

6 North Hill

London N6 4PX

Heritage appraisal



November 2010

Consultancy for the
Historic Built Environment

KMHHeritage

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1 Summary

6 North Hill was originally built sometime in the first half of the 19th century. Various additions have been made: a two storey extension or wing to the south which replaced an earlier smallish irregularly shaped extension in the late Victorian period, and a small extension to the north of the main block of the house to the northern boundary fence, also altered in the Victorian era.

After WWI the house was sold and by 1920 the property was being converted into as a religious retreat house. The property was subsequently altered to become a nursing home. This use lasted from the 1930s until the late 1950s, when the building was purchased by Hornsey Borough Council and converted into seventeen 'flatlets'. It has since been further altered, and probably on a number occasions.

Any internal special architectural and historic interest that the property may have possessed has been comprehensively erased. The interior of the property – at all levels and in all parts – has been radically altered. There is no semblance of a 19th century plan, nor any shred of decoration. The building is effectively a shell. What internal fabric exists dates from the post-WWII era.

Similarly, the site of the building is without any character whatsoever. It is not landscaped in any meaningful way. Some hard standing exists to the rear of the listed building, beyond which there is an area of rough ground. To the front, there is a small area of grass either side of a path to the main entrance.

The proposed scheme secures the special interest of the listed building and positively enhances it through repair and restoration. No harm is caused to the special architectural and historic interest of 6 North Hill as a listed building, or to the character and appearance of the Highgate Conservation Area, the setting of listed buildings, or the setting of locally listed buildings.

The listed building has no special architectural or historic interest internally, and thus possesses an inherent flexibility and

adaptability for new uses. The proposed use is a residential use, and therefore close to the original use of the building when built.

There is no specific heritage policy imperative for the building to now be returned to single residential use as a house. The preservation and enhancement of the listed building's significance does not rely on the building becoming a single house again.

By virtue of the high quality of the design and the distinct economic and social outputs from the scheme, it successfully achieves the planning balance sought by national and local policy guidance for the historic built environment

2 Introduction

- 2.1 This heritage and urban design report has been prepared on behalf of D&S Homes North London LLP Limited in support of a listed building consent application for the 6 North Hill, London N6 4BX.

Purpose

- 2.2 The purpose of the report is to assess the heritage significance of the existing listed building at 6 North Hill and to measure the proposed development against national and local policies relating to the historic built environment.
- 2.3 This report should be read in conjunction with the drawings accompanying the application.

Organisation

- 2.4 This introduction is followed by a brief description of the site and its surroundings, and a description in Section 4 of the national and local policy and guidance that is relevant to this matter the proposed scheme and its effects. Section 5 describes the proposed development and its effects. Section 6 assesses the proposed development against policy and guidance. Appendices contain a location plan, historic maps and photographs.

Author

- 2.5 The author of this report is Kevin Murphy B.Arch MUBC RIBA IHBC. He was an Inspector of Historic Buildings in the London Region of English Heritage and dealt with a range of major projects involving listed buildings and conservation areas in London. Prior to this, he had been a conservation officer with the London Borough of Southwark, and was Head of Conservation and Design at Hackney Council between 1997 and 1999. He trained and worked as an architect, and has a specialist qualification in urban and building conservation. Kevin Murphy was

included for a number of years on the Heritage Lottery Fund's Directory of Expert Advisers.

3 The site and the existing building

The building and its development

- 3.1 Highgate began life as a hill top hamlet on the edge of the hunting estates of the Bishop of London, on the border of the parishes of St Pancras and Hornsey. North Road, North Hill and the Great North Road were all cut through the Bishop's Park. Until the 19th century it was a distinct village outside London sitting to either side of the main road to the north. For over 400 years Highgate has been a place of popular retreat for the wealthy, located healthy high ground beyond the noise and dirt of the city of London to the south east. Adverts for houses for sale and to let in Highgate dating from the 18th and 19th centuries stress the convenience, beauty, and gentility of the village.¹ But Highgate was not only a place of settlement for the wealthy; it also grew up as a place that catered for travellers setting out from or arriving into London and the many pubs and inns that line its streets reflect this.

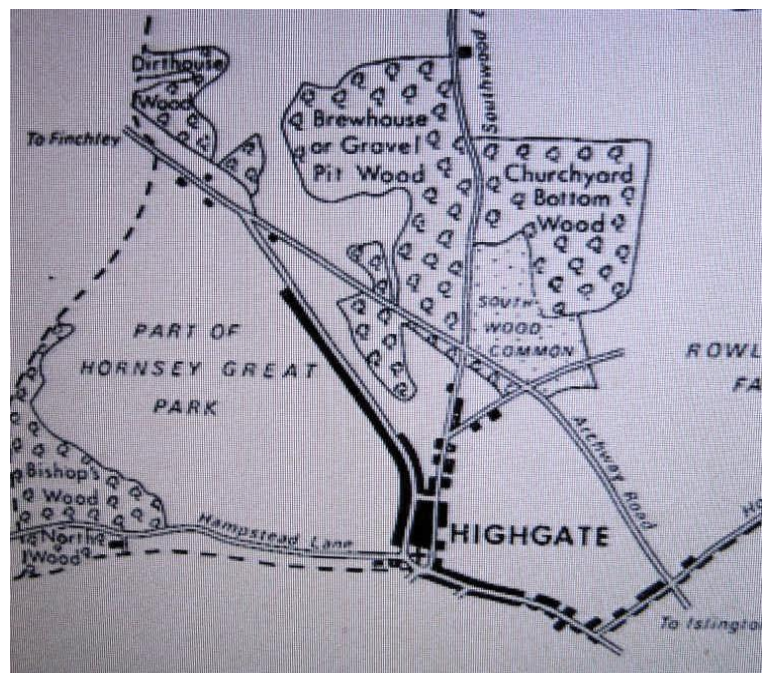


Figure 2: Plan of Highgate c.1815

¹ See *The Times* and other newspapers

- 3.2 The village centred on the High Street, the stretch of the Great North Road approaching Hornsey Park where the Bishop of London levied tolls as early as the 14th century.² The northward continuation of the High Street beyond the gatehouse was called North Road - renamed as North Hill only in the middle of the 19th century. The Gatehouse pub dating from 1670 commemorates the toll house and many fine houses from the 17th to 19th centuries can still be found in Highgate today. By 1800 Highgate and its westerly neighbour Hampstead were unrivalled on the north side of London as select residential villages and summer retreats. Busy roads, however, made Highgate more convenient for city men and more of a commercial centre than Hampstead. Close to the Gatehouse at the bottom of the hill stands St George's House, at No. 6 North Hill - a grand, early 19th century stucco villa with a curved Tuscan porch. When built it was the first property beyond the large Southwood House³ to the south, and it overlooked the extensive wooden pleasure grounds associated with the larger house (see Figure 3). The house was probably built in the decade after 1800 - the exact date is unknown - but in 1813 the house was occupied by a 'Mr Bellamy' and a year later by William Hickbroom.⁴

² 'Hornsey, including Highgate: Highgate', A History of the County of Middlesex: Volume 6: Friern Barnet, Finchley, Hornsey with Highgate (1980), pp. 122-135.

³ Southwood House, later known as Park House was converted into a refuge for prostitutes in 1848 and leased as the London Diocesan Penitentiary (later the House of Mercy) in 1855. It had beds for 60 girls in 1877 and closed in 1940

⁴ John Richardson, *Highgate. Its History since the fifteenth century*, (1983), p.243 The next door Albion Cottage was also probably built soon after the Battle of Trafalgar of 1805 – the nomenclature Albion is frequently associated with that event



Figure 3: OS Map 1864

- 3.3 North Hill contained a variety of suburban villas and cottages dating from the first half of the 19th century, including Albion Cottage at No. 8 North Hill. Map evidence suggests that No 6 was built as a 'suarish' box with a semi-circular raised entrance porch to the front which survives today. It was larger than a conventional villa property, containing three floors above a raised basement. It is a good example of a stucco-fronted suburban house built in a faintly Greek revival style.⁵ It is a property of some distinction and was recognised as such in 1950 when it was first listed.⁶ Built in stock brick with front and back stucco, the house is stylistically typical of the Regency period, although today it is less symmetrical than when first built. At the rear of the house was a square porch overlooking the garden (see Figure 3). On the south side of the property was a smallish irregularly

⁵ St George's House has Greek decoration on the door case, although the porch is Tuscan in style. The Greek revival style is quite rare for 'suburban' villas. A contemporary example is Pond House in Lower Clapton Road, Hackney built c.1803-4

⁶ The property was listed in 1951

shaped extension or wing (possibly containing a kitchen range or stables and a carriage house). This 'wing' was set back from the main house.⁷ In 1865 there was also a small extension to the north of the main block of the house to the northern boundary fence (see figure 3). This exactly corresponds with the lower two storey extension which survives today.

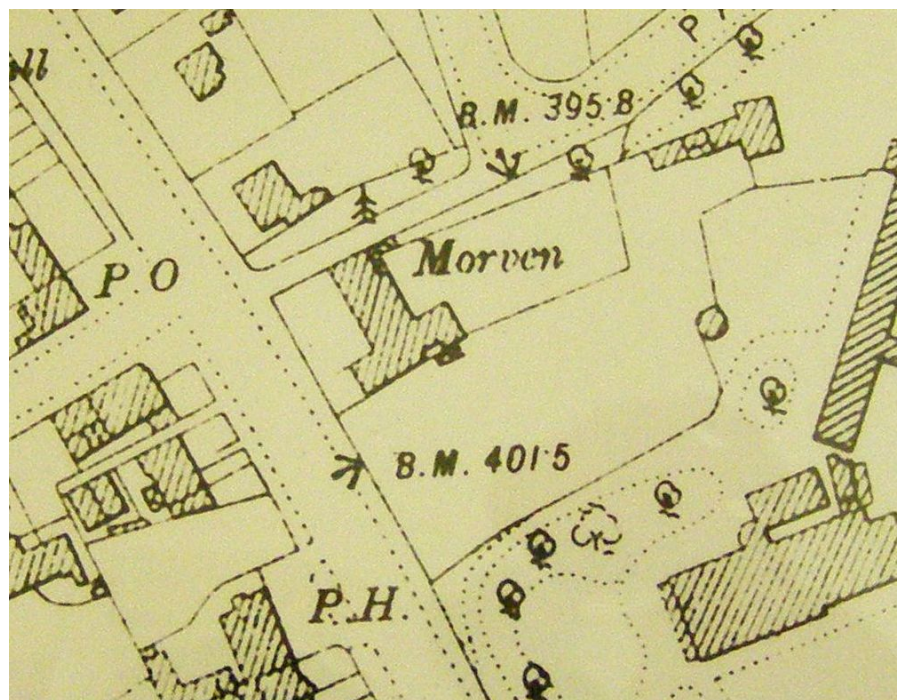


Figure 4: OS Map 1894-6

- 3.4 Over the years a considerable number of changes to the layout of the house occurred. A two storey projecting extension to the south had been added by the time of the 1894-6 OS Map (see Figure 4). By that date the house had also been extended by a single storey extension to the north (which included rebuilding the boundary wall to Park House Road).⁸ The stucco façade is probably original and the ground floor is rusticated which may have been original or added when the two storey projecting extension was built to the south in the later 19th century in an attempt to unify the two parts of the house. The

⁷ The surviving two storey projection was erected between 1865 and 1894

⁸ The single storey addition on the north boundary of the house was added in the 1880s (see below)

wrought iron balcony above the porch which extends across the wall at first floor level below the windows and the matching ironwork on the first floor window in the projecting two storey block all date from the 19th century. The house has an enriched and detailed cornice.



Figure 5: St George's House c. mid-1950s when in use as Nursing Home (see crucifix on roof of right-hand block) © Bruce Castle Museum and Archives

- 3.5 During the 1830s the house was occupied by the Rev Henry Butts Owen, rector of St Olave's Hart Street in the City, a magistrate who died in 1838 having 'for many years resided in Highgate'.⁹ For much of the mid-century John Sutton Nettlefold (1792-1866), a businessman, lived at No. 6 North Hill with his very large family. He first occupied the house in about 1837 when he took out an insurance policy with the Sun Insurance Office for 'household goods, wearing apparel, printed books and plate in a House near Gate House Tavern Highgate in Middlesex in his own tenure, Brick & Tiles or Slated' valued at £540. Additional china and glass were valued at £25 and his 'musical instruments therein' were valued at

⁹ Butts Owen lived at the house from 1832 to 1838 (information from archivist at Highgate Scientific and Literary Institution); *Gentleman's Magazine*, 1838

£35.¹⁰ In the 1841 census¹¹ he and his wife Martha occupied the house with five children and three servants and ten years later, they remained at the house with three sons and four daughters (two other daughters had by then married) and three household servants.¹² Nettlefold was a self-made man who had set up a hardware store at 54 High Holborn in 1823 and three years later started manufacturing wooden screws at a watermill at Sunbury-on-Thames. The family sold No. 6 North Hill some time during the mid-1850s, as by 1861 Nettlefold (by then aged 69) and his multi-generational family of children, grandchildren and nephews had moved to The Grove, in Kentish Town.¹³

3.6 In 1856 No. 6 North Hill was owned and occupied by John Dakin Gaskell, a barrister who died at the property in 1864. His daughters continued to live in the house and in 1869, his son Roger who also practiced as a barrister moved in and remained in the property until the late 1880s.¹⁴ Like the Nettlefold family before them, the Gaskells were prominent Presbyterians.

3.7 In 1888, No. 6 North Hill became known as Morven when John Ross and his wife Margaret moved to Highgate.¹⁵ Sir John Ross (1834-1927) was born in Scotland and emigrated to New Zealand in 1861 where he established with a partner a wholesale drapery business called Ross and Glendinning. Goods were shipped from London to the Dunedin warehouse before they were sold on to shops throughout New Zealand. By 1870 the business had prospered and John Ross returned to London to manage the London end of the enterprise. The company

¹⁰ London Metropolitan Archives (MA) MS 11936/555/1254643 [27 July 1937]

¹¹ In the 1841 Census John S. Nettlefold was described as a General Merchant. At that time his three sons Edward (30), Joseph (23) and Frederick (17) were all described as Ironmongers

¹² 1841, 1851 and 1861 Census

¹³ 1861 Census

¹⁴ Information provided by archivist at Highgate Scientific and Literary Institution; Hampstead & Highgate Directory, 1885-6

¹⁵ Ross's houses were always called 'Morven' in whatever continent throughout his life, in memory of his Scottish childhood

expanded to include a woollen mill and a nationwide network of warehouse and clothing manufacturing facilities. The Ross family lived at Morven, North Hill until just after 1900, when Ross retired as director of Ross and Glendenning's London office and the couple returned to New Zealand. In 1892 John Ross applied to the Hornsey Board to erect an 'Engine Room and Workshop' at Morven. The building was to be built in brick with a glass roof and was designed by a George Lethbridge MRIBA of Drapers Gardens. It had a basement and ground floor and was erected on the far north edge of the property adjacent to the boundary to Park House Passage (see Figure 6 below). In fact a new wall was built onto the public passage by Hornsey Council thus extending the size of the ground floor of Morven.¹⁶ This is the single story extension to the northern side of the house mentioned earlier.

¹⁶ Haringey Local Studies archive Building Application 2308

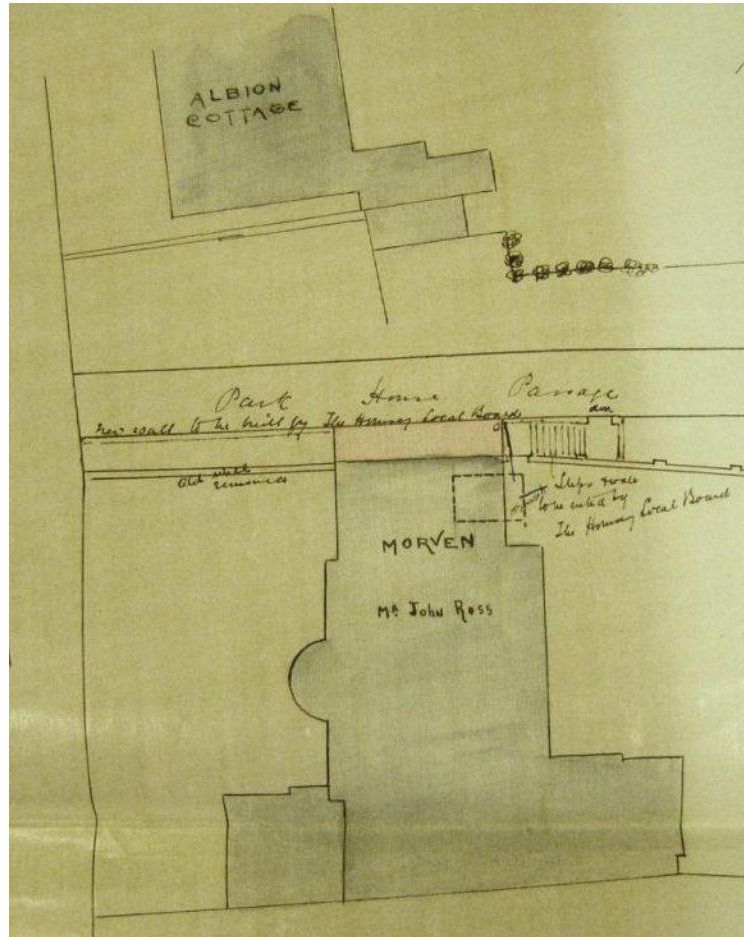


Figure 6: Plan of Morven and extension for workshop in 1892

- 3.8 In 1904 John Clowes Bayley, an engineer, lived in Morven and he died at the house in October, 1909.¹⁷ By 1911 a relative, Mrs Clowes Brinsmead lived at the property and it remained in the family until c. 1920, as from 1913 to 1918 it was occupied by the Misses Bayley.¹⁸
- 3.9 After the First World War the house was sold to the Church of England and by 1920 the property was being converted into a retreat for the Church. In 1921 the property was renamed St George's Retreat House. In September 1923, *The Times* reported that the house was to host 'a study week' for open-air workers from Monday to Saturday.¹⁹

¹⁷ Hornsey & Crouch End Directory, 1908-9

¹⁸ Hornsey & Crouch End Directory, 1917-18

¹⁹ *The Times*, 12 Sept 1923

- 3.10 The property was used as a retreat house for just a short while as in 1931 an application was made by the religious nursing Community of Christ the Consoler in Malvern to register the property as a Nursing Home.²⁰ The Mother Superior explained to the London County Council (LCC) in a letter in November 1931 what they planned. 'We are taking a house called St George's, North Hill from the end of December. We are a Nursing Community and are hoping to take in some patients – we should be glad to know whether the home must be passed by the Ministry of Health before we make further plans. If the home is not suitable for a nursing home we should be glad to use it only as a Convalescent Home'.²¹
- 3.11 Permission was granted to operate as a Nursing Home and the nuns (all of whom were State Registered Nurses) lived in the property and nursed up to six patients. In 1932 three rooms were being altered to make wards capable of sleeping one or two patients. In 1936 a request was made to convert '2 large front-rooms, now used for adult patients' into 'wards for infants aged under 18 months sent through the Invalid Children's Aid Society'.²² It was planned to accommodate up to ten children at any one time. In June, 1942 there was some confusion between the LCC and the Religious Order as to whether the home was still in use but in July 1942 they were informed that the 'Nursing Home was carrying on'.²³ By 1946 the LCC approved that 'up to eight medical or chronic patients' could be looked after at any one time by the Sisters. A new certificate of registration was made in July 1947 when the name of the Order was changed to the Convent or Community of the Presentation of St Mary. In 1947 a number of alterations to the building were carried out including those required to form a garage and the building of a rest room and a new

²⁰ LMA MCC/CL/MS/03/033

²¹ *ibid*

²² *ibid*

²³ LMA MCC/CL/MS/03/033

bathroom.²⁴ In 1950 further work included the construction of a garage in the basement.²⁵ In April 1956, the Revd. Mother explained that she had no patients because of a lack of staff and by 1958 the home was up for sale and although there were two patients in residence at the time it was planned to close it.²⁶

- 3.12 In July 1958, the Hornsey Borough Engineer reported that ‘the property has recently been offered for sale and the Council proposes to purchase’. In 1958 the council converted the premises into ‘17 bed sitting room flatlets’.²⁷ The attractive trees and original wall to the front of the premises (shown in Figure 5) were removed in 1986.²⁸ A new wall and railings were constructed at the same time. Until a few years ago St George’s House was a hostel in Council ownership.

The significance of the site

- 3.13 6 North Hill was listed Grade II on 19 March 1951. The list description is contained Appendix B.

Special interest

- 3.14 The special architectural and historic interest of 6 North Hill lies in its external appearance, its incremental growth with various additions made at different points in its history, and in the modest associations it has with its various occupants.
- 3.15 The setting of the listed building has changed radically over time, most notably in the form of the Hillcrest Estate to the south. Historical mapping (Appendix C) shows how this change has occurred over time.
- 3.16 It is abundantly clear that any internal special architectural and historic interest that the property may have possessed

²⁴ LB Haringey online Planning information OLD/1946/0139; OLD/1947/0176 and LMA MCC/CL/MS/03/033

²⁵ LB Haringey online Planning information OLD/1960/0434; in 1956 a glazed lean-to was added to the rear OLD/1956/0531

²⁶ *ibid*

²⁷ LB Haringey online Planning information OLD/1958/0450 (the in house planning file has not as yet been consulted but may contain further details)

²⁸ LB Haringey online Planning information OLD/1986/1177 & 1178

has been comprehensively erased. Photographs of the present situation (Appendix D) show that the interior of the property – at all levels and in all parts – has been radically altered. There is no semblance of a 19th century plan, nor any shred of decoration. The building is effectively a shell. What internal fabric exists dates from the post-WWII era.

- 3.17 The site of the building is without any character whatsoever. It is not landscaped in any meaningful way. Some hard standing exists to the rear of the listed building, beyond which there is an area of rough ground. To the front, there is a small area of grass either side of a path to the main entrance.

English Heritage's 'Conservation Principles'

- 3.18 'Significance' is defined in Planning Policy Statement 5: Planning for the Historic Environment 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 English Heritage 'Planning for the Historic Environment Practice Guide' that accompanies and explains the PPS puts it slightly differently – as 'the sum of its architectural, historic, artistic or archaeological interest'.
- 3.19 'Conservation Principles, Policies and Guidance for the sustainable management of the historic environment' (English Heritage, April 2008) describes a number of 'heritage values' that may be present in a 'significant place'. These are evidential, historical, aesthetic and communal value.
- 3.20 The listed and unlisted buildings on North Hill, and their relationship to one another and the conservation area, collectively illustrate the development of this part of London. Historical value is described as being illustrative or associative, and 6 North Hill, along with its neighbours, illustrates the growth and evolution of Highgate as a place.

- 3.21 In terms of English Heritage's 'Conservation Principles', buildings can provide us with 'evidence about past human activity' and by means of their fabric, design and appearance communicate information about its past. In the context of Highgate, 6 North Hill plays a part in providing that evidence and in communicating about the area.
- 3.22 The building does not have any notable associations with individuals or families. Those individuals mentioned in the history of the building during the 19th century and early 20th century above are not remarkable people, but rather very typical of many affluent people who lived in large houses in Hampstead and Highgate. No architect has been found for the building, and the only identifiable designer of any of its extensions is George Lethbridge, a very minor late Victorian architect who seems to have designed a number of Presbyterian churches. The building has no other discernible connections or associations.
- 3.23 6 North Hill does possess 'architectural interest', 'artistic interest' or 'aesthetic value', but these qualities are limited to the exterior of the building only. Internally, all has changed in modern times, and no significant fabric, plan form or decoration survives. In respect of design, 'Conservation Principles' says that 'design value... embraces composition (form, proportions, massing, silhouette, views and vistas, circulation) and usually materials or planting, decoration or detailing, and craftsmanship'. 6 North Hill certainly has compositional quality, but it is not a building with notably good 'materials or planting, decoration or detailing, and craftsmanship'.
- 3.24 6 North Hill can be acknowledged as having a certain degree of communal value deriving from its role in the nature of this part of London as a settlement.

The significance of the context of the site

- 3.25 The property is located in the Highgate Conservation Area, designated on 21 December 1967 and extended in 1990 and 1994.
- 3.26 Other listed buildings in the immediate vicinity of 6 North Hill are (all are Grade II):
- The Bull Inn, 13 North Hill
 - Albion Cottage, 8 North Hill
 - 13 North Hill
 - 3-7 North Hill
 - K6 Telephone Kiosk, outside Hillcrest.
- 3.27 The following locally listed buildings are located near 6 North Hill:
- No. 4 (former Brewery with underground vaults)
 - 10 to 16 North Hill
 - The wall behind No. 13 (The Bull Inn)

Potential effects on heritage assets

- 3.28 The proposed development has a certain limited potential to affect the character and appearance of the Highgate Conservation Area, the setting of nearby listed buildings and the setting of locally listed buildings. However, the main effect of the proposed development will be to alter the interior of the property.

4 The policy context

- 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. The purpose of doing so is demonstrate the legitimacy in policy terms of a proposal to alter and improve the existing building.

National policy: Planning Policy Statements 1 and 3

- 4.2 Planning Policy Statement 1 ‘Delivering sustainable development’ says at Paragraph 13:

‘Planning policies should promote high-quality inclusive design in the layout of new developments and individual buildings in terms of function and impact, not just for the short term but over the lifetime of the development. Design which fails to take the opportunities available for improving the character and quality of an area should not be accepted’. (key principle (iv), para 13)

- 4.3 The PPS says at Paragraph 33 ‘Good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. Good design is indivisible from good planning.’

- 4.4 Planning Policy Statement 3 ‘Housing’, says at Paragraph 13:

Reflecting policy in PPS1, good design should contribute positively to making places better for people. Design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted.

National policy: Planning Policy Statement 5

- 4.5 The legislation governing listed buildings and conservation areas is the Planning (Listed Buildings and Conservation Areas) Act 1990.

- 4.6 On Tuesday 23 March 2010, the Government published the new Planning Policy Statement 5: Planning for the Historic Environment, which replaces Planning Policy Guidance 15 (Planning and the Historic Environment, 1995) and Planning Policy Guidance 16 (Archaeology and Planning) with immediate effect.
- 4.7 The PPS sets out planning policies on the conservation of the historic environment. It is accompanied by a 'Planning for the Historic Environment Practice Guide', published by English Heritage 'to help practitioners implement the policy, including the legislative requirements that underpin it'. The PPS consists of an introductory section called 'Planning for the Historic Environment' and a 'Policies' section. The 'Policies' section is divided into 'Plan-making policies' and 'Development Management'.
- 4.8 The 'Government's Objectives' in respect of the historic built environment are defined as
- To deliver sustainable development by ensuring that policies and decisions concerning the historic environment:
 - To conserve England's heritage assets in a manner appropriate to their significance; and
 - To contribute to our knowledge and understanding of our past by ensuring that opportunities are taken to capture evidence from the historic environment and to make this publicly available, particularly where a heritage asset is to be lost.
- 4.9 The 'Planning for the Historic Environment Practice Guide' urges local planning authorities and applicants to consider 'the embodied energy within existing buildings and the whole-life costs of any new scheme or proposed alterations'.
- 4.10 Paragraph 10 of the 'Planning for the Historic Environment Practice Guide' says:

A key feature of the PPS is its holistic approach to the historic environment. The elements of the historic environment that are worthy of consideration in planning matters are called 'heritage assets'. This term embraces all manner of features, including: buildings, parks and gardens, standing, buried and submerged remains, areas, sites and landscapes, whether designated or not and whether or not capable of designation.

- 4.11 Annex 2 of the PPS provides a formal definition of the term 'heritage asset':

A building, monument, site, place, area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. Heritage assets are the valued components of the historic environment. They include designated heritage assets (as defined in this PPS) and assets identified by the local planning authority during the process of decision-making or through the plan-making process (including local listing).

- 4.12 Policy HE3 'Regional and local planning approaches' indicates how regional spatial strategies and local development frameworks 'should set out a positive, proactive strategy for the conservation and enjoyment of the historic environment in their area'. It describes the contribution of the historic environment 'by virtue of':

(i) its influence on the character of the environment and an area's sense of place;
(ii) its potential to be a catalyst for regeneration in an area, in particular through leisure, tourism and economic development;
(iii) the stimulus it can provide to inspire new development of imaginative and high quality design;
(iv) the re-use of existing fabric, minimising waste; and;
(v) its mixed and flexible patterns of land use that are likely to be, and remain, sustainable.

4.13 Policy HE6 of the PPS, 'Information requirements for applications for consent affecting heritage assets', requires applicants 'to provide a description of the significance of the heritage assets affected and the contribution of their setting to that significance' so as 'to understand the potential impact of the proposal on the significance of the heritage asset'. This information 'together with an assessment of the impact of the proposal' should be incorporated in applications.

4.14 Policy HE7 is entitled 'Policy principles guiding the determination of applications for consent relating to all heritage assets'. Paragraph HE7.2 says:

In considering the impact of a proposal on any heritage asset, local planning authorities should take into account the particular nature of the significance of the heritage asset and the value that it holds for this and future generations. This understanding should be used by the local planning authority to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposals.

4.15 Paragraph HE7.4 says:

Local planning authorities should take into account:

- the desirability of sustaining and enhancing the significance of heritage assets, and of utilising their positive role in place-shaping; and*
- the positive contribution that conservation of heritage assets and the historic environment generally can make to the establishment and maintenance of sustainable communities and economic vitality by virtue of the factors set out in HE3.1*

4.16 Paragraph HE7.5 says:

Local planning authorities should take into account the desirability of new development making a positive contribution to the character and local distinctiveness of the historic environment. The consideration of design should include scale, height, massing, alignment, materials and use.

- 4.17 The 'Planning for the Historic Environment Practice Guide' gives, at Paragraph 79, a number of 'potential heritage benefits that could weigh in favour of a proposed scheme' in addition to guidance on 'weighing-up' [sic] proposals in Paragraphs 76 to 78. These are that:
- It sustains or enhances the significance of a heritage asset and the contribution of its setting;
 - It reduces or removes risks to a heritage asset;
 - It secures the optimum viable use of a heritage asset in support of its long term conservation;
 - It makes a positive contribution to economic vitality and sustainable communities;
 - It is an appropriate design for its context and makes a positive contribution to the appearance, character, quality and local distinctiveness of the historic environment;
 - It better reveals the significance of a heritage asset and therefore enhances our enjoyment of it and the sense of place.
- 4.18 Policy HE9 provides 'Additional policy principles guiding the consideration of applications for consent relating to designated heritage assets'. It sets out a basic presumption in favour of the conservation of designated assets, and says that 'the more significant the designated heritage asset, the greater the presumption in favour of its conservation should be'. Significance can be 'harmed or lost through alteration or destruction of the heritage asset or development within its setting. Loss affecting any designated heritage asset should require clear and convincing justification.
- 4.19 Paragraph HE9.2 provides guidance for local planning authorities in instances where 'the application will lead to substantial harm to or total loss of significance' of a heritage asset or assets. It says that:

Where the application will lead to substantial harm to or total loss of significance local planning authorities should refuse consent unless it can be demonstrated that:

(i) the substantial harm to or loss of significance is necessary in order to deliver substantial public benefits that outweigh that harm or loss; or

(ii) (a) the nature of the heritage asset prevents all reasonable uses of the site; and

(b) no viable use of the heritage asset itself can be found in the medium term that will enable its conservation; and

(c) conservation through grant-funding or some form of charitable or public ownership is not possible; and

(d) the harm to or loss of the heritage asset is outweighed by the benefits of bringing the site back into use.

- 4.20 HE9.4 deals with ‘a harmful impact on the significance of a designated heritage asset which is less than substantial harm’, and says that local planning authorities should:

(i) weigh the public benefit of the proposal (for example, that it helps to secure the optimum viable use of the heritage asset in the interests of its long-term conservation) against the harm; and

(ii) recognise that the greater the harm to the significance of the heritage asset the greater the justification will be needed for any loss.

- 4.21 Paragraph 111 of the Guide sets out the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990 that local planning authorities when making decisions must ‘have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses’ and ‘pay special attention to the desirability of preserving or enhancing the character or appearance’ of a conservation area.

- 4.22 Policy HE10, ‘Additional policy principles guiding the consideration of applications for development affecting the setting of a designated heritage asset’ deals with the

setting of the heritage assets and urges local planning authorities to not just protect the setting of heritage assets, but to use the opportunity to cause development 'to better reveal the significance of the asset'.

Haringey's Local Development Framework

- 4.23 The Local Development Framework (LDF) for the London Borough of Haringey encompasses the 2006 Unitary Development Plan. Chapter 11 of the UDP, 'Conservation', deals with the historic built environment.
- 4.24 The LDF's Core Strategy Proposed Submission, due to be submitted shortly to the Secretary of State for an Examination in Public, contains, in Chapter 6, Core Strategy Policy SP12 relating to the 'Conservation' which says:

All new development in Conservation Areas and affecting Historic Assets shall preserve and enhance Haringey's rich and diverse heritage.

All development shall:

- *Protect, preserve and enhance statutory listed buildings of architectural or historic interest and their settings;*
- *Preserve and enhance the character and appearance of Conservation Areas and their settings;*
- *Promote the conservation of locally listed buildings of merit;*
- *Promote the conservation, protection and enhancement of the borough's Industrial and Archaeological Heritage and its interpretation and presentation for the public;*
- *Promote the conservation, protection and enhancement of historic parks and gardens; and*
- *Protecting the strategic view from Alexandra Palace to St Paul's Cathedral and key local views.*

The Council will support developments outside Conservation Areas that do not have a negative impact on the setting of Conservation Areas, that are of high quality

design and that respond positively to the historic, social and economic context of the area.

- 4.25 Policy CSV2 of the Unitary Development Plan, 'Listed Buildings', says that:

There is a presumption in favour of the preservation of listed buildings. The Council will require that proposals affecting statutory listed buildings:

a) preserve or enhance the historic character and qualities of the buildings;

b) recognise and respect the character and appearance of listed buildings;

c) protect the special interest of buildings of architectural or historic interest;

d) do not adversely affect the setting of listed buildings; and

e) retain the original use of a listed building wherever possible

- 4.26 The commentary, at Paragraph 11.7, says that 'The Council needs to balance the need for development with its duty to protect historic buildings. With care and thoughtful design, historic buildings can adapt to modern ways of life, whilst people can still enjoy them and their original character in appropriate settings'

- 4.27 Policy CSV4 of the UDP deals with 'Alterations And Extensions To Listed Buildings', and says that:

The Council will require that alterations or extensions to listed buildings:

a) are necessary and are not detrimental to the architectural and historical integrity and detailing of a listed building's interior and exterior;

b) relate sensitively to the original building; and

c) do not adversely affect the setting of a listed building.

- 4.28 The commentary says at Paragraph 11.12: 'It is important to preserve the original features such as windows, doors and doorways, garden walls, brickwork, mouldings,

chimneys, railings, paths and roof tiles, as the loss of these features greatly affects the overall balance and elegance of whole terraces’.

- 4.29 Policy CSV1 deals with development in conservation areas, Policy CSV3 with locally listed building and designated sites of industrial heritage interest, Policy CSV5 with alterations and extensions in conservation areas, Policy CSV6 with demolition of listed buildings, Policy CSV7 with demolition in conservation areas and Policy CSV8 with archaeology. None of these policies relate directly to the proposed development.

Guidance

- 4.30 Haringey Council SPG 2 document provides supplementary planning guidance on ‘Conservation and archaeology’. It reiterates relevant UDP policies, outlined above. The SPFG refers to Planning Policy Guidance 15, which has been replaced by Planning Policy Statement 5: Planning for the Historic Environment.
- 4.31 In respect of the use of historic buildings, the SPG says that ‘the best use [for a listed building] will very often be the use for which the building was originally designed, and the continuation or reinstatement of that use should certainly be the first option. The new or adapted use should minimise loss of character, fabric, interior or setting’. The SPG emphasizes this point by referring to Planning Policy Guidance 15’s requirement that a proposal for a listed building should ‘identify the optimum viable use that is compatible with the fabric, interior and setting’.
- 4.32 The SPG goes on to say:
- In order to facilitate the re-use of listed buildings, in accordance with Government advice, the Council will give weight to the architectural and historic value of buildings in considering uses which might not accord with other UDP policies but will look as favourably as possible on the*

opportunities of preservation and enhancement afforded by the proposed change of use.

- 4.33 In the section entitled 'Works to Historic Buildings Affecting their Special Interest', the SPG says that 'Wherever possible all existing fabric, detailing and the contemporary features of Historic Buildings should be preserved, repaired or if missing replaced'. It goes on:

Alterations or extensions to Historic Buildings and any works within the curtilage affecting their special interest will be permitted if they are shown to be necessary and in no way detrimental to the architectural or historical integrity and detailing of the exterior of the buildings, and to valuable interiors, or where they are they are in accord with the period style, detailing and material of the building. Original plan forms should be preserved and their integrity not compromised. Extensions will be permitted where they relate sensitively to the original building. Where an existing roof is of specific architectural or historic interest it should be preserved...

5 The proposed development and its effects

- 5.1 This section of the report describes the proposed development and the range of benefits it provides. No harm is caused to the special architectural and historic interest of 6 North Hill as a listed building, or to the character and appearance of the Highgate Conservation Area, the setting of listed buildings, or the setting of locally listed buildings. Indeed, these heritage assets are preserved and enhanced by the proposed development. The proposed scheme secures the special interest of the listed building and positively enhances it through repair and restoration.
- 5.2 By virtue of the high quality of the design and the distinct economic and social outputs from the scheme, it successfully achieves the planning balance sought by national and local policy guidance for the historic built environment described in the previous section.
- 5.3 The proposed development is illustrated and explained in the drawings and other material accompanying the application.

The proposed scheme and how it affects the listed building

- 5.4 6 North Hill is presently unused and vacant. It awaits a new future after an extended period of use from the late 1950s as a hostel, in the ownership of Haringey Council. The building was converted at that time into seventeen bedsits, and this number was subsequently reduced to fourteen units. The Council sold the property in 2009.
- 5.5 The proposed development involves no fundamental change in the amount of residential accommodation contained in the listed building, but will involve a considerable improvement in the condition, quality and appearance of the building internally and externally.
- 5.6 The focus of the proposal is the provision of residential units of a suitable quality in the building. This will not

alter or extend the exterior of the building, but the scheme will improve its curtilage – providing proper landscaping, involving repairs to the fabric, and reinstating missing features where appropriate.

- 5.7 The project will secure the future of the listed building for the long term, and provide the building with a secure economic basis for on-going maintenance and upkeep. The building needs substantial investment to resolve decades of incremental change, to deal with the building in a holistic fashion in terms of alterations and repairs, and the proposed scheme represents the first opportunity for major intervention in the building to achieve these things in many years.
- 5.8 The listed building has no special architectural or historic interest internally, and thus possesses an inherent flexibility and adaptability for new uses. The proposed use is a residential use, and thus close to the original use of the building when built.
- 5.9 There is no specific policy imperative for the building to now be returned to single residential use as a house. While the Council's SPG, referring to the former Planning Policy Guidance 15, suggests that this should be considered, it is not an absolute requirement and it is certainly not one identified either explicitly or implicitly in Planning Policy Statement 5: Planning for the Historic Environment or the accompanying 'Planning for the Historic Environment Practice Guide'. This matter is dealt with in more detail in the next section, but the essential points are as follows:
- The proposed scheme does not involve any harmful effect on the special architectural and historic interest of the heritage asset – either 'substantial harm to or total loss of significance' or 'a harmful impact on the significance of a designated heritage asset which is less than substantial harm';
 - The proposed scheme does not involve 'enabling development';

- The proposed scheme will very clearly enhance the heritage asset by improving its present circumstances and preserving the things that contribute directly to its special interest as a listed building.
- 5.10 In a very straightforward way, the proposed scheme – which simply reinstates the existing, permitted situation in the building but also has significant positive benefits for the significance of the listed building – does not create a situation where major change needs to be tested the way it would be were a change of use or significant alterations or extensions proposed for the building. It is not therefore reasonable or necessary to apply such tests as though these things were proposed – they are not.

Effect on other heritage assets.

- 5.11 The net effect of the proposed development on the conservation area, other listed buildings and locally listed buildings will be positive: a redundant listed building will be brought back to life, and its appearance improved. The setting and circumstances will thus be greatly enhanced by the proposed redevelopment scheme. It would provide good quality accommodation and reinforce the wellbeing of the local economy.

Summary: the benefits of the proposed scheme

- 5.12 The scheme allows a number of important things to happen that will improve the present circumstances of the site and its surroundings:
- The scheme will increase life and vitality on the site as well as in the immediate area;
 - The scheme will this provide overlooking and round-the-clock passive surveillance that will enhanced community safety;
 - The proposed scheme is consistent with the generally residential character of the area;

- The scheme preserves and improves the listed building without adding or extending it;
- The scheme does not harm anything that forms the essential special architectural and historic interest of the listed building – those things are repaired and refurbished, and preserved for the future;
- The scheme represents an opportunity to secure the listed building for the long term in a manner consistent with its special architectural and historic interest, and to provide for its future maintenance and upkeep;
- The setting of other heritage assets will be enhanced;
- The scheme will provide a significant amount of high quality residential accommodation in this part of Haringey.

6 Compliance with policy and guidance

National policy: PPS1

- 6.1 The proposed development is consistent with PPS1 and PPS3 by undoubtedly '[taking] the opportunities available for improving the character and quality of [the] area'. For the reasons set out earlier, the scheme will create an 'attractive, usable, durable and adaptable' building in Highgate.
- 6.2 The scheme cannot be considered as doing other than what Paragraph 35 of PPS 1 seeks: it will undoubtedly help the area to 'function well' and will 'add to the overall character and quality of the area, not just for the short term but over the lifetime of the development'

National policy: PPS5

Climate change: Policy HE1

- 6.3 The proposed development is an example of the balance sought by the new PPS (at HE1.3) in terms of sustainability, where it says that 'the public benefit of mitigating the effects of climate change should be weighed against any harm to the significance of heritage assets'. The scheme is consistent with thrust of Policy HE1 of the PPS: it retains the embedded carbon contained in the existing structure and reuses a finite resource – the historic built environment - thus preserving it for future generations

Policy guiding the determination of applications for consent relating to all heritage assets: Policy HE7

- 6.4 The proposed development is consistent with Policy HE7 of the PPS. It 'take[s] into account the particular nature of the significance of the heritage asset[s, in its surroundings] and the value that [they] hold for this and future generations'. This is demonstrated by the careful and detailed response to the architectural qualities of the proposed building. In doing this, the scheme

undoubtedly succeeds in ‘sustaining and enhancing the significance of heritage assets’, and utilizes (its) ‘positive role in place-shaping’. It also clearly makes a ‘positive contribution to the character and local distinctiveness of the historic environment’

- 6.5 The scheme also does the relevant things that the ‘Planning for the Historic Environment Practice Guide’ urges in its Paragraph 79. For the reasons explained earlier, the proposed development ‘makes a positive contribution to economic vitality and sustainable communities’, and ‘is an appropriate design for its context and makes a positive contribution to the appearance, character, quality and local distinctiveness of the historic environment’.

Additional policy principles relating to designated heritage assets: Policy HE9

- 6.6 In terms of Policy HE9, the proposed development very definitely conserves the heritage asset that is 6 North Hill, and the heritage assets in its context. It certainly does not involve harm to those heritage assets of any kind.
- 6.7 The development will not ‘lead to substantial harm to or total loss of significance’ of any heritage assets, nor, for the reasons set out in detail in this report, will the development cause ‘a harmful impact on the significance of a designated heritage asset which is less than substantial harm’. Quite the opposite: the proposed development represents a very considerable improvement in the circumstances of 6 North Hill and heritage assets in the vicinity of the site over that which exists at present. The proposed scheme is clearly and discernibly an improvement – in architectural and use terms – over the shabby and compromised building that exists at present.
- 6.8 The rationale for this argument is that the significance of the 6 North Hill is located in its exterior and its history, not in its interior. That means that the proposal, which preserves and enhances the exterior of the listed building and its setting, and has no effect on any significant part of

the special interest of the building, cannot be interpreted as anything other than positive in heritage terms.

Additional policy principles relating to the setting of designated heritage assets: Policy HE10

- 6.9 For the same reasons, the proposed development is also entirely consistent with Policy HE10 regarding the effect of development on the setting of designated heritage assets. The improvement in the circumstances and appearance of the listed building will have a positive effect on the setting of other heritage assets.

Haringey's Local Development Framework

- 6.10 For the same reasons, the proposed development would be consistent with Haringey's Local Development Framework. The scheme would, as required by Core Strategy Policy SP12, 'protect, preserve and enhance statutory listed buildings of architectural or historic interest and their settings' and it would 'preserve and enhance the character and appearance of Conservation Areas and their settings'.
- 6.11 Similarly the new development satisfies UDP Policy CSV2 – it will clearly 'preserve or enhance the historic character and qualities of the [listed building]', will 'recognise and respect the character and appearance of listed buildings' and will undoubtedly 'protect the special interest of buildings of architectural or historic interest'. It does not 'adversely affect the setting of [other] listed buildings'. For the reasons explained earlier, the 'original use' of the listed building has long expired and it is sensible and reasonable now to look at different uses. But it is nonetheless important to acknowledge that the proposed use is a residential one.
- 6.12 This is the balance that the UDP refers to at Paragraph 11.7, where it talks about how 'historic buildings can adapt to modern ways of life, whilst people can still enjoy them and their original character in appropriate settings'.

- 6.13 Policy EQ12 is satisfied – the scheme is certainly ‘necessary’ and is definitely ‘not detrimental to the architectural and historical integrity and detailing of a listed building’s interior and exterior’.

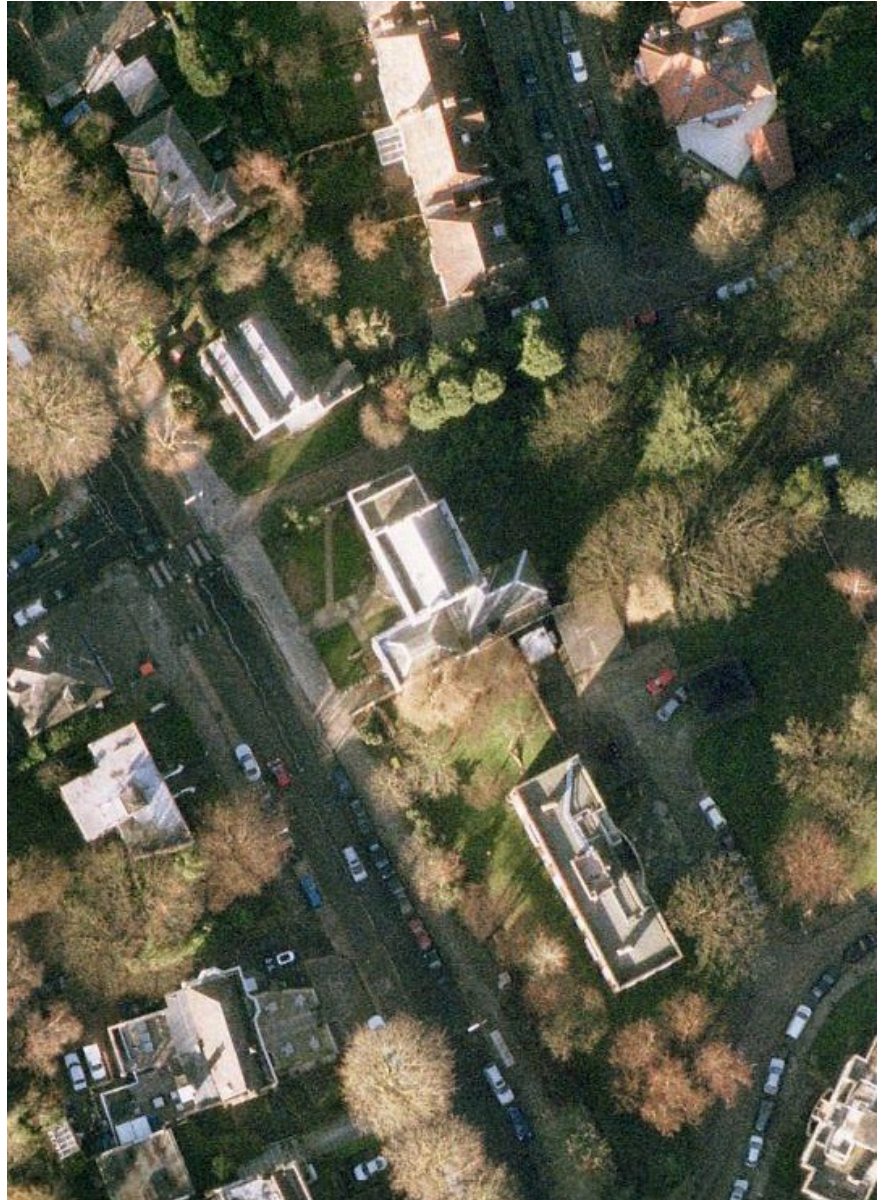
Guidance

- 6.14 The proposed scheme represents the ‘optimum viable use that is compatible with the fabric, interior and setting’ of 6 North Hill. The original use of the listed building as a house has long expired, and the building has been radically altered in subsequent use for different purposes. There is very little to be gained and no specific policy or guidance imperative to insist on return to use as a house. In contrast the proposed scheme will provide a significant amount of high quality residential accommodation in this part of Haringey, and in doing so will repair refurbish and sustain a listed building.
- 6.15 The proposed development is thus consistent with the spirit of the Council’s SPG on ‘Conservation and archaeology’. No extensions are proposed. The ‘alterations’ involved are ‘necessary and in no way detrimental to the architectural or historical integrity and detailing of the exterior of the buildings, and to valuable interiors’ – no such valuable interiors exist. There are no ‘original plan forms’ to be preserved and therefore no original plan forms whose ‘integrity’ could be compromised. The proposed scheme will respect the fenestration and appearance of the exterior so that no harm is caused to the view of the building in its setting by the internal alterations.

Appendix A: Location



Current Ordnance Survey (not to scale)



Aerial photograph (not to scale)

Appendix B: List description

201437

ST GEORGE'S HOUSE, 6 NORTH HILL N6 (east side)

HORNSEY, HARINGEY, GREATER LONDON

Date listed: 19 March 1951

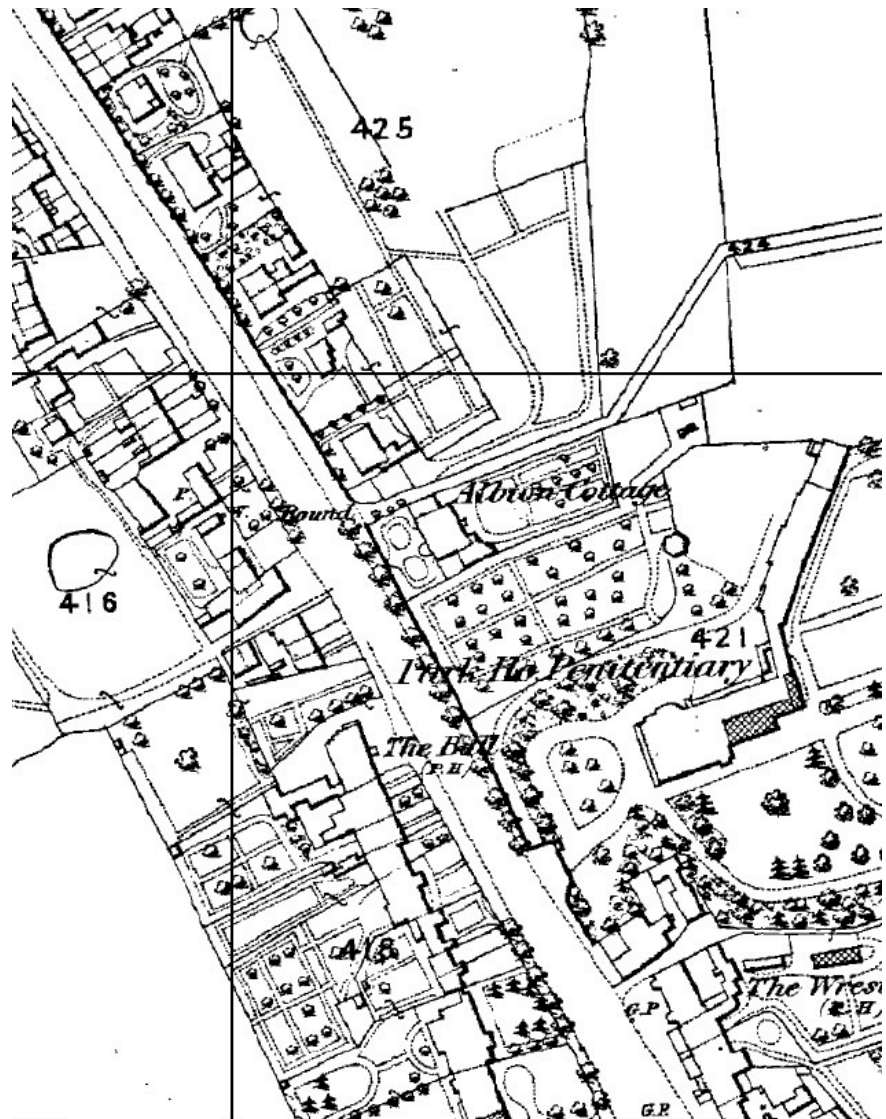
Date of last amendment: 19 March 1951

Grade II

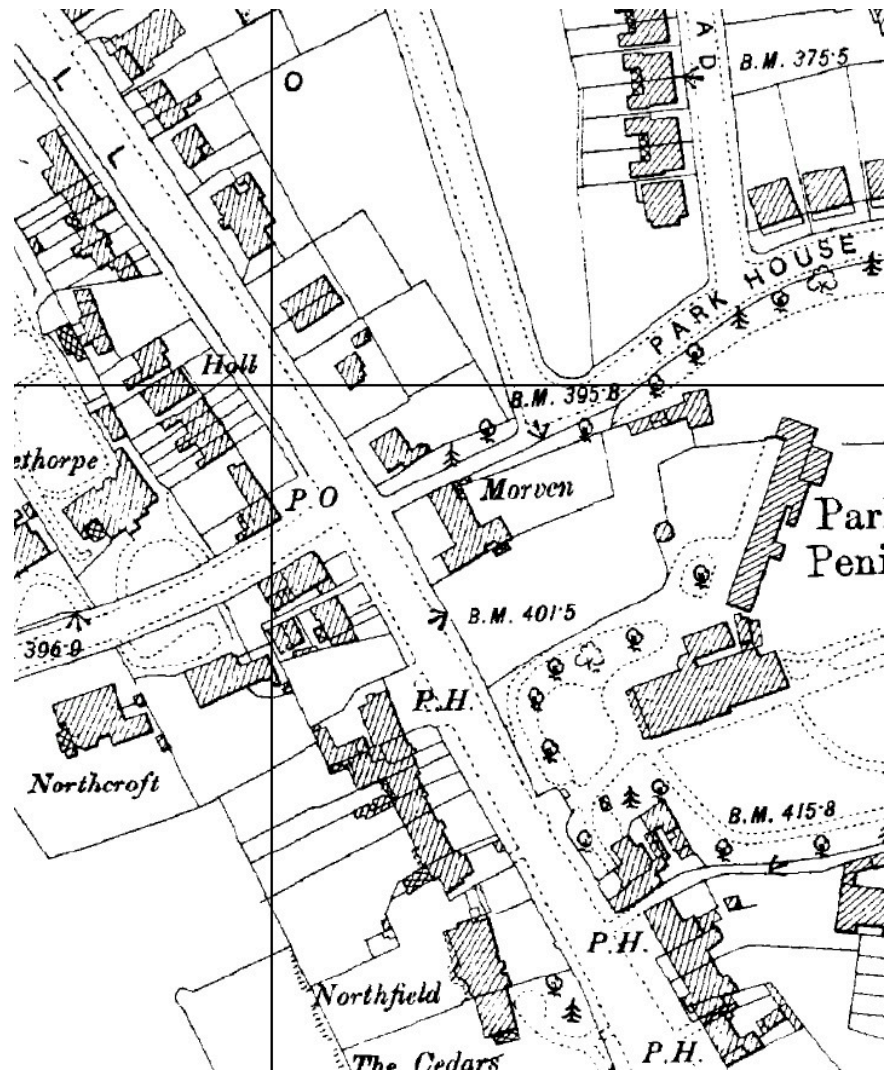
1. 4415 NORTH HILL N6 (East Side) Highgate ----- No 6 (St George's House) TQ 2887 40/170 19.3.51. II GV 2. Early-mid c19 house. Main block of 3 storeys and basement, 3 windows with later 2 storey projection at right. Stock brick with front and back stuccoed. Enriched cornice on small consoles with blocking course over. Ground floor rusticated with round headed openings. Windows mostly sashes with glazing bars, but some modern windows inserted. 6 semi circular steps, with wrought iron handrail, to half glazed door in semi circular Tuscan porch supporting balcony across 1st floor; with wrought iron railing. Greek fret decoration on doorcase. Lower 2 storey left extension with a modern window on upper floor. Nos 6 to 16 (even) form a group.

Appendix C: Historic maps

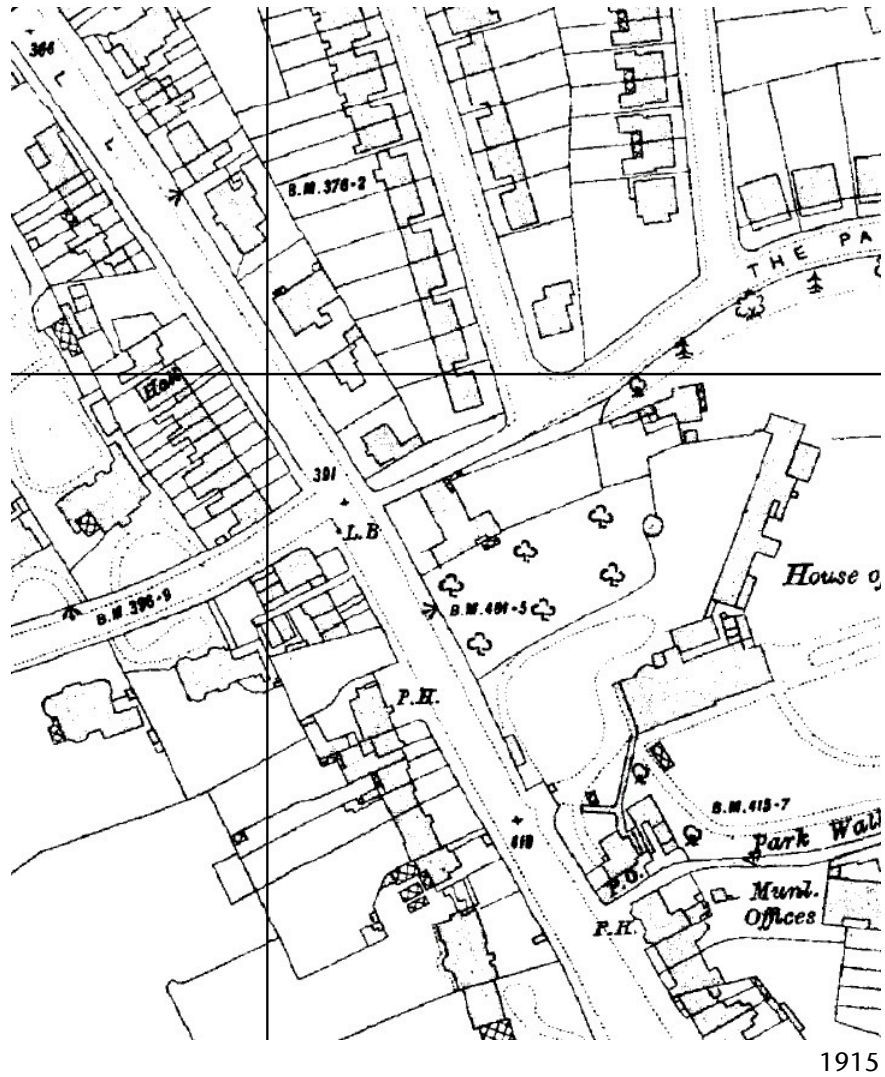
Not to scale

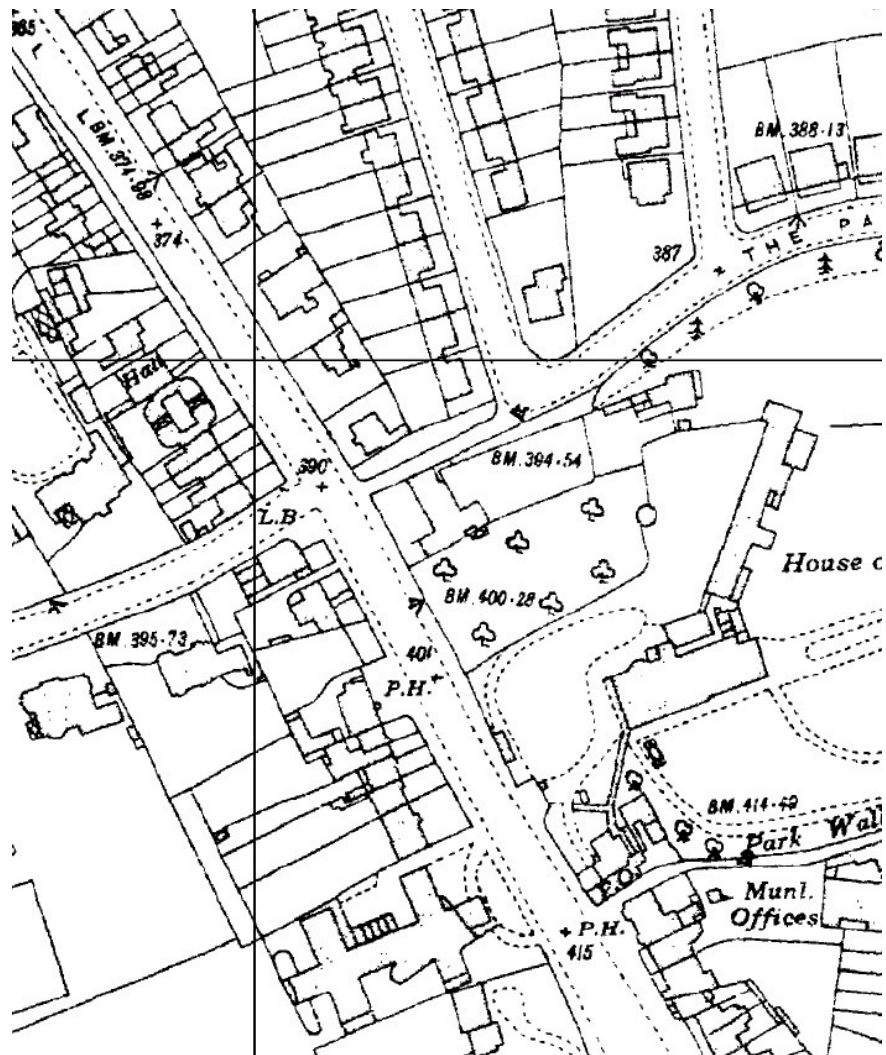


1870

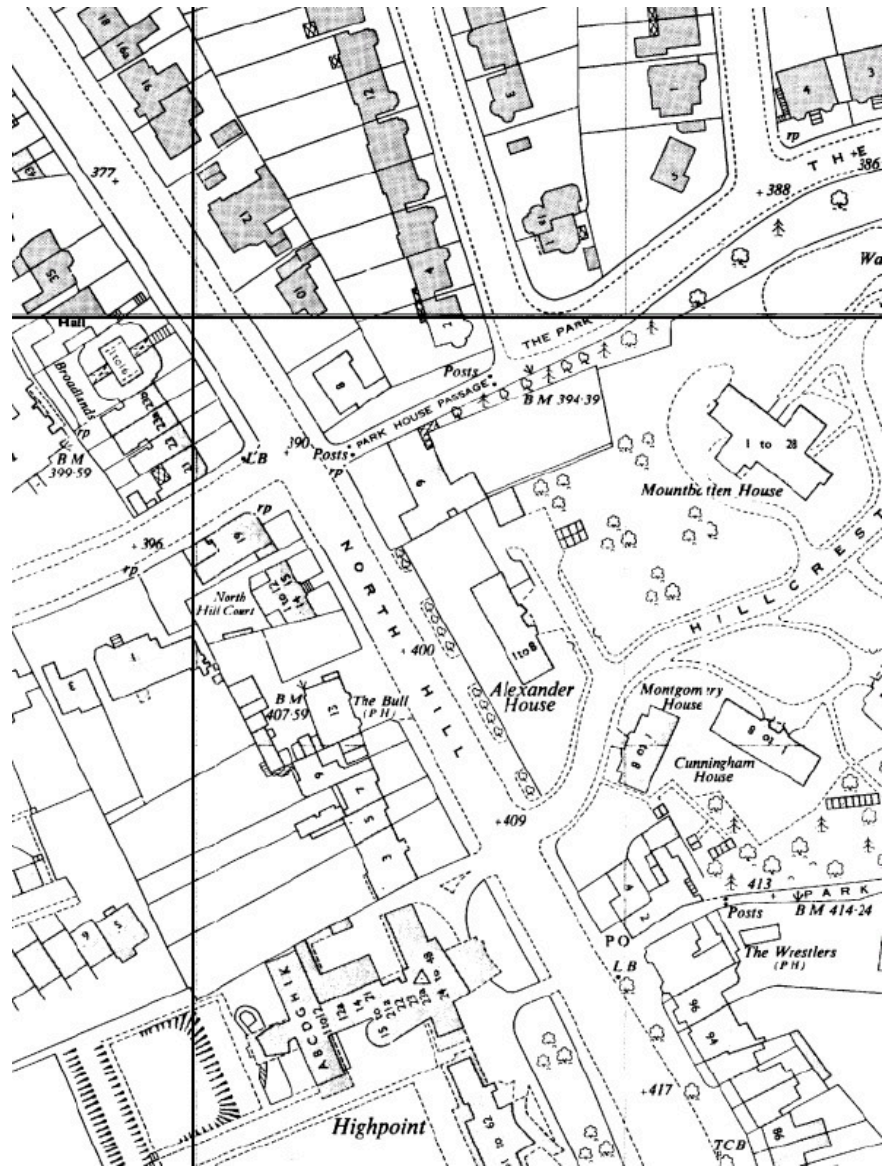


1896





1935



1975

Appendix D: Photographs



























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