




Haringey Council

Report for:	Cabinet 18th October 2012	Item Number:	
Title:	Draft Highgate Conservation Area Character Appraisal		
Report Authorised by:	Lyn Garner Director of Place and Sustainability 		
Lead Officer:	Nick Powell, Head of Carbon Management & Sustainability		
Ward(s) affected: Highgate, Crouch End.	Report for Key/Non Key Decisions:		

1 Describe the issue under consideration

- 1.1 Cabinet is requested to approve the draft Highgate Conservation Area Character Appraisal, attached at Appendix 1, for an eight week public consultation. The final amended character appraisal will be referred back to Cabinet for adoption by the Council in the spring of 2013.

2 Cabinet Member introduction

- 2.1 The draft Highgate Character Appraisal follows the guidance published by English Heritage. It covers the historical context and provides an audit of Highgate's seven sub-areas (with design recommendations), explaining the reasons for their special interest and character. It provides design guidance and addresses opportunities for development, together with planning policy and development management issues.
- 2.2 The character appraisal supports the Council's existing UDP Conservation policies and the emerging Local Plan Strategic Policies and does not seek to introduce new policy. There are no proposals to alter the existing conservation area boundaries, nor are any Article 4(2) Directions proposed at this time.
- 2.3 The conservation area has a contiguous character with the adjacent Highgate conservation located across the borough boundary with the



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London Borough of Camden. Camden already has an adopted character appraisal in place and it is important that Haringey has one, too. Camden's appraisal is very similar in content and format and Haringey's appraisal will complement and enhance it.

3 Recommendation

- 3.1 That Cabinet approves an eight-week public consultation on the draft Highgate conservation area character appraisal, referring the final character appraisal (with any further amendments) back to Cabinet for adoption in spring 2013.

4 Alternative options considered

- 4.1 The draft character appraisal has explored the possible need for the creation of Article 4(2) Directions. In 2008, Central Government extended Permitted Development (PD) Rights for householders and expects such PD Rights to be maintained unless there is a compelling case for their removal. It is not proposed to create any Article 4(2) Directions in Highgate Conservation Area at this time.

5 Background Information

- 5.1 There are 29 conservation areas in Haringey, designated over a period of 45 years, of which 13 have adopted character appraisals. Highgate conservation area was the first conservation area to be designated in Haringey, on 21 December 1967, in recognition of its special historic and architectural interest.
- 5.2 The Council has a statutory requirement to '*...formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas*' under Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Conservation area character appraisals are primary evidence-based documents which aid the implementation of approved development plan policies for the preservation and enhancement of conservation areas.
- 5.3 It is important to stress that a character appraisal ***cannot introduce new policy***. The purpose of the appraisal is to provide a clear indication of the Council's approach to the preservation and enhancement of the Highgate conservation area, as well as supplement existing planning policy already set out in the UDP and the emerging Local Plan.
- 5.4 The National Planning Policy Framework (NPPF) issued by the Government in March 2012 requires local planning authorities to set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment. In doing so, they should recognise that heritage assets are an



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irreplaceable resource and should be conserved in a manner appropriate to their significance. In this regard, character appraisals are primary guidance which define the special character of conservation areas, and identify what is of special architectural and historic interest within them.

- 5.5 The Council's strategy for the conservation and enjoyment of the historic environment takes into account the desirability of new development that makes a positive contribution to local character and distinctiveness. This position is reflected in the Council's adopted UDP and emerging Local Plan Strategic Policies.
- 5.6 The emerging Local Plan Strategic Policies (anticipated for adoption by the end of 2012) states that the historic environment should be used as the basis for heritage-led regeneration as the basis for good design and positive change. All new development should be of the highest standard of design that respects its local context, character and historic significance.
- 5.7 An adopted character appraisal provides a sound basis, defensible on appeal, to implement the Council's approved development plan policies and to inform development management decisions. The appraisal is for the use of local residents, community groups, businesses, property owners, architects and developers and is an aid to the formulation and design of development proposals and change in this particular area. The document will be used by the Council in the assessment of all development proposals.
- 5.8 An adopted character appraisal is taken into account by the Planning Inspectorate when it considers and determines planning appeals, i.e. in the case of planning appeal for 596-606 Tottenham High Road (ref. APP/Y5420/A/08/2070070) which was determined in favour of the Council. The character appraisal is also helpful to those considering investing in the area, and can be used to guide the form and scale of new development proposals. When funding was sought for grant aid schemes, such as the Townscape Heritage Initiative at Bruce Grove, Tottenham, an adopted character appraisal was essential to demonstrate the value of the area.
- 5.9 **Conservation Area Character Appraisal**

Structure of Highgate Conservation Area Character Appraisal

The Highgate conservation area character appraisal has been written to reflect the framework set out in *Understanding Place: Conservation Area Designation, Appraisal and Management*, published by English Heritage in March 2011. A brief structure of the appraisal and the issues it addresses is set out below:



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- **Introduction:** a background to the study, general identity and character of Highgate conservation area, designation and the context of Highgate within the wider settlement;
- **Definition (or summary) of special interest:** a vivid, succinct picture of the overall conservation area as it is today;
- **Archaeology and historic development:** development to the present day;
- **Spatial and character analysis:** divides Highgate conservation area into the following seven sub-areas:
 - The Village Core;
 - Highgate Bowl;
 - Archway;
 - The Miltons;
 - Shepherd's Hill;
 - Gaskell;
 - Bishops.

The appraisal outlines the overall character and appearance of each of the above sub-areas, detailing streets and key buildings. It also identifies what is desirable to preserve or enhance;

- **Planning policy framework:** how the appraisal fits in with the recently published NPPF, the London Plan and Haringey's UDP (2006) and emerging Local Plan Strategic Policies;
- **Audit of heritage assets:** statutory listed buildings, local listed buildings of merit, buildings of positive, neutral or negative contribution, shopfronts of merit and elements of streetscape interest;
- **Challenges, pressures and opportunities for development:** demolitions and replacement development, infill development, traffic management, streetscape and public realm improvements;
- **Development management issues:** demolitions and replacement development, design considerations, shopfronts, forecourt parking and vehicular crossovers, original features, brickwork and stonework painting render and cladding, dormer windows, future change, and opportunity sites. Permitted Development where changes affect the essential character and appearance of the conservation area;
- **Conservation area boundary review:** boundary review and the potential for extensions or deletions;



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- **Potential for Article 4(2) Directions:** Permitted Development Rights and recommendations.

Please see the Appendix 1 for the draft Highgate conservation area character appraisal.

Community Involvement and Public Consultation

- 5.10 Pro-active community involvement and public consultation has been very important during the preparation of this character appraisal, and is consistent with good planning practice. Both the Highgate Society and Highgate Conservation Area Advisory Committee (CAAC) have liaised with the Council, participating in the re-survey of each sub-area of the conservation area and in the preparation of this draft during the period May-Sept 2012. Their observations, where consistent with current planning policy and guidance, have been included in the draft appraisal.
- 5.11 Public consultation of this draft appraisal will be undertaken in line with the Council's Statement of Community Involvement (SCI) 2011. The Council will notify all consultees on its database, and will issue a press notice. Paper copies of the draft appraisal will be issued to The Highgate Society, Highgate CAAC, and to the Highgate Library. It will be published on the Council's website, accompanied by an electronic feedback form to facilitate responses to the Council. An eight-week period of public consultation is proposed.
- 5.12 The final character appraisal, with any further amendments, will be referred back to Cabinet in the spring of 2013 for adoption by the Council, together with a report to Cabinet detailing how the input from the community has been evaluated and how it has been taken into account in informing the final character appraisal.

Neighbourhood Planning

- 5.13 The creation of Neighbourhood Plans is a new tool which offers an opportunity for communities to contribute towards the shaping of their local areas and to help build strong neighbourhoods.
- 5.14 A Highgate community group has applied to Haringey and Camden Councils to be formally designated as a neighbourhood forum and to set the boundary of their neighbourhood area, in accordance with Neighbourhood Planning Regulations 2012. Both Councils are now seeking views and comments on the applications from residents and other interested stakeholders. The applications show the area in which the group intends to use the new neighbourhood planning powers, and gives details of the Forum that proposes to write a Neighbourhood Plan.



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5.15 It is important to note that the aforementioned consultation is completely separate to this draft conservation area character appraisal. However, an adopted character appraisal would inform a proposed Neighbourhood Plan for Highgate.

6 Comments of the Chief Finance Officer and financial implications

6.1 Any costs associated with publication of the adopted character appraisal will be contained within existing approved budgets for Planning Policy & Design.

7 Head of Legal Services and legal implications

7.1 Local planning authorities are under a duty to formulate and publish proposals for the enhancement of conservation areas under section 71 Planning (Listed Buildings and Conservation Areas) Act 1990. The formulation and publication of proposals for conservation areas is not governed by any procedural requirements compared to that regulating other areas of the development process. There is no requirement for a public local inquiry to consider objections. The only requirement is for a public meeting for consideration of the proposals. However it is common practice for local authorities to incorporate conservation area designations and enhancement proposals into the planning process.

7.2 The legal basis for conservation area character appraisals is not only section 71 but also Haringey's adopted UDP policies. The UDP is in the process of being replaced by the new Local Development Framework (LDF). This appraisal will be used to support the emerging conservation policies of Haringey's LDF.

8 Equalities and Community Cohesion comments

n/a

9 Head of Procurement Comments:

n/a

10 Policy Implication

10.1 The character appraisal does not contain any new policies. It aims to interpret and provide guidance for the implementation of policies contained within the Council's UDP and emerging Local Plan, the London Plan and the National Planning Policy Framework (NPPF).



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11 Reason for Decision

12 Use of Appendices

12.1 Appendix 1: draft Highgate Conservation Area Character Appraisal

13 Local Government (Access to Information) Act 1985

- National Planning Policy Framework (NPPF), March, 2012;
- Planning Policy Statement (PPS) 5 Practice Guide, English Heritage, March 2010;
- Understanding Place: Conservation Area Designation, Appraisal and Management, English Heritage, March 2011.

