessing rarity and historic value as an early example of architecture associated with aviation. That significance notwithstanding, the building's setting is now one of modern land use patterns no longer associated with the building's past. Where there was once an airstrip of an open character is a mix of residential, educational and light industrial uses. The building's setting is considered, therefore, to contribute little to the significance of the listed building and, to some degree, detracts from the experience and legibility of the listed building.
- 7.7. View 14 of the Visual Impact Assessment (*Millerhare, March 2019*), taken from a point further to the north than the listed building, demonstrates that there will be some distant glimpses of the proposed development in northward views from the listed building. That said, these views would not materially alter the manner in which the listed building is currently appreciated, set within a broader modern built environment.
- 7.8. In light of the building's current setting, the proposed scheme would not affect the manner in which the significance of the museum is appreciated: recognising the degree of intervening development, transport infrastructure, and mature trees as well as considerable distance from the Site.
- 7.9. The Watling Estate Conservation Area lies in some proximity to the Site and the proposed development would feature in some views to the east, from the edge of the Conservation Area. This is demonstrated in the visual impact study, Views 10 (*Millerhare, March 2019*), and shows the proposed change in views east from Woodcroft Park. The proposed development is clearly visible behind the Orion Primary School. Whilst acknowledging the inter-visibility of the proposed development and the Conservation Area in this location, it is considered that these views towards the wider surrounding townscape do not unduly harm the significance of the conservation area. The proposed development would be read as an entirely separate townscape element well outwith the designed coherence of the Conservation Area that extends to the west.

- 7.10. It has been identified that the heritage significance of the Conservation Area relates primarily to its origins as a piece of early twentieth century town planning based on Garden City principles. It is considered that the proposed development, within the wider setting of the Conservation Area, would not negatively impact on the experience of the overall design and planning of the Watling Estate, which comprises its historic interest. There are no designed views out of the Conservation Area in this location and there is no evidence that the estate was designed to feel enclosed or separate from the surrounding urban context.
- 7.11. Woodcroft Park is outside the Conservation Area and so, whilst a positive contributor to the immediate setting of the conservation area, is less sensitive than views east from the centre of the Conservation Area. The park itself has little design value, other than providing an open green amenity for residents of the estate.
- 7.12. Views 15 and 16 are taken from comparatively more sensitive locations, at the heart of the Conservation Area. Distance and topography between the Site and these viewpoints ensures that the proposed development will be barely discernible in views across or through the Conservation Area, leaving its character and special interest preserved. The unified low-rise domestic buildings and the designed layout remain the dominant feature of these views and wholly unaffected by the proposed development.
- 7.13. In assessing the heritage significance and setting of the Mill Hill Conservation Area it was identified there are various long distance views southwards over lower land towards the Site, where extensive suburban development has occurred. The proposed development would be identifiable in some of these views by virtue of its height. The taller elements of the proposed development would be visible in views south from Mill Field, a local green space, and this is verified in View 1 (*Millerhare, March 2019*). Notwithstanding intervisibility between the Site and conservation area at this point it has been concluded that there would be no harm to the significance of the heritage asset, recognising the existing extensive views of modern townscape that exist in this location.
- 7.14. When viewed against the backdrop of extensive twentieth century urban development, the proposed building would not be identifiable as an incongruous

addition to the cityscape. It is concluded that the development would have a neutral impact on the setting of the Conservation Area. It is further considered that where other long distance views of the proposed development exist from the Conservation Area, the development would not detrimentally affect the manner in it is experienced, or the nature of the existing suburban views to the south.

8.0 CONCLUSION

- 8.1 This Heritage Statement has been produced by CgMs, part of the RPS Group, on behalf of Meadow Mill Hill Ltd. This report is supported by a review of relevant national and local planning policy and guidance, with particular regard for policies relating to the historic environment.
- 8.2 This report has found that commensurate with the standardized and functional architecture associated with retail parks, architecturally, the buildings within the Site are of a poor quality and possess no architectural or historic interest. At present a number of the units are partially demolished and evidence of vandalism can be seen within the Site. The Site thus presents a significant opportunity for enhancement in architectural terms.
- 8.3 The Site contains no designated or non-designated heritage assets. An assessment of heritage assets potentially affected by the proposed development has found that the Site makes no material contribution to the significance of any of these assets or the character of their various settings.
- 8.4 It is considered that the proposals are appropriate within the existing built environment in this locality and that any significant views of the proposed development would be viewed against an extensive 20th century suburban townscape. It is therefore considered that the proposals have been drawn up with due regard to the character of the surroundings with a special regard to the opportunity to enhance the architecture of the local built environment. The proposals are thus considered to be acceptable and in line with all relevant Local and National Policies and Conservation Area guidance. We therefore consider the scheme to be an appropriate development and we urge the council to grant consent.

9.0 LIST OF FIGURES

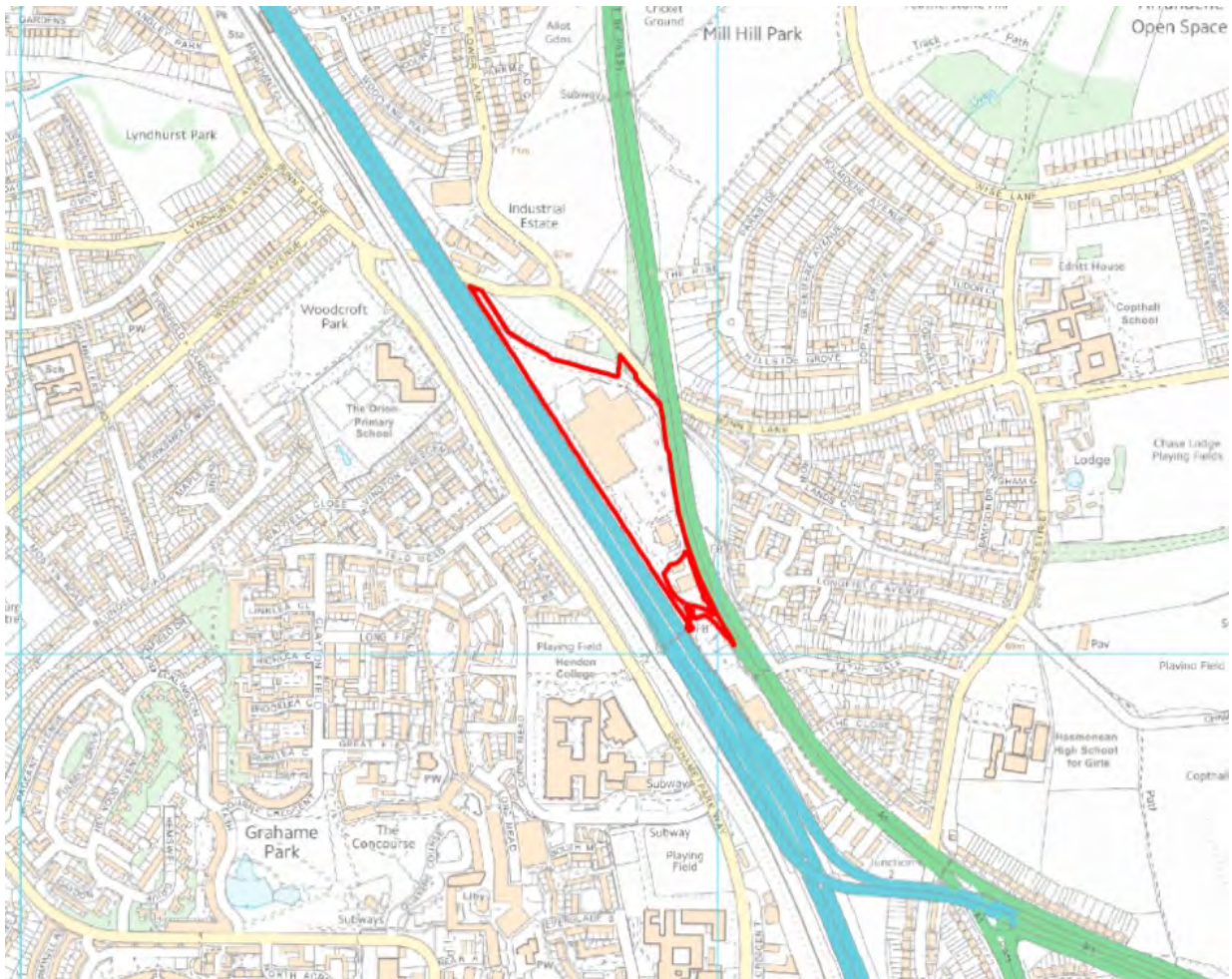


Figure 1: The Site boundary.

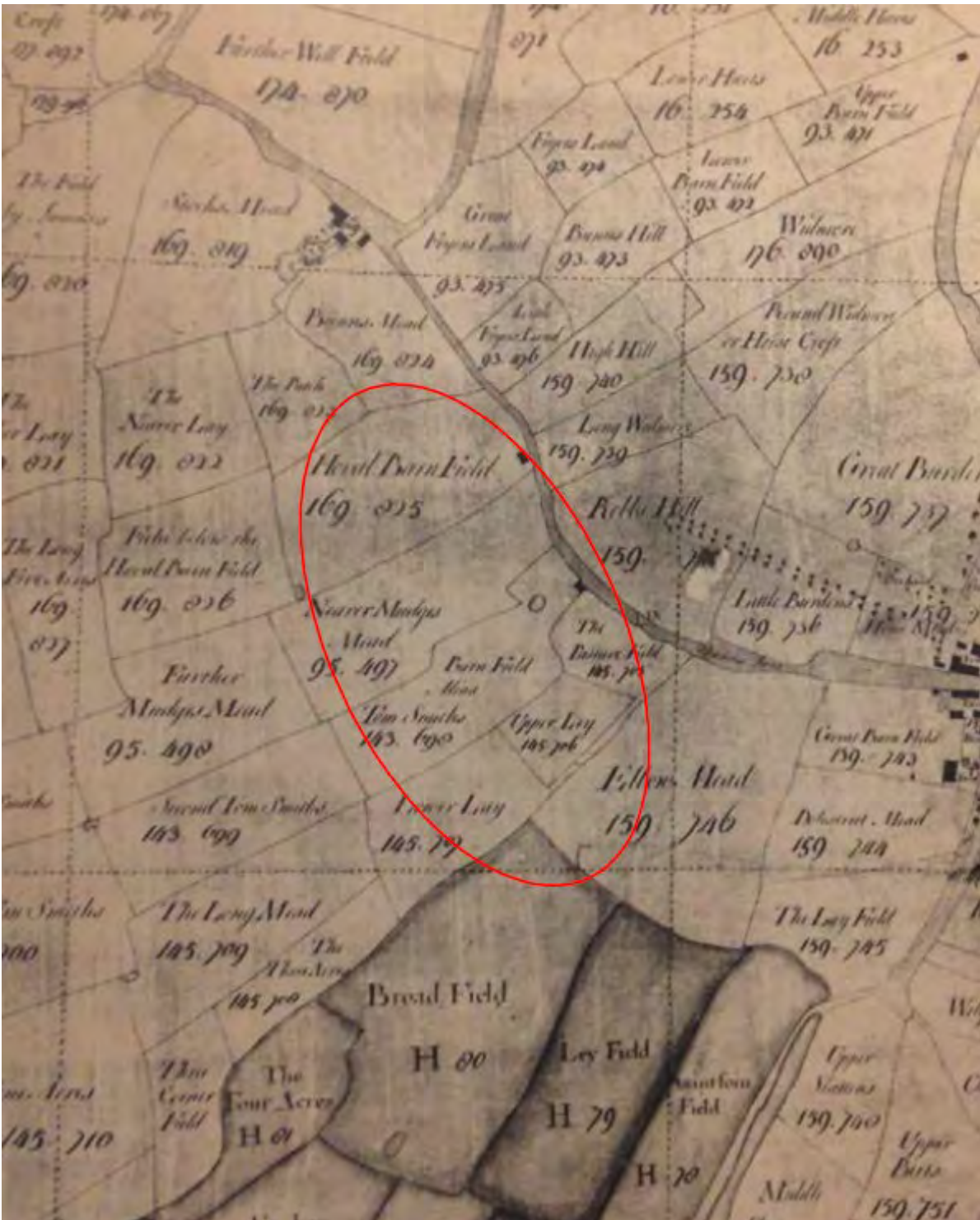


Figure 2: Crow Parish Map of Hendon (1754)



Figure 3: Cooke Survey of the Parish and Manor of Hendon (1796)



Figure 4: Whitshaw Map of the Parish of Hendon (1828)



Figure 5: Hendon Tithe Map (1840)



Figure 6: OS map of 1862-63.

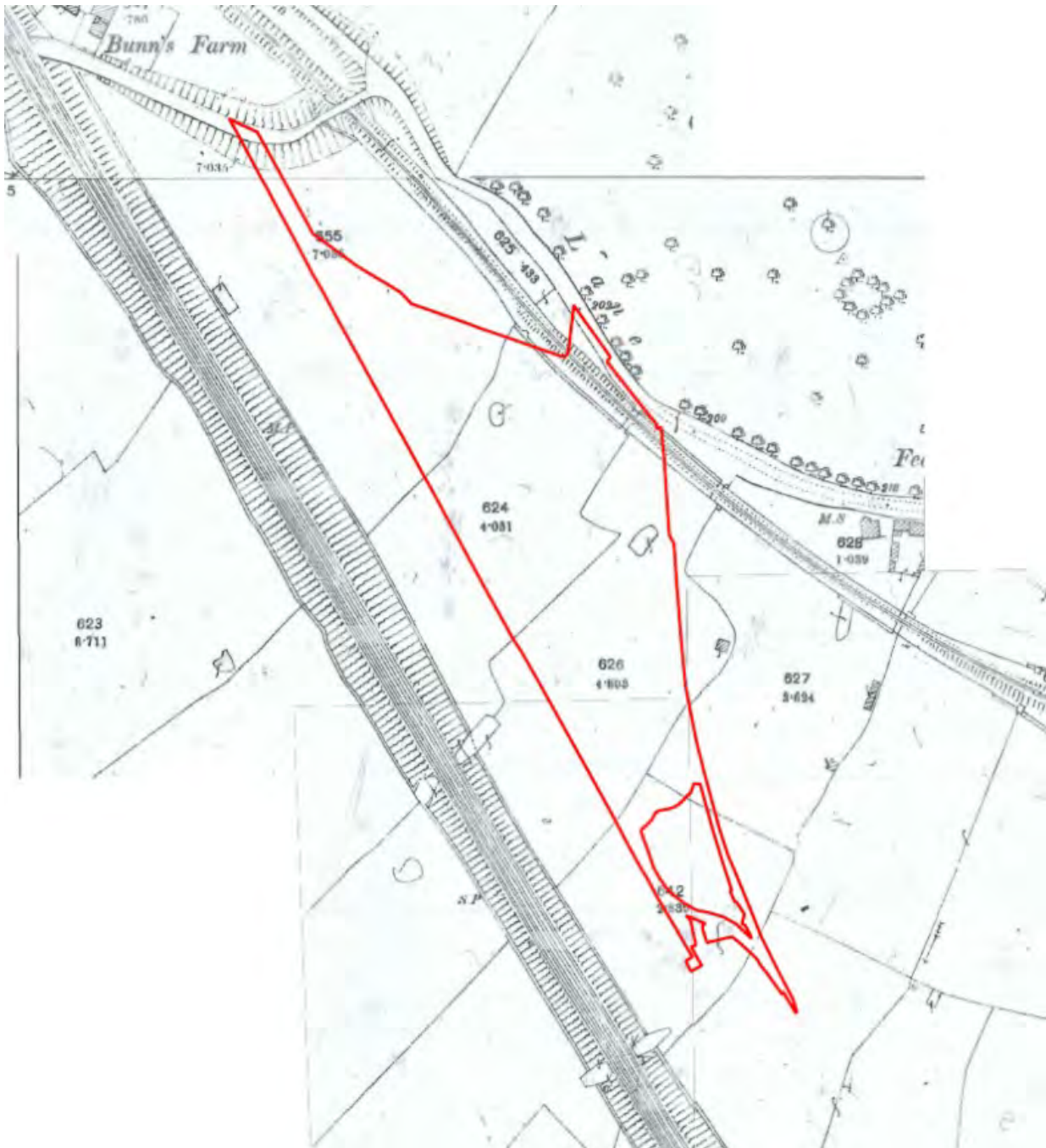


Figure 7: OS map of 1896.

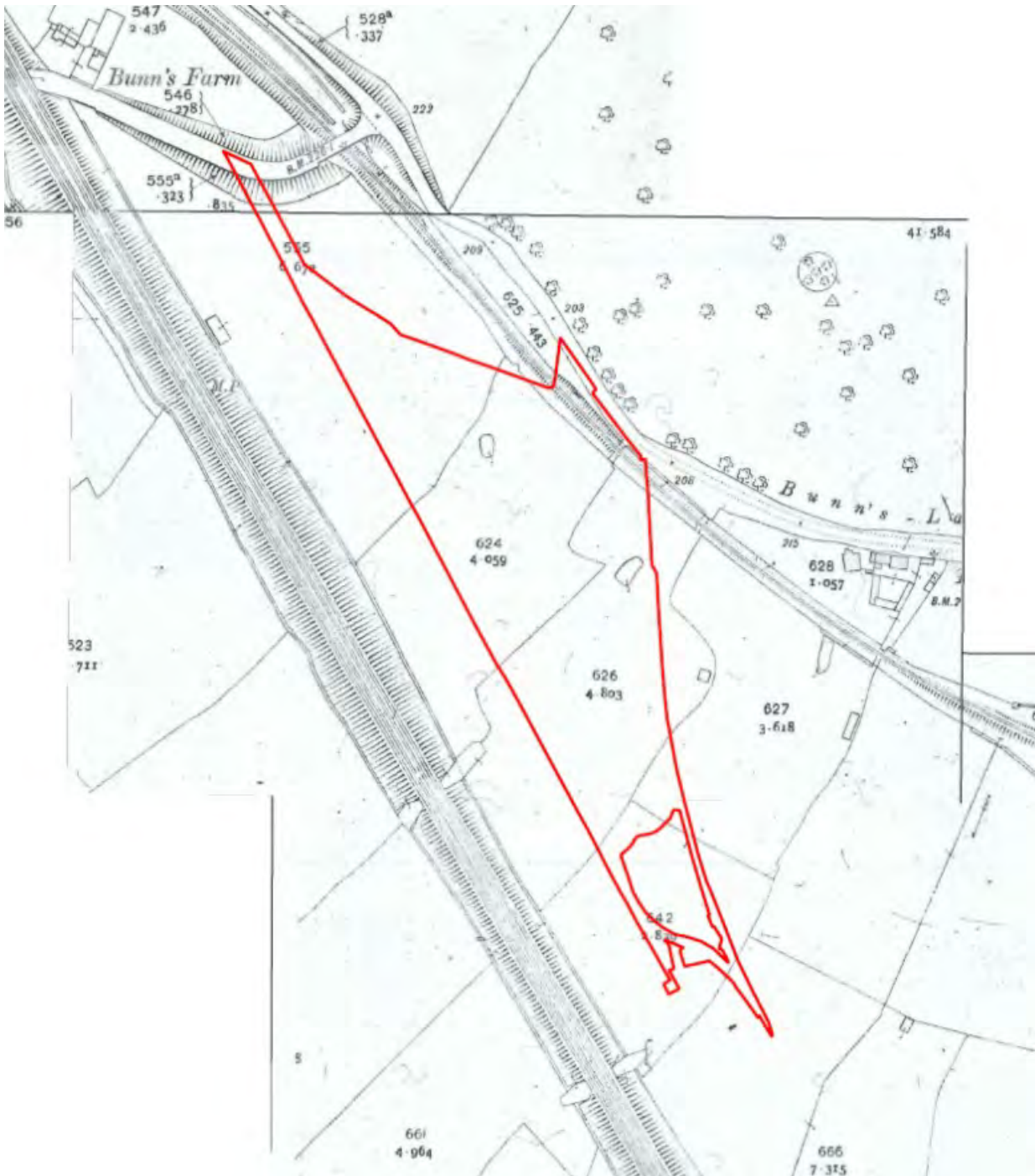


Figure 8: OS map of 1913-14.

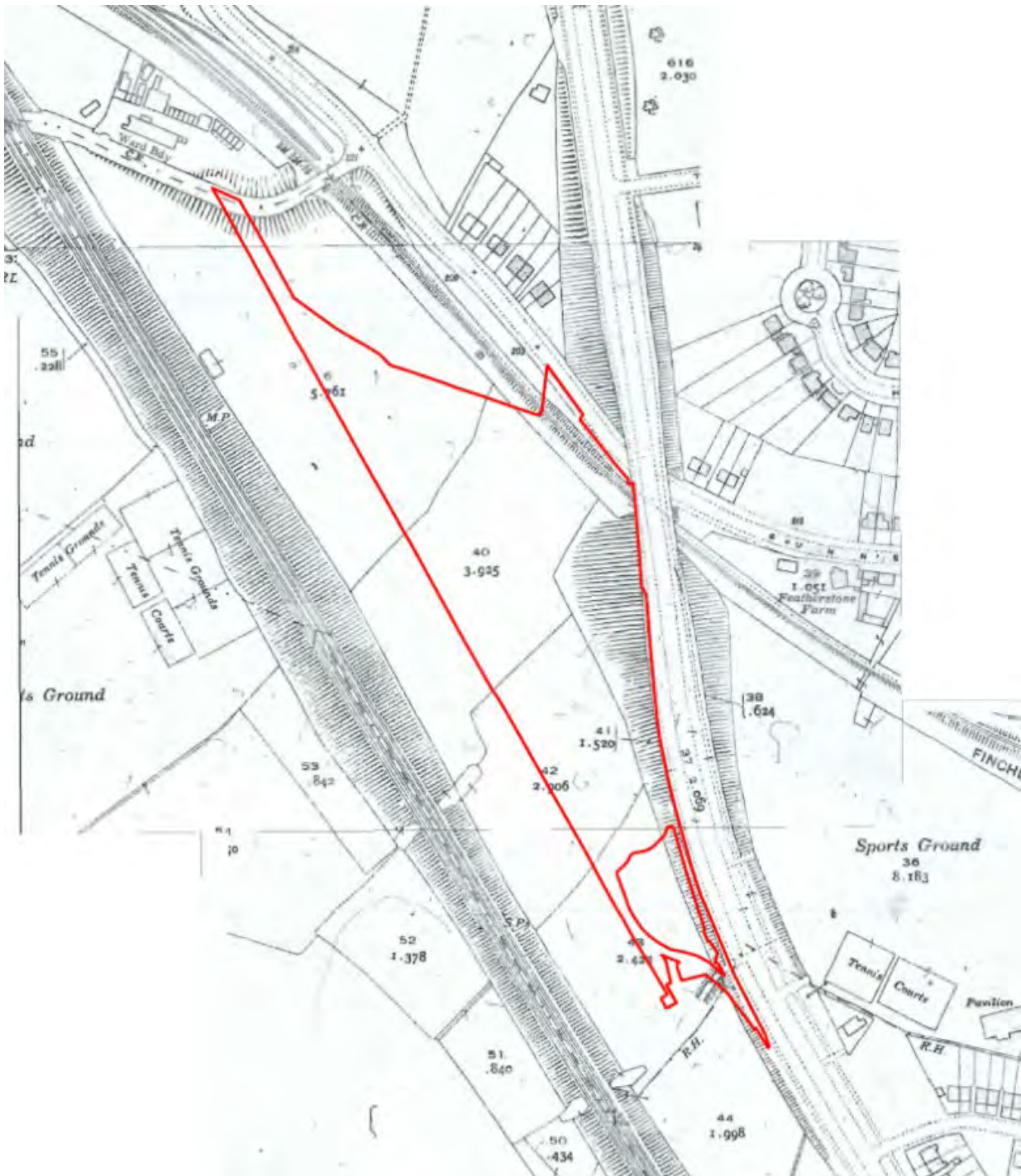


Figure 9: OS map of 1932-35.



Figure 10: OS map of 1951.

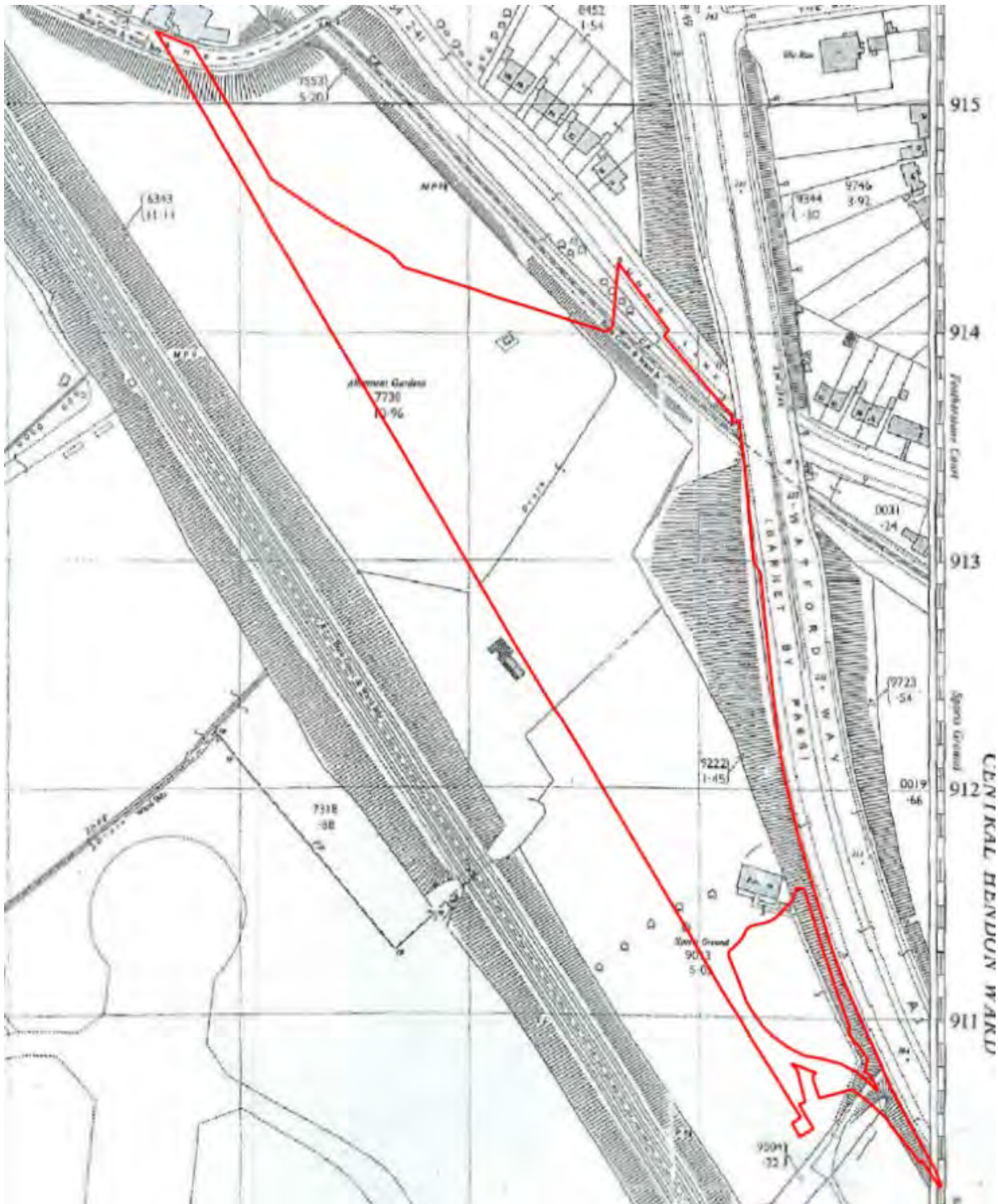


Figure 11: OS map of 1964.

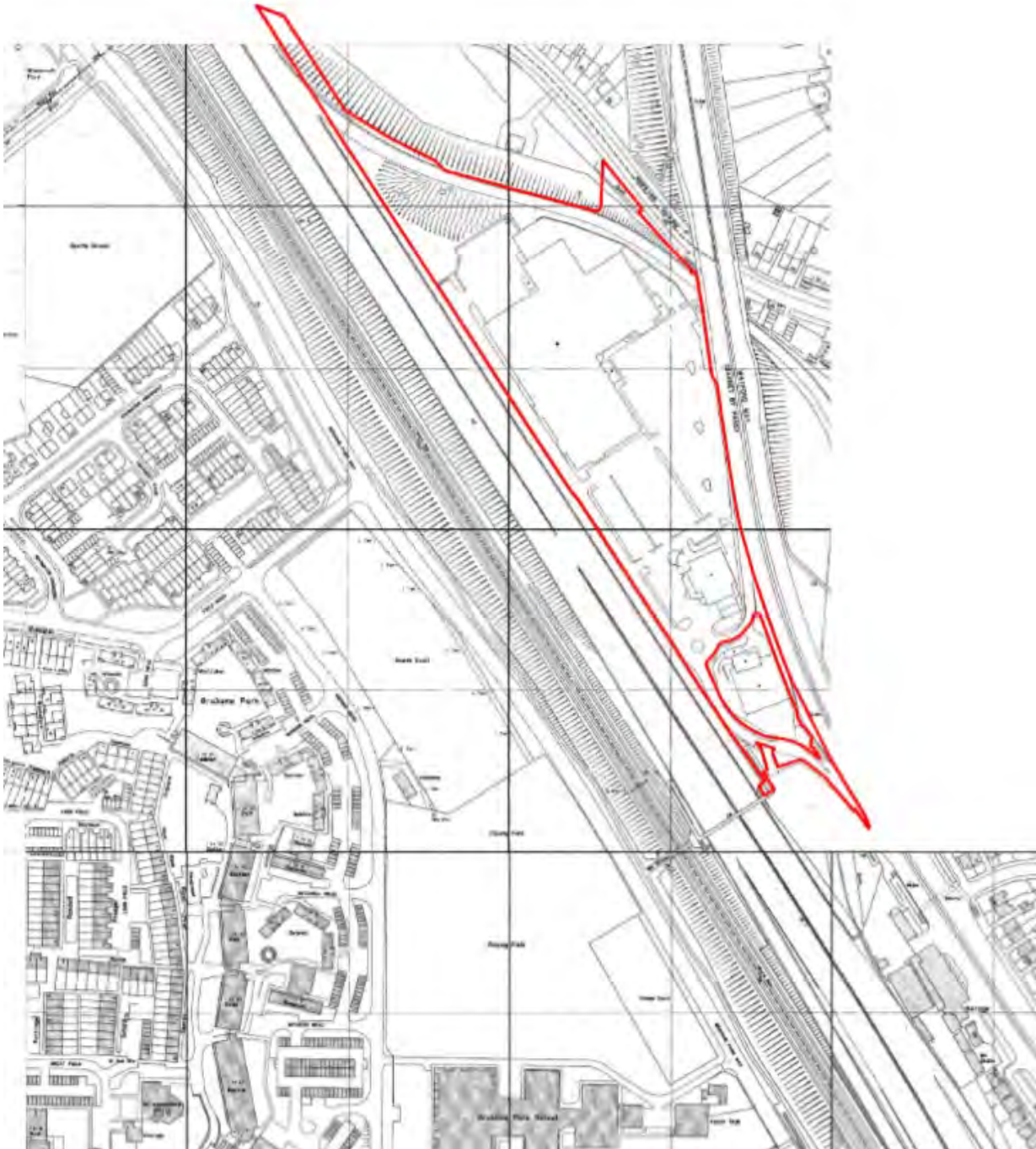


Figure 12: OS map of 1979-90.



Figure 13: View towards the Site from the Barnet By-Pass



Figure 14: View North West from the Barnet By-Pass to the east of the Site. The 1930s housing is typical of the locality.



Figure 15: View from the west of the Site, on Field Way. The roofline of the warehouses within the centre of the Site are appreciable within the middle of this image, indicating the Site's elevated position.



Figure 16: View from pedestrian access to the Site from Watford Way. The derelict nature of the Site is evident from this view.



Figure 17: Panoramic view into the Site from the pedestrian access via Watford Way. The derelict nature of the Site is evident from this view, as is its isolated location



Figure 18: View east from the eastern boundary of the Site, towards the elevated pedestrian crossing over Watford Way.



Figure 19: View north from Site entrance



Figure 20: View south from within the Site looking towards TGI Fridays



Figure 21: Typical Site architecture



Figure 22: Detail view of fencing and landscaping to the north eastern boundary



Figure 23: View west from the centre of the Site towards partially demolished warehousing



Figure 24: View south west from the centre of the Site showing substantial hardstanding



Figure 25: View north from the south of the Site



Figure 26: View east showing side elevation of TGI Fridays



Figure 27: View of side elevation of BP petrol services to the south of the Site



Figure 28: View towards the study Site from the north. The elevated position of the Site is evident



Figure 29: View from the conservation area boundary towards the Site from Lyndhurst Avenue



Figure 30: View from the conservation area boundary towards the Site from Blundell Road.

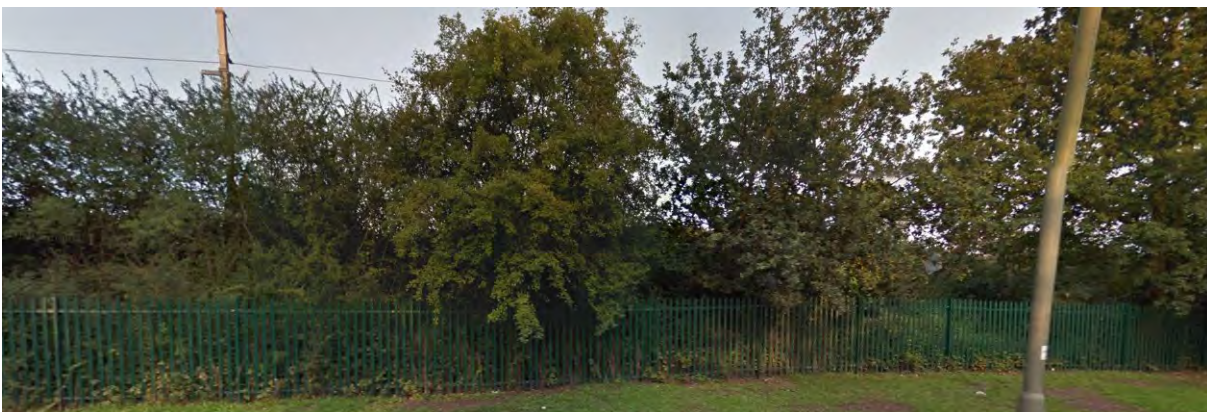


Figure 31: View from the Graham Park Way towards the Site.



Figure 32: View from Chase Lodge towards the Site.



Figure 33: View from Featherstone House, Wise Lane, towards the Site



Figure 34: View from Graham Park Road towards the Site, north of the Royal Airforce Museum

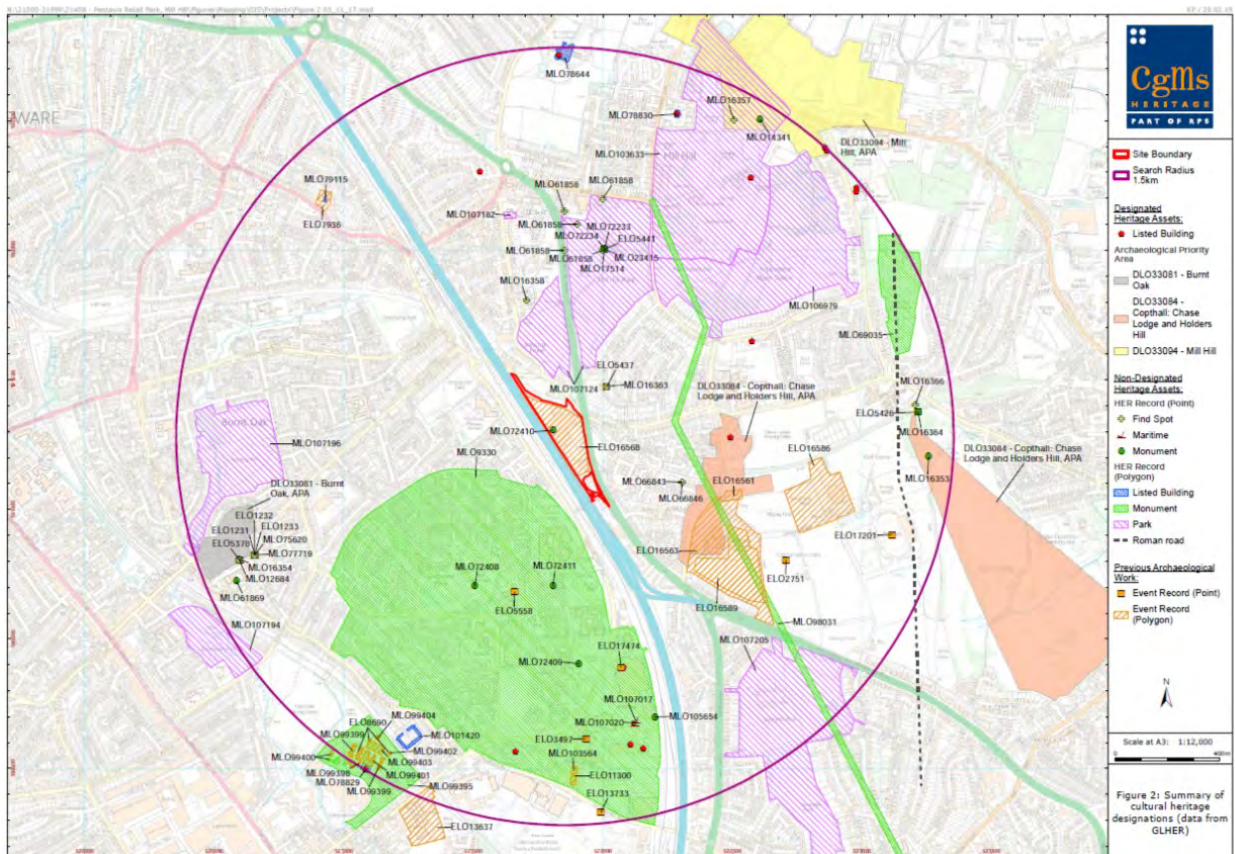


Figure 35: Historic Environment Record Data from Barnet Council.

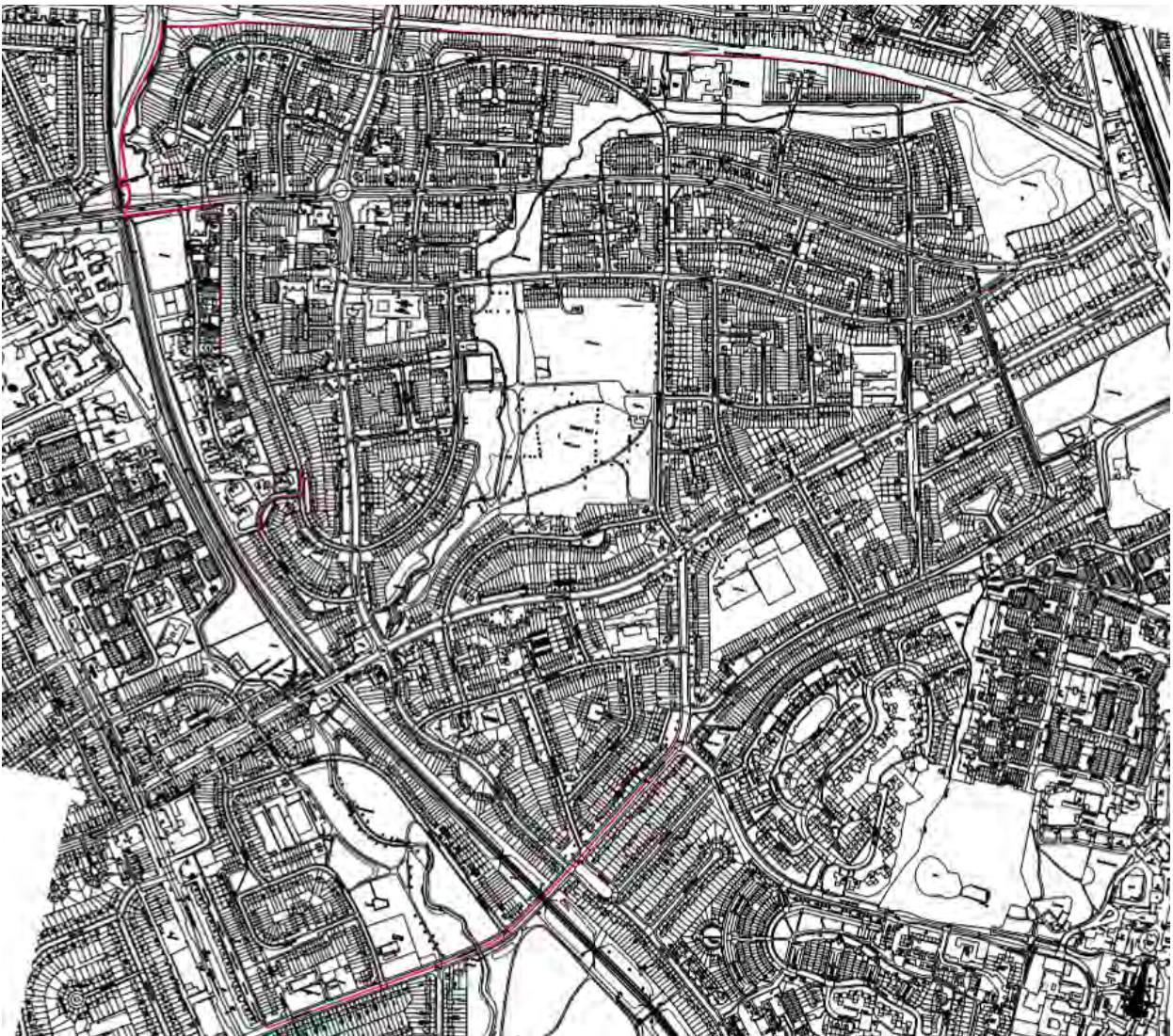


Figure 36: Watling Estate Conservation Area Boundary. Source Barnet Council.

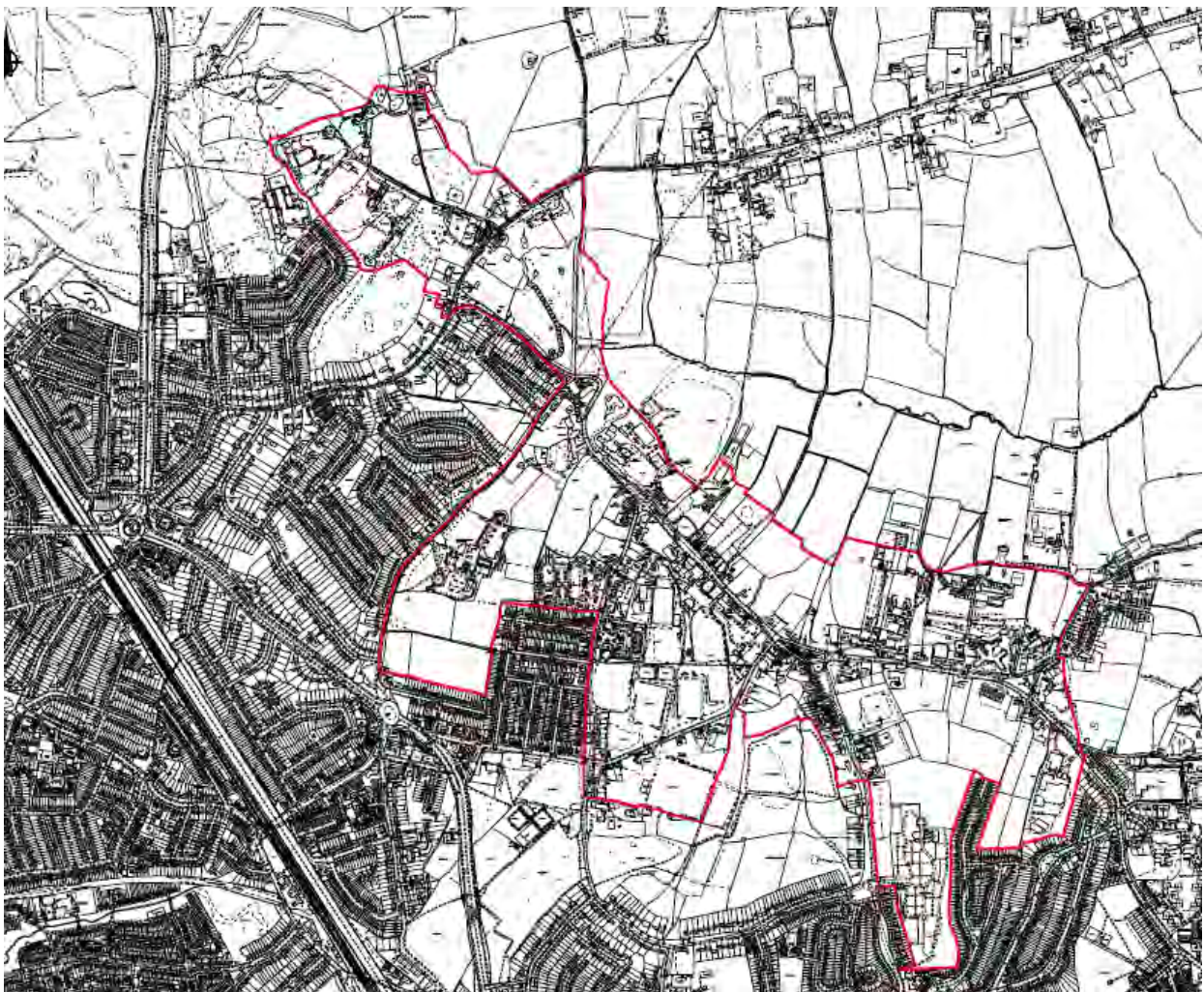


Figure 37: Mill Hill Conservation Area Boundary. Source Barnet Council

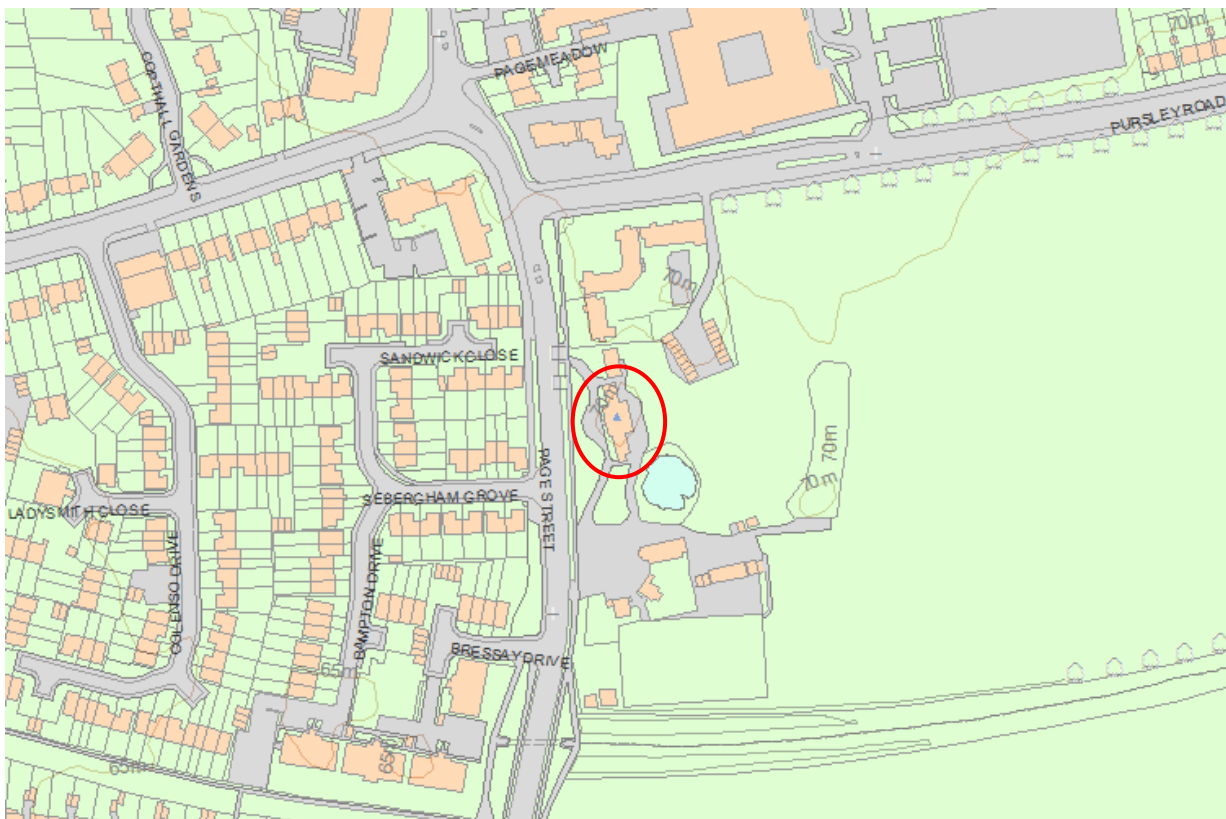
APPENDIX A: STATUTORY LIST DESCRIPTIONS

Name: CHASE LODGE, PAGE STREET

List entry Number: 1064883
Grade: II
Date first listed: 07-Apr-1983

Description

Early-C19 house with minor late-C20 alterations to rear and interior. Yellow brick with hipped slate roofs. Two-storey and basement central section of three bays with sash windows under flat arches and steps up to door under a Tuscan flat-roofed porch. Recessed wings to each side of one-storey and basement, each with two tall windows (blocked) under flat gauged arches. Wide boxed eaves and brick chimney stacks. Band below first floor windows of centre in line with eaves of wings. Additional two storey range to right. Interior not inspected but noted to have some original fittings, although some late-C20 alterations for sports club use is not of interest. Listed as an early C19 house with fine late Georgian proportions and materials.

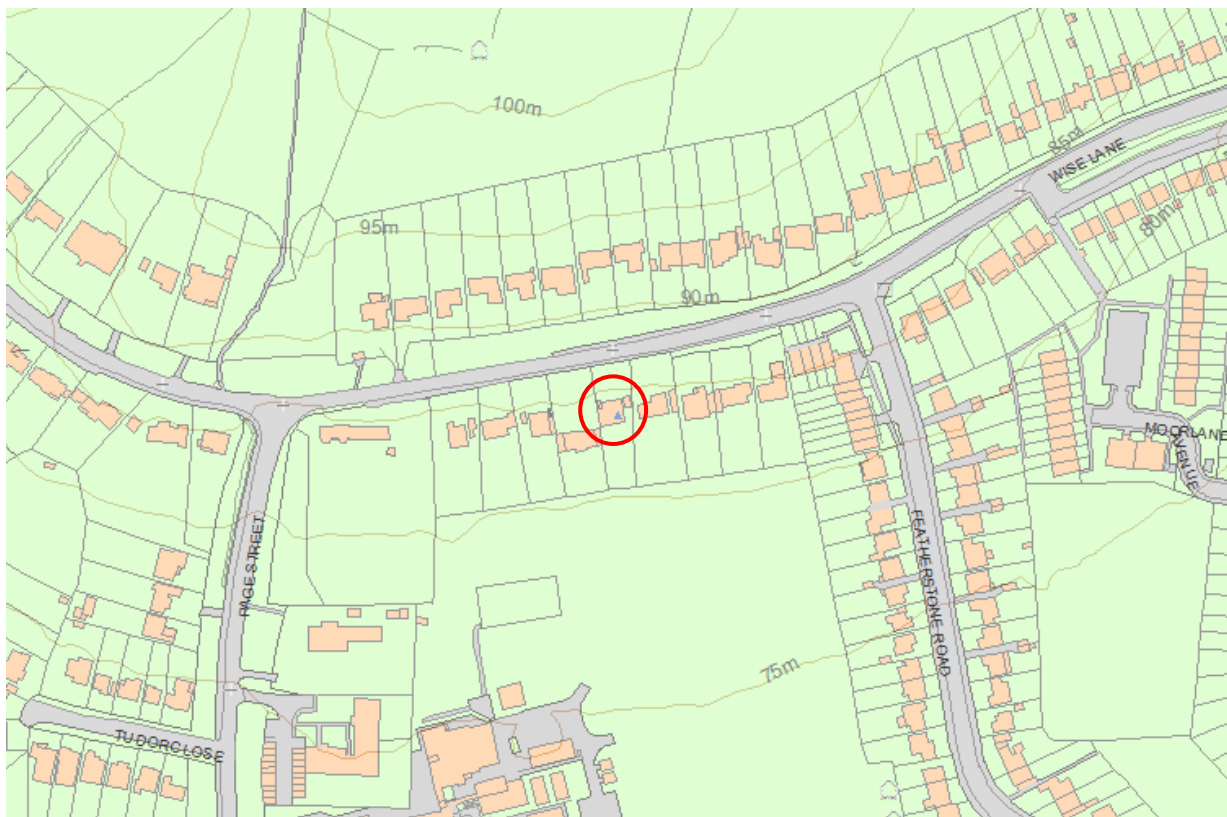


Name: FEATHERSTONE HOUSE, WISE LANE

List entry Number: 1064808
Grade: II
Date first listed: 03-Feb-1950

Description

Appears to be a late C17 or early C18 house. Refronted mid C18. Two storey, 3 window, brick with brick band and parapet. Tiled roof with 2 hipped dormers. Gable ended sides. Doorcase moulded with rusticated sides and dentilled flat hood on brackets with flat-carved (modern) overdoor. C18 glazing throughout, one storey painted brick and tiled coachhouse wing to left. Garden front is red brick with two 3 window full height splayed bays with band and parapet. A good simple house, lately renovated with skill and care.

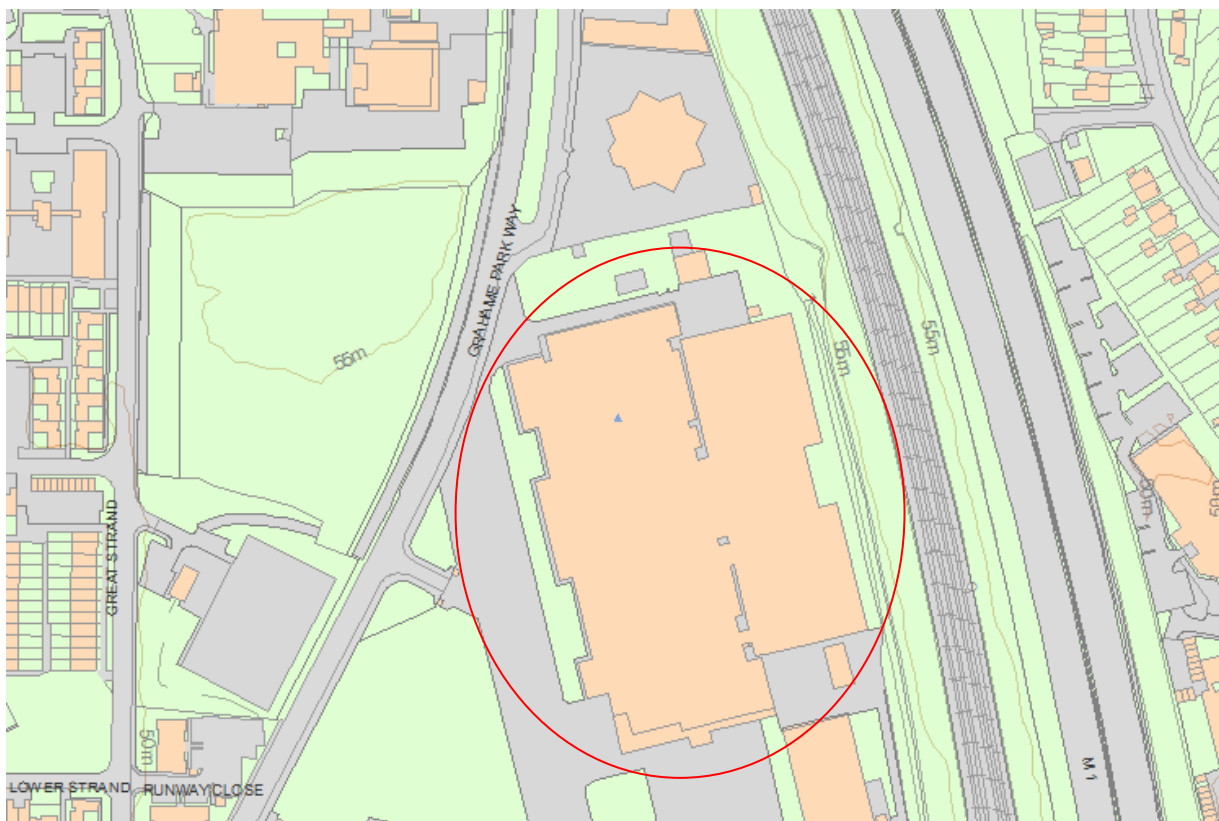


Name: ROYAL AIR FORCE MUSEUM

List entry Number: 1064791
Grade: II
Date first listed: 14-Jan-1987

Description

Adjoining pair of former aircraft hangars now incorporated into museum. Circa 1914. Timber framed with elliptical (Belfast) trusses with timber lattice webs. Late C20 additions for museum not of special interest.



APPENDIX B: REFERENCES AND SOURCES

'Bircholt Tithe award schedule'

<http://www.kentarchaeology.org.uk/Research/Maps/BIH/02.htm> [accessed 28 January 2016].

'Brabourne Tithe award schedule'

<http://www.kentarchaeology.org.uk/Research/Maps/BRB/02.htm> [accessed 28 January 2016].

Hasted, E. 'Parishes: Bircholt', in *The History and Topographical Survey of the County of Kent: Volume 8 (Canterbury, 1799)*, pp. 10-14 <http://www.british-history.ac.uk/survey-kent/vol8/pp10-14> [accessed 2 December 2015].

Hasted, E. 'Parishes: Brabourne', in *The History and Topographical Survey of the County of Kent: Volume 8 (Canterbury, 1799)*, pp. 14-27 <http://www.british-history.ac.uk/survey-kent/vol8/pp14-27> [accessed 2 December 2015].

Mill Hill Masterplan, Watford Way, Mill Hill, London NW7 2ET Visual Impact Study, REF: 3508_8400, 17 November 2017

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