

Mary Feilding Guild Care Home
103-107 North Hill, Highgate,
London, N6

Heritage Assessment

November 2021

Consultancy for the
Historic Built Environment

KMHeritage

Contents

1	Introduction	2
	Purpose	2
	Nomenclature	2
	Authorship	2
2	The site and its surroundings.....	3
	The Context Today	9
3	Heritage Significance	13
4	The legislative, policy and guidance context	17
	Introduction	17
	The Planning (Listed Buildings and Conservation Areas) Act 1990	17
	The National Planning Policy Framework	17
	Planning Practice Guidance	20
	The London Plan	21
	Haringey's Local Plan	23
5	The proposed scheme and its effect.....	25
	Introduction	25
	The proposed scheme.....	25
6	Compliance with policy and guidance	29
	The Planning (Listed Buildings and Conservation Areas) Act 1990	29
	The National Planning Policy Framework	29
	<i>The level and nature of 'harm' caused by the proposed development</i>	29
	<i>Specific requirements of the NPPF</i>	30
	London Plan 2021	31
	Haringey's Local Plan	31

1 Introduction

1.1 This Assessment has been prepared by KMHeritage to support the application for planning permission submitted to the London Borough of Haringey.

1.2 The application relates to the proposed Mary Feilding Guild Care Home, 103-107 North Hill, Highgate, N6 4DP

Purpose

1.3 The purpose of the report is to provide a background understanding of the heritage context of the site and consider the impact of the proposals on heritage significance.

Nomenclature

1.4 In 2015 English Heritage changed its name to 'Historic England' and a new charity, officially called the English Heritage Trust, took the name of English Heritage and responsibility for managing the National Heritage Collection of more than 400 state-owned historic sites and monuments across England. In this report reference is made both to 'English Heritage' and 'Historic England'.

Authorship

1.5 The author of this report is Nick Collins BSc (Hons) MSc MRICS IHBC. Nick has twenty years' experience in the property sector, including most recently as a Director of the Conservation Team at integrated design consultants, Alan Baxter & Associates. Nick spent nine years at English Heritage as Principal Inspector of Historic Buildings & Areas where he led a specialist team of historic building inspectors, architects, and archaeologists on a wide range of heritage projects in East & South London. Previously Conservation Officer at the London Borough of Bromley, Nick began his career at international real estate consultancy Jones Lang LaSalle as a Chartered Surveyor. This experience has given Nick an in-depth understanding of the property industry, listed building and planning process, heritage policy and guidance and funding bodies.

2 The site and its surroundings

- 2.1 The Mary Feilding Guild Care Home, 103-107 North Hill, Highgate is not listed or on the Council's Local List but does lie within the Highgate Conservation Area. That part of the site facing North Hill is identified as making a negative contribution to the conservation area.
- 2.2 Highgate
- 2.3 The medieval village of Highgate originated as a hamlet at the south eastern entrance to the medieval Bishop of London's estate. By 1380, a new road with a steep incline was in use, coming up from the city via Holloway and up Highgate Hill. A direct route to the north was opened in 1386 as a toll road by the Bishop of London. This was located at the top of the hill and was probably known as High Gate, from where the area derives its name.
- 2.4 The expansion of the village occurred in the 18th century as Highgate – and North Hill - became one of the main routes from the north to London, acting as a stopping off point. By the 19th century Highgate was a handsome Georgian village but the congestion on Highgate Hill led to the opening of the Archway Road in 1813 as a by-pass to avoid the steep gradients up to Highgate village and to provide a more direct route between Archway and the Great North Road.

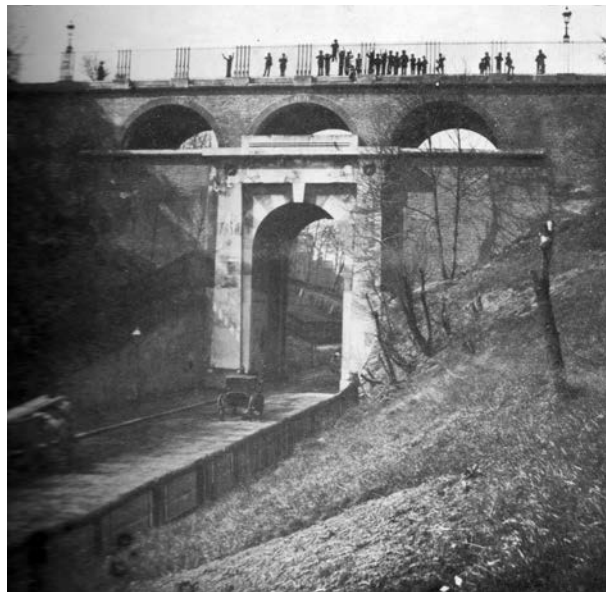


Figure 1: The 'original' Archway Bridge

- 2.5 The desirability of the village meant that development continued throughout the nineteenth century. Fronting onto Pond Square the Highgate Literary and Scientific Institution was founded in 1845 and developed as a resource for Highgate's social and cultural life. Highgate railway station opened in 1867 enabling the boundaries of the village to be expanded. Highgate Woods were saved from destruction in 1887.
- 2.6 The Ordnance Survey Maps of 1863 and 1893 (see figures 2 & 3 below) show the extent of development in Highgate and the area around North Hill in the latter part of the nineteenth century. In 1863, other than ribbon development along North Hill, the land to the west remained undeveloped.
- 2.7 Melton House, that sat at what became the corner of View Road, can be seen halfway along North Hill.
- 2.8 Nos 109-119 North Hill, which sit immediately to the north of the site on North Hill, are a terrace of 6 houses known as Prospect Place and constructed in 1811 (now listed Grade II). They are 3 storeys in height and built of stock brick with a hidden roof behind a brick parapet. The first-floor windows are long casements with wrought iron balconies.
- 2.9 By 1893 increased development had led to the creation of View Road immediately to the south of Melton House as part of Grange Road, but there was little development other than The Grange itself on the western side of North Hill. Broadlands Road had already been created to the south of the site. This was gradually filled by large detached houses.



Figure 2: Ordnance Survey Map of 1863



Figure 3: Ordnance Survey Map of 1893

- 2.10 In 1913 (Figure 4) View Road had been completed to the west and a number of houses built along its length. However, the site of the Mary Feilding Guild Care Home still remained undeveloped – both the View Road frontage and North Hill (which formed part of the garden to Melton House).



Figure 4: Ordnance Survey Map 1913

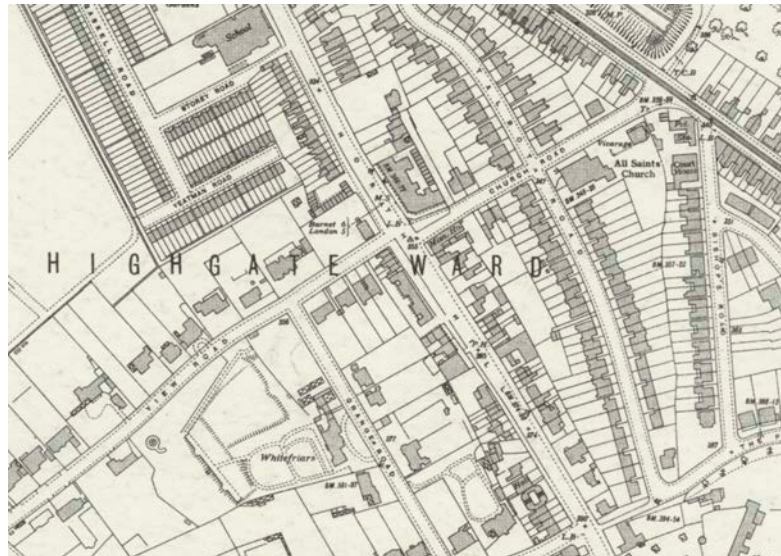


Figure 5: Ordnance Survey Map 1936

- 2.11 By 1936 not only had a house been built on the site on View Road, but it had also been extended to the east. This is identifiable in Figure 5. The more modern element of the complex, fronting North Hill had been developed at that time, but as garages.
- Mary Feilding Guild Care Home
- 2.12 The Mary Feilding Guild Care Home has been in Highgate for 85 years. The existing complex sits on an L-shaped site that wraps around from North Hill to View Road and is made up of five interlinked buildings – all of which have evolved throughout the 20th century. Of the extant buildings, the oldest is that on View Road that was built as a large detached dwelling in the 1920s. Whilst the exact date is not known, this is ascertained by the map regression and also its architectural style – which is typical of this early inter-war period. The original house is of red brown brick with two projecting half-hipped projecting returns and is of two storeys with a large attic floor. A decorative dentil'd brick course runs around the first floor level. The building has tall brick chimneys.
- 2.13 By 1936 this original house had been substantially extended to the east and west with large two storey, flat roofed extensions. Whilst these are built using similar brick and with similar styled windows, in reality they overwhelm the original building composition and fill the plot entirely from left to right. Further extensions to the rear have partially filled the rear garden on the eastern side of the original house. A high brick wall fronts

the property meaning that it is nearly entirely unseen from the road.



Figure 6: View Road frontage May 2019



Figure 7: The eastern extension on View Road

- 2.14 Figure 7, in particular, shows the utilitarian form and detailing of the extension fronting the road.
- 2.15 Internally, whilst there are elements of the building that remain un-changed, large parts are 'institutional' in appearance and form – as shown in figures 8 & 9.



Figure 8 & 9: Interior spaces within the care home

- 2.16 To the rear, on the left-hand side of the garden is the first of a series of buildings and extensions that connect the complex to North Hill. This is illustrated in figure 10 below. Whilst still leaving some open space to the rear of Kekewich House, it clearly encroaches onto the garden. It is in a modern style with pitched hipped roof with concrete tiles and modern windows.



Figure 10: One of the extension buildings to the rear

- 2.17 The rear extensions connect the complex through to the more modern 1960/70s addition that fronts North Hill (Truscott House). This element of the Care Home is the main pedestrian entrance and is 4 storeys in height with an additional storey height formed by the lift shaft on its northern end. It sits just back from the road, with only tarmac car parking to the front. Whilst using the same red brown brick of the rest of the complex, the building is typical of post-war development in that it does not relate in any way to its context, and especially the listed terrace to the north. It has large top hung picture windows and a shallow balcony along the third floor.

- 2.18 The three other inter-connected buildings that make up the complex have been added throughout the 20th century – connecting the North Hill site with that on View Road. None of these are visible from the surrounding streets.



Figure 11: North Hill frontage August 2020

The Context Today

- 2.19 This part of Highgate has seen much change over the past century, with the listed terrace to the north being the oldest remnant buildings in the area.
- 2.20 To the south, Melton House was demolished some time ago and the existing modern building on the site, Wetherley Court, has been designed in the neo-Georgian/Queen Anne style that typifies much of the early 20th development in and around Highgate. Brick built with timber sash windows, deep overhanging eaves and eye-brow topped dormer windows in the roof.
- 2.21 On the corner of North Hill and Church Road is a large block of flats, Highcroft, built in the 1920s, that was Highgate's first block of private leasehold flats. Clad in red brown facing brickwork it has prominent projecting balconies that accentuate the horizontal.
- 2.22 View Road is made up of buildings, mainly residential, of differing ages and quality. Those that date from the formation of the road after 1913 tend to be the highest quality, in the late Edwardian neo-Georgian/Queen Anne Revival style (figures 12 & 13). No.3 View Road is locally listed. Usually in red or red

brown brick, they have painted timber sash windows, white stucco detailing and often elaborate decorative eaves details. An example (since extended) is located next door to the west of the site. The majority of the rest are, however, modern. The house immediately to the west of Kekewich House is the residence of the Tanzanian Ambassador.



Figures 12 & 13: Examples of late Edwardian buildings on View Road

2.23 Next door to the east (Davere House, 1a View Road) is a modern house in the neo-Georgian/Queen Anne style in red brown brick with sash windows, decorative brick quoins and dormers in the attic.



Figure 14: Davere House, 1a View Road, adjacent to the east

2.24 Whilst the house has taken references from the early Edwardian style it is clearly a modern building. Along with the modern block of flats to its east (on the corner of View Road

and North Hill) the buildings sit comfortably in their setting – which is enhanced by the extensive mature planting and trees that also form part of the character of this part of the conservation area.

- 2.25 Opposite the site, on the south side of View Road are a row of inter-war and modern residential properties ranging in style from a more austere brick to half timbering and a modern contemporary home has recently been completed at the corner of View Road and Grange Road.



Figure 15-17: The south side of View Road, opposite Kekewich House

- 2.26 The mixed character of the conservation area in this part of Highgate continues on the surrounding streets, where Edwardian/early 20th century houses are interspersed with more modern replacements. An example being on Broadlands Road.



Figure 18: Broadlands Road

- 2.27 Whilst the building is clearly contemporary in form, materials and design, it nevertheless sits comfortably within the surrounding context through its position on its site and the effect that the mature trees, shrubs and street trees has in ensuring the overall character of the area remains preserved.

North Hill

- 2.28 The overall character of North Hill close to 103-107 North Hill is also very varied but in a more adhoc way than View Road, Grange Road and Broadlands Road. Even though there is homogeneity with the adjacent listed terrace to the north, otherwise the built form varies from 1970s terraces with mono-pitch roofs, white render and timber boarding; the Highgate Group Practice, dating from the turn of the 20th/21st century in modern yellow brick and red brick apartments on the western side of the road.

3 Heritage Significance

- 3.1 The site lies within the Highgate Conservation Area but does not contain any listed or locally listed buildings. The eastern part of the site, fronting North Hill, has been identified in the Highgate Conservation Area Appraisal (2013) as making a negative contribution to the character and appearance of the conservation area.
- 3.2 The only nearby statutory listed buildings are those located immediately to the north on North Hill : 109-119 North Hill, which are listed Grade II. No.3 View Road is Locally Listed.
- 3.3 Listed buildings and conservation areas are 'designated heritage assets', as defined by the National Planning Policy Framework (the NPPF). Other buildings and structures identified as having heritage significance can be considered as 'non-designated heritage assets'.
- 3.4 Heritage 'significance' is defined in 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'. The Historic England 'Historic Environment Good Practice Advice in Planning Note 2' puts it slightly differently – as 'the sum of its architectural, historic, artistic or archaeological interest'.
- 3.5 'Conservation Principles, Policies and Guidance for the sustainable management of the historic environment' (English Heritage, 2008) describes a number of 'heritage values' that may be present in a 'significant place'. These are evidential, historical, aesthetic and communal value.
- 3.6 In terms of the assessment of the proposals for the site as they affect heritage significance, the heritage assets relevant to considering the effect of the scheme are the nearby listed buildings and the setting of nearby conservation areas.
Historical and Communal Significance
- 3.7 In terms of English Heritage 's 'Conservation Principles' the buildings and conservation area provide us with 'evidence about past human activity' and, by means of their fabric, design and appearance, communicate information about its past.
- 3.8 The site, the listed and unlisted buildings nearby, and their relationship to one another and the conservation areas collectively illustrate the development of this part of Highgate along, and off, North Hill. The character and appearance of the

conservation area, and thus its significance is articulated in the Council's Conservation Area Appraisal.

- 3.9 The listed buildings to the north of the site are important examples of the ribbon development along the important arterial route to and from London whilst the evolution of the mainly residential properties to the east and west reflect the changing styles and fashions as well as accommodation needs of the population.
- 3.10 The complex itself reflects this change from the 1920s through to the late 20th century – being formed from what was once the garden to Melton House and also incorporating one of the inter-war houses. The presence of a care home on this site is unusually long (being c.85 years) and this use thus now forms part of its historical interest.

Architectural and Aesthetic Significance

- 3.11 The aesthetic value or architectural interest of the conservation area lies in the palimpsest of architectural development and style – from the 18th to the 20th century. This is manifested particularly in nature of residential 'suburban' development and is typified in the styles, materials and form of the buildings as described in the previous section.
- 3.12 The area including the site has been evolving, especially throughout the last century, and this has been mainly through the development of the once agricultural land. Whilst there is some uniformity of materials, the variation in architectural styles represents many of the popular suburban architectural styles over that period.
- 3.13 Buildings such as Nos 3 & 7 View Road are some of the earliest on the street and represent the pinnacle of pre-war quality and detailing. Finely cut brick work, elaborate eaves and string course detailing and well-proportioned accommodation is evident in each.
- 3.14 Many of the rest of the houses on the street reflect the scale and proportions of these original houses – large houses in large plots – and to varying degrees of success reflect the architectural styles of the early 20th century. Examples of these are found in section 2.
- 3.15 The images demonstrate that the character of the area is as much formed by the mature trees, wide avenues and spacious plot sizes as the architectural styles used.

- 3.16 Even an emphasis on quality is of mixed success amongst the more recent buildings, although this would always be aspired to for any new building in the conservation area.
- 3.17 The Conservation Area Appraisal notes of View Road:
“View Road leads from North Hill at the junction with Church Road to Denewood Road. The road slopes gently upwards to the Highgate Ridge. It has changed in character considerably in the last few years being particularly subject to the demands for the demolition and rebuild in a much more grandiose style of the existing houses. The buildings are of varied periods from the end of the 19th century to recent times.”
- 3.18 The site combines elements which have been identified as making a negative contribution to the character and appearance of the conservation area (Truscott House, North Hill) with the incorporation of the former residential house built in the 1920s (Kekewich House).
- 3.19 Truscott House, fronting North Hill, displays no elements of either contextual or architectural quality. It is a functional building which does not relate to its listed neighbours to the north or the prevailing styles in the area (see figure 11).
- 3.20 Kekewich House does, in part, display some architectural features typical of its age. These include elements such as the leaded casements, tall chimneys and large roof with dormers. The Appraisal notes that it is a *‘much extended red brick building the core of which is an Edwardian house with some Arts and Crafts features’*. It is not identified as a positive contributor to the conservation area.
- 3.21 Internally, whilst elements of original detailing remain the buildings now have an institutional feel, as shown in the images at figures 8 & 9. It has been recognised by care providers that the home is no longer of the highest quality in terms of its layout and the nature of the accommodation.
- 3.22 Externally it does not have an abundance of detailing as found in other older buildings of the early 20th century and has been visually largely overwhelmed by the extent of subsequent lesser-quality flat roofed extensions to the left and right (see figure 6).
- 3.23 The complicated interlinking of these extensions – with further extensions – has meant the building has lost much of its integrity and contribution to the townscape. This is further lessened by the high front wall which effectively prevents views from the street into the site.

- 3.24 In summary, the majority of the buildings on the site are modern and either unseen from the public realm or identified as making a negative contribution to the character and appearance of the conservation area. Whilst Kekewich House dates from the 1920s, it has limited visibility from the road, and has been extended to such an extent that any contribution it might have made has been largely subsumed by these additions (see figure 7). Internally the complex has been 'institutionalised' and lost its sense of being a family home. The building now makes no more than a neutral contribution and the nature of development in the immediate surroundings shows how there is an opportunity to enhance the conservation area through the insertion of a building of genuine high quality.

4 The legislative, policy and guidance context

Introduction

- 4.1 This section of the report briefly sets out the range of national and local policy and guidance relevant to the consideration of change in the historic built environment.
- 4.2 Section 6 demonstrates how the proposed development complies with statute, policy and guidance. Not all the guidance set out in this section is analysed in this manner in Section 6: some of the guidance set out below has served as a means of analysing or assessing the existing site and its surrounding, and in reaching conclusions about the effect of the proposed development.

The Planning (Listed Buildings and Conservation Areas) Act 1990

- 4.3 The legislation governing listed buildings and conservation areas is the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act'). Section 66(1) of the Act requires decision makers to 'have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses' when determining applications which affect a listed building or its setting. Section 72(1) of the Act requires decision makers with respect to any buildings or other land in a conservation area to pay 'special attention... to the desirability of preserving or enhancing the character or appearance of that area'.

The National Planning Policy Framework

- 4.4 The revised version of the National Planning Policy Framework (NPPF) was published in July 2021.

Proposals affecting heritage assets

- 4.5 Chapter 16 of the National Planning Policy Framework: 'Conserving and enhancing the historic environment' deals with Heritage Assets describing them as 'an irreplaceable resource' that 'should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations'.¹

¹ The policies set out in this chapter relate, as applicable, to the heritage-related consent regimes for which local planning authorities are responsible under the Planning (Listed

- 4.6 Paragraph 189 brings the NPPF in line with statute and case law on listed buildings and conservation areas. It says 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.'
- 4.7 In terms of the local authority, paragraph 190 requires that they
'identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.'
- 4.8 Paragraph 197 says that
'In determining applications, local planning authorities should take account of:

a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

c) the desirability of new development making a positive contribution to local character and distinctiveness.'
- Considering potential impacts*
- 4.9 Paragraph 199 advises local planning authorities that 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.'

Buildings and Conservation Areas) Act 1990, as well as to plan-making and decision-making.

4.10 Paragraph 201 says:

‘where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, 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:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use.’

4.11 Paragraph 202 says that

‘where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use’.

4.12 In taking into account the effect of an application on the significance of a non-designated heritage asset the local authority should employ a ‘a balanced judgement’ in regard to the scale of any harm or loss and the significance of the heritage asset (paragraph 203).

4.13 The NPPF introduces the requirement that ‘Local planning authorities should not permit the 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.’ (paragraph 204).

4.14 Where a heritage asset is to be lost, the developer will be required to ‘record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible’ (paragraph 205).²

² Copies of evidence should be deposited with the relevant historic environment record, and any archives with a local museum or other public depository.

- 4.15 In terms of enhancing the setting of heritage assets the NPPF states 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. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably. (paragraph 206).
- 4.16 It goes on however that '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' (paragraph 207).
- 4.17 Finally, paragraph 208 requires that the onus will be on local planning authorities to 'assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies'.

Planning Practice Guidance

- 4.18 Planning Practice Guidance³ provides streamlined guidance for the National Planning Policy Framework and the planning system. It includes guidance on matters relating to protecting the historic environment in the section entitled 'Conserving and Enhancing the Historic Environment'. It is subdivided into sections giving specific advice in the following areas:
- Overview: historic environment
 - Plan making: historic environment
 - Decision-taking: historic environment
 - Designated heritage assets
 - Non-designated heritage assets
 - Heritage Consent Processes and
 - Consultation and notification requirements for heritage related applications.

³ Ministry of Housing, Communities and Local Government, Online: www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment

The London Plan

- 4.19 The new London Plan 2021 was adopted in March 2021. It is the overall strategic plan for London, and sets out an integrated economic, environmental, transport and social framework for the development of the city over the next 20-25 years.
- 4.20 Chapter 3 'Design' deals with overarching themes in relation to design in the built environment and provides a range of policies concerning the design of new development in London.
- 4.21 Policy D3 'Optimising site capacity through the design-led approach' requires that development proposals should '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.' Further that proposals should 'respond to the existing character of a place by identifying the special and valued features and characteristics that are unique to the locality and respect, enhance and utilise the heritage assets and architectural features that contribute towards the local character.' Policy D4 'Delivering good design' expounds upon the procedures which will be used to oversee this ambition.
- 4.22 Policy D9 deals with 'Tall Buildings' and how their impacts should be assessed and addressed.
- 4.23 Section C (1) requires that development proposals address 'Visual Impacts' as follows:
 - a) the views of buildings from different distances:
 - i. long-range views – these require attention to be paid to the design of the top of the building. It should make a positive contribution to the existing and emerging skyline and not adversely affect local or strategic views
 - ii. mid-range views from the surrounding neighbourhood – particular attention should be paid to the form and proportions of the building. It should make a positive contribution to the local townscape in terms of legibility, proportions and materiality
 - iii. immediate views from the surrounding streets – attention should be paid to the base of the building. It should have a direct relationship with the street, maintaining the pedestrian scale, character and vitality of the street. Where the edges of the site are adjacent to buildings of significantly lower height or parks and other open spaces there should be an appropriate

transition in scale between the tall building and its surrounding context to protect amenity or privacy.

b) whether part of a group or stand-alone, tall buildings should reinforce the spatial hierarchy of the local and wider context and aid legibility and wayfinding

c) architectural quality and materials should be of an exemplary standard to ensure that the appearance and architectural integrity of the building is maintained through its lifespan

d) proposals should take account of, and avoid harm to, the significance of London's heritage assets and their settings. Proposals resulting in harm will require clear and convincing justification, demonstrating that alternatives have been explored and that there are clear public benefits that outweigh that harm. The buildings should positively contribute to the character of the area

e) buildings in the setting of a World Heritage Site must preserve, and not harm, the Outstanding Universal Value of the World Heritage Site, and the ability to appreciate it

f) buildings near the River Thames, particularly in the Thames Policy Area, should protect and enhance the open quality of the river and the riverside public realm, including views, and not contribute to a canyon effect along the river g) buildings should not cause adverse reflected glare

h) buildings should be designed to minimise light pollution from internal and external lighting.

4.24 Chapter 7 'Heritage and Culture' defines 'Heritage significance' (para 7.1.7) as:

'the archaeological, architectural, artistic or historic interest of a heritage asset. This may be represented in many ways, in an asset's visual attributes, such as - form, scale, materials, and architectural detail, design and setting, as well as through historic associations between people and a place, and, where relevant, the historic relationships between heritage assets.' It goes on to say that 'development that affects heritage assets and their settings should respond positively to the assets' significance, local context and character to protect the contribution that settings make to the assets' significance. In particular, consideration will need to be given to mitigating impacts from development that is not sympathetic in terms of scale, materials, details and form'.

4.25 In terms of development proposals, Policy HC1 'Heritage conservation and growth', says that:

‘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 avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.’

- 4.26 Policy HC3 ‘Strategic and Local Views’ and Policy HC4 ‘London View Management Framework’ describe how The Mayor has designated a list of Strategic Views that will be kept under review and requires that development proposals must be assessed for their impact on a designated view if they fall within the foreground, middle ground or background of that view.

Haringey’s Local Plan

- 4.27 Haringey’s Development Management Development Plan Document (DPD) was adopted by the council in July 2017.
- 4.28 Policy DM9 relates to the Management of the Historic Environment.
- 4.29 This states (in part):
- 4.30 (A) Development that conserves and enhances the significance of a heritage assets and its setting will be supported.
- 4.31 (B) Proposals affecting a designated or non- designated heritage asset and its setting will be assessed against the significance of the asset and its setting, and the impact of the proposals on that significance. Applicants are required to submit with their planning application a statement describing the significance of the heritage asset(s) concerned, including any contribution made by its setting, along with an assessment and justification of the impact of the new development on the asset and its setting.
- 4.32 (C) When considering the impact of proposals on the historic environment, the Council will have regard to:

The priority given to sustaining and enhancing the significance of a heritage asset and its setting;

Character appraisals and management plans or other guidance, where they are available;

The preservation or reinstatement of original or historic form, fabric, function or character of the asset and its setting;

The relationship with adjoining and neighbouring uses, particularly where these are heritage assets of significance in their own right;

The desirability of securing a viable use for a heritage asset consistent with its conservation.

An understanding of and respect for significance of heritage assets as parts of measures to mitigate and adapt to climate change; and

The contribution that the sensitive utilisation of heritage assets can make to sustainable regeneration.

4.33 Conservation Areas

4.34 (D) Subject to A-C above the Council will give consideration to, and support where appropriate, proposals for the sensitive redevelopment of sites and buildings where these detract from the character and appearance of a Conservation Area and its setting, provided that they are compatible with and /or complement the special characteristics and significance of the area.

4.35 (E) Proposals for alterations and extensions to existing buildings in Conservation Areas should complement the architectural style, scale, proportions, materials and details of the host building and should not appear overbearing or intrusive.

5 The proposed scheme and its effect

Introduction

- 5.1 This section of the report assesses the proposed development and its effect on the heritage significance described earlier in this report. The proposed scheme is illustrated in the drawings and Design & Access Statement prepared by DWA Architects.
- 5.2 The scheme has been the subject of considerable pre-application discussion with officers at the Council.

The proposed scheme

- 5.3 The proposals are for the replacement of the existing facility for up an up-to-70 bed nursing and convalescent care home with integral support facilities, together with a wellness and physiotherapy centre.
- 5.4 The frontage of the proposal on View Road will provide primary access to a care home, which will provide convalescent, nursing and dementia care, vehicle drop off and access to the basement car park and physiotherapy centre.
- 5.5 North Hill will provide pedestrian access to the well-being and physiotherapy centre.
- 5.6 The proposals require the demolition of all of the buildings on the site. The majority of these, especially Truscott House fronting North Hill, are not regarded as contributing positively to the character and appearance of the conservation area or the setting of the adjacent listed buildings. Truscott House is specifically identified as making a negative contribution – being of a utilitarian ‘1960s’ modern design that has little regard for any of the prevalent architectural styles of the immediate area or their scale- especially with its protruding top floor lift shaft.
- 5.7 Kekewich House, fronting View Road, is of greater character but with the level of intervention that has taken place, including considerable extension and internal alteration, and the effect of the high wall on its visibility to the street it is only regarded as making a neutral contribution to the character and appearance of the conservation area – as discussed in detail in Section 3. This is also confirmed in the Conservation Area Appraisal as ‘positive contributors’ have been specifically identified.
- 5.8 It is therefore believed that the proposals provide a unique opportunity to both preserve and enhance the character and appearance of the conservation area.

- 5.9 Unlike the existing complex's ad hoc mix of styles and quality, the new care home will aim to introduce a cohesive and unified architectural language and approach that links the site and conservation area in a contextual way.
- 5.10 Along View Road the design has taken its cue from a number of key elements that typify the character of the street. The architects have analysed these to ensure that the design is a contextual response to its immediate environment – including: general proportions & form; plan form articulation; opening proportions and percentage of openings in fabric; use of materials; as well as symmetry, common to broader fronted buildings; use of gables to break up the façade; steps in the façade to create interest, particularly relating to roof articulation; red brick as primary construction material; dormer roof construction.
- 5.11 These have ensured that the proposed building, when seen in the context of other buildings along View Road, sits comfortably in terms of proportions, scale, massing and details. This is particularly important in the context of the locally listed No.3 View Road, and the sensitive relationship between the proposed and No.3 is illustrated on p.27 of this report (as well as the DAS).
- 5.12 Rather than taking a traditional approach to the arts & crafts style its principles – in the form of quality of craftsmanship and detailing – have been embraced as part of the design and can be seen, for example, in the cascading brick quoins and decorative brick detailing to the eaves and gables.
- 5.13 As described earlier, North Hill comprises a mixture of styles representing various moments in history over many centuries. The proposed elevation treatment is more contemporary in nature and primarily relates to the existing neighbouring listed terrace.
- 5.14 The proposals are articulated as 3 bays so as to follow the width and rhythm of the terraces; the bays are stepped back so as to allow light to the existing entrance at 109 North Hill; the top storey is stepped back so as to appear less intrusive in the street scene; the building height to the parapet will meet the roof ridge height of the terraces; the window proportions correlate and accordingly decrease in size up the building following the classical tradition and that of the adjacent listed buildings; and detailing such as flat gauge arches to the windows ensure a contextual approach.

- 5.15 Three different materials are proposed so as to break up the masing and highlight the elegance of the proportions. The red brick to the left ties to the care home and the brick sits comfortable within the context at View Road (approaching the junction) and the neighbouring Whetherly Court. The buff brick to the right is proposed in order to find balances between the red brick predominant towards the junction and View Road and stock brick used on the listed terraced houses to the north.
- 5.16 The following CGI images show the proposed building in its context:





- 5.17 These illustrative images show how the proposed building sits comfortably in its surroundings and thus preserves and enhances the character and appearance of the conservation area as well as the setting of No.3 View Road.
- 5.18 The more sensitive and carefully articulated design to North Hill also enhances the setting of the listed terrace – and particularly positively in comparison to the existing situation.

6 Compliance with policy and guidance

- 6.1 This report has provided a detailed description and analysis of the existing building and its heritage context, as required by the National Planning Policy Framework. In addition, the report also describes (in Section 5 'The proposed development and its effect') how the proposed scheme will affect that heritage significance.

The Planning (Listed Buildings and Conservation Areas) Act 1990

- 6.2 The conclusion of our assessment, contained in previous sections in this report, is that the proposed scheme preserves *and* enhances the special architectural and historic interest of the nearby listed buildings and character and appearance of the conservation area affected by the development. The proposed development thus complies with S.66(1) and S.72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. It does not lead to 'substantial' harm or any level of 'less than substantial' harm to any heritage assets.

The National Planning Policy Framework

Design

- 6.3 The proposed scheme is wholly consistent with Chapter 12 of the NPPF. It will clearly 'function well' and 'add to the overall quality of the area', will be 'visually attractive', is certainly related to its context and helps in place-making and reinforcing the existing urban context. In our opinion, the proposed scheme will 'help raise the standard of design more generally in [the] area' and will 'fit in with the overall form and layout of [its] surroundings'.
- 6.4 The proposed scheme is, undoubtedly, a good example of the 'innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings' that is sought by Paragraph 131 of the NPPF.

The level and nature of 'harm' caused by the proposed development

- 6.5 As outlined in Section 4, the NPPF identifies two levels of potential 'harm' that might be caused to a heritage asset by a development: 'substantial harm...or total loss of significance' or

‘less than substantial’. Both levels of harm must be caused to a *designated* heritage asset – in this case, the listed buildings and conservation area whose setting can be considered to be affected by the proposed development.

- 6.6 The only potential for ‘substantial’ harm would be if the proposed scheme for the site caused the loss of something *central* to the special interest of these heritage assets. The proposal evidently does not give rise to this level of harm.
- 6.7 Similarly, we also do not believe that any ‘less than substantial harm’ is caused by the scheme. The existing Truscott House is of no architectural merit and is identified as making a negative contribution to the conservation area. As discussed earlier in the report we believe that Kekewich House makes no more than a neutral contribution.
- 6.8 The proposals offer an opportunity to positively enhance the character and appearance of the conservation area through a high-quality design that will also enhance the setting of the listed terrace on North Hill. There will be small change in the setting of the heritage assets in question, however we believe that this change will preserve and enhance their significance – through the contextual and high-quality design approach taken. This is illustrated and discussed with the views and analysis in the previous section and the DAS.
- 6.9 For the same reasons we do not believe that harm is caused (as per Paragraph 203 of the NPPF) to the non-designated heritage assets in the vicinity of the site.

Specific requirements of the NPPF

- 6.10 This report has provided a detailed description and analysis of the significance of the site and its heritage context, as required by Paragraph 189 of the National Planning Policy Framework.
- 6.11 The proposed scheme complies with Paragraph 199 and 200 of the NPPF in that it conserves the heritage assets whose setting it affects. For the reasons given earlier, we do not believe that the scheme involves any ‘less than substantial harm to the significance of a designated heritage asset’, satisfying Paragraph 202. Neither existing buildings are identified in the conservation area appraisal as being specific ‘positive contributors’ to the character and appearance of the conservation area and following considerable pre-application discussion the proposals are regarded as contextual, sympathetic and have the potential to enhance the conservation area.

- 6.12 The scheme strikes the balance suggested by the NPPF – it intervenes in the heritage context of the site in a manner commensurate to its heritage significance. This balance of intervention versus significance is described in detail earlier.

London Plan 2021

- 6.13 The proposed scheme is consistent with the London Plan and fully complies with its design (Chapter 3) and heritage (Chapter 7) policies.
- 6.14 The proposed scheme is of the highest architectural quality and responds to Policy D3 'Optimising site capacity through the design-led approach' by positively responding to local distinctiveness and successfully responding to the existing character of the place and in that respects, enhances and utilises the heritage assets and architectural features that contribute towards the local character.
- 6.15 It is also consistent with Policy HC1 Heritage Conservation and Growth in that the applicants have sought to identify, understand and conserve the historic environment and the proposals clearly conserve the significance of nearby heritage assets, and their settings, by being 'sympathetic to their significance and appreciation within their surroundings'.

Haringey's Local Plan

- 6.16 In positively addressing the requirements of the National Planning Policy Framework, the works also meet the policy requirements of the Haringey Local Plan relevant to heritage assets.
- 6.17 In respect of Policy DM9, the proposals will 'conserve and enhance the significance' of the conservation area and setting of the listed buildings as well as the adjacent locally listed building.
- 6.18 The proposals have had full regard for the Council's Conservation Area Appraisal; relationship with the adjoining and adjacent buildings and uses; and in terms of the conservation area have had regard for 'the architectural style, scale, proportions, materials and details' of surrounding buildings' and should not appear overbearing or intrusive.
- 6.19 Overall, the proposed works will make a positive contribution to Haringey's local character and distinctiveness and particularly the Highgate Conservation Area. The scheme is a high quality contextual design which will preserve and enhance

the setting of the conservation area and enhance the setting of nearby listed buildings thus satisfying the general and specific thrust of local plan policies relevant to design and heritage.

KMHeritage

72 Pymer's Mead

London SE21 8NJ

T: 020 8670 9057

F: 0871 750 3557

mail@kmheritage.com

www.kmheritage.com

© 2021