

**REPORT FOR CONSIDERATION AT PLANNING SUB-COMMITTEE**

<b>Reference No:</b> HGY/2012/2347	<b>Ward:</b> Highgate
<b>Date received:</b> 18/12/2012	
<p><b>Address:</b> Highgate Junior School Bishopswood Road N6</p> <p><b>Proposal:</b> Conservation Area Consent for demolition of Cholmeley House and ancillary residential unit, Tuck Shop building and substantial demolition of Fives Courts. Erection of a new part 2 storey, part 3 storey Junior School building with link attachments to retained Ingleholme Building. External alterations to retained Ingleholme Building. Associated car and cycle parking, landscaping, games and play areas and altered pedestrian accesses.</p> <p><b>Existing Use:</b> School</p> <p><b>Proposed Use:</b> School</p> <p><b>Applicant/Owner:</b> Highgate School</p>	

<b>DOCUMENTS</b>
<b>Title</b>
Design and Access Statement
Planning Statement
Ecology Report
Heritage Statement
Landscape Design Statement
Statement of Community Involvement

<b>PLANS</b>		
<b>Plan Number</b>	<b>Rev.</b>	<b>Plan Title</b>
7195-PL-000		SITE LOCATION PLAN
7195-PL-001		EXISTING SITE PLAN / STREETSCAPE
7195-PL-002		EXISTING ELEVATIONS - EAST AND WEST
7195-PL-003		EXISTING ELEVATIONS - NORTH AND SOUTH
7195-PL-004		EXISTING SITE PLAN / STREETSCAPE INC. NEW
7195-PL-010		PROPOSED SITE PLAN / EAST ELEVATION
7195-PL100		DEMOLITION PLAN
7195-PL-150		PROPOSED GROUND FLOOR PLAN
7195-PL-151		PROPOSED FIRST FLOOR PLAN
7195-PL-152		PROPOSED SECOND FLOOR PLAN
7195-PL-153		PROPOSED ROOF FLOOR PLAN
7195-PL-650		PROPOSED ELEVATIONS - EAST AND WEST
7195-PL-651		PROPOSED ELEVATIONS - NORTH AND SOUTH
7195-PL-850		PROPOSED SECTIONS

7195-PL-900		VIEW LOCATIONS
7195-PL-901		VIEW 1 - NORTH PANORAMIC
7195-PL-902		VIEW 2
7195-PL-903		VIEW 3
7195-PL-904		VIEW 4
7195-PL-905		VIEW 5
7195-PL-906		VIEW 6

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**PLANNING DESIGNATIONS:**

Unitary Development Plan 2006:

- Metropolitan Open Land
- Conservation Area

**RECOMMENDATION**

**GRANT CONSERVATION AREA CONSENT**

subject to conditions

**SUMMARY OF REPORT:**

The site is Highgate Junior School, which is in Highgate Conservation Area and the proposal is to demolish Cholmeley House and the Tuck Shop and substantially demolish the Fives Court.

Cholmeley House is locally listed however its contribution to the significance of the Conservation Area, which is the 'Heritage Asset' in this case, is considered to be relatively limited. Similarly, the Tuck Shop and Fives Courts make little contribution to the significance of the Conservation Area.

The proposed demolition would therefore cause 'less than substantial harm' to the significance of the Heritage Asset. In accordance with National guidance, this harm is balance against the public benefits of the proposal and it is considered that the benefits stemming from the provision of a new high quality school building and the removal of buildings from the adjacent Metropolitan Open Land outweigh the harm caused to the Conservation Area.

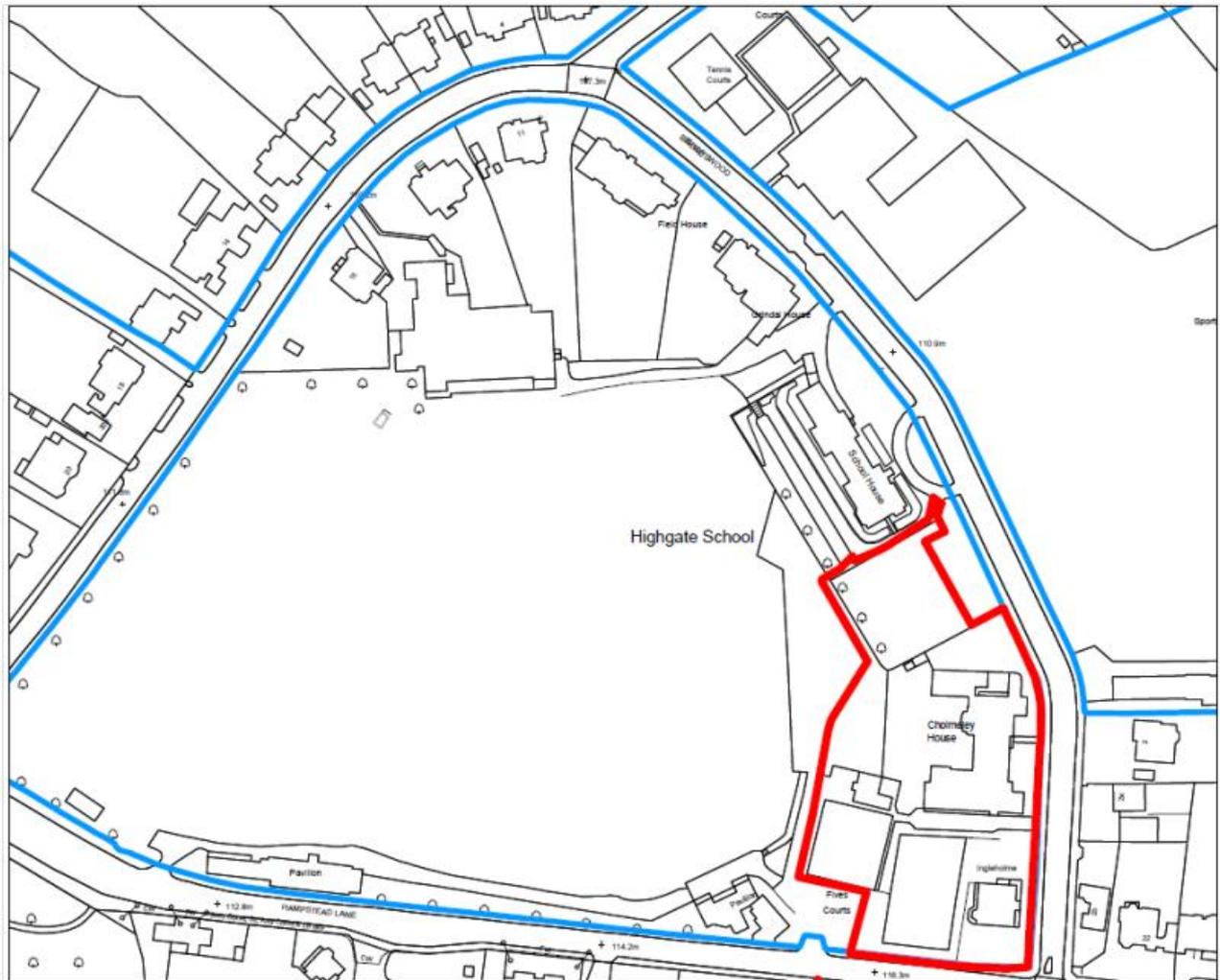
The demolition and associated development is supported by English Heritage and the Council's Principal Conservation Officer.

Both the applicant and Council consulted widely and responses were taken into account by officers.

It is therefore considered that the proposal is in compliance with National guidance and London and Local planning policy. Conservation Area Consent should therefore be granted.

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# 1.0 PROPOSED SITE PLAN





## 2.0 IMAGES



Ingleholme



Cholmeley House (Locally Listed)



Fives Courts



View from Bishopswood Road of replacement building.

### **3.0 SITE AND SURROUNDINGS**

- 3.1 The subject site is Highgate Junior School located on the corner of Hampstead Lane and Bishopswood Road, N6. The school together with the Pre-Preparatory School, the Mallinson Sports Centre and the Senior School located nearby on North Road and Southwood Lane make up Highgate School.
- 3.2 The school is in Highgate Conservation Area and is near the borough's border with LB Camden to the south.
- 3.3 The site is bounded to the west by the Senior Field, which is designated Metropolitan Open Land, to the north by another school building, to the east across Bishopswood Road are residential properties and to the south across Hampstead Lane is opens space which connects to Hampstead Heath.
- 3.4 The application site consists of 3 main buildings. Cholmeley House is the largest, built in 1938 and locally listed. It was purpose built as a school building and has an ancillary residential property currently used by the used the Junior School Principal. Inglehome was originally a Victorian residential villa but was later incorporated into the school. The Fives Courts were built in the early 20<sup>th</sup> C and are used for sports practice by the school as covered recreation space. There are also smaller ancillary buildings including a shed and the Tuck Shop.
- 3.5 There are areas of open space within the site, including a playground, a games court and all weather games ground. In addition there are a number of mature trees on site.

### **4.0 PLANNING HISTORY**

- 4.1 There is no planning history to this site which is relevant to the current application. However in appendix 3 is a list of past applications relating to the site.

### **5.0 DESCRIPTION OF PROPOSED DEVELOPMENT**

- 5.1 Conservation Area Consent is sought for the demolition of Cholmeley House and ancillary residential unit, Tuck Shop building and substantial demolition of Fives Courts to allow for the erection of a new part 2 storey, part 3 storey Junior School building with link attachments to retained Ingleholme Building. External alterations to retained Ingleholme Building. Associated car and cycle parking, landscaping, games and play areas and altered pedestrian accesses.
- 5.2 Cholmeley House is a red brick building built in 1937-8 and is locally listed. The Fives courts are in a part red brick, part rendered structure built in 1905 and extended in 1910. A roof was later added. The Tuck Shop is a simple single storey, flat roofed, pebble dashed building built in 1910. These buildings are proposed to be demolished.

### **6.0 RELEVANT PLANNING POLICY**

6.1 The planning application is assessed against relevant national, London and local planning policy, including relevant:

- National Planning Policy Framework
- The London Plan 2011
- Haringey Unitary Development Plan (Adopted 2006)
- Haringey Supplementary Planning Guidance and Documents
- Haringey Local Plan Strategic Policies and Proposals Map:  
Haringey's draft Local Plan Strategic Policies were submitted to the Secretary of State in March 2011 for Examination in Public (EiP). The EiP Inspector has declared these policies as 'sound' – they will be recommended to the Council for formal adoption in February 2013 to replace the strategic policies within the existing Unitary Development Plan. As a matter of law, significant weight should be attached to the Strategic Policies however they cannot yet in themselves override Haringey's Unitary Development Plan (2006) which remains for the time being the statutory plan unless material considerations indicate otherwise.

6.2 A list of relevant planning policies is in appendix 2 of the report relating to the associated planning application ref: HGY/2012/2346.

## 7.0 CONSULTATION

7.1 The Council has undertaken wide consultation. This includes statutory consultees, internal Council services, Ward Councillors, local residents and businesses. A list of consultees is provided below.

### 7.1.1 Statutory Consultees

- Thames Water Utilities
- Met Police Crime Prevention Officer - Andrew Snape
- English Heritage
- Greater London Archaeological Advisory Service
- LB Camden

### 7.1.2 Internal Consultees

- Building Control
- Transportation
- Waste Management/Cleansing
- Design and Conservation
- Arboriculturalist
- Noise & Pollution
- Education

### 7.1.3 External Consultees

- Ward Councillors
- Highgate CAAC
- Highgate Society

### 7.1.4 Local Residents

- A Development Management Forum was held on 12 December 2012 attended by a local ward Councillor. Below is a summary of the points raised:
  - Concerns were raised over the impact on local traffic conditions
  - Noise and disturbance from construction
  - Construction vehicles could disrupt local traffic flow
  - Going by some of the drawings, the classroom layouts could result in glare on blackboards

7.1.5 The officer response to these points is below:

- There is no increase in pupil or staff numbers and no change to the location of the existing drop-off area
- The developer will be required by condition to submit a Construction Logistics Plan and Construction Management Plan to address noise and construction vehicle issues
- The classroom layouts are indicative however white boards and projectors are used

7.2 A summary of statutory consultees' and residents'/stakeholders' comments and objections is in Appendix 1.

7.3 Planning Officers have considered all consultation responses and have commented on these both in Appendix 1 and within the relevant sections of the assessment in part 8 of this report.

7.4 While the statutory consultation period is 21 days from the receipt of the consultation letter, the planning service has a policy of accepting comments right up until the Planning Sub-Committee meeting and in view of this the number of letters received is likely to rise further after the officer's report is finalised but before the planning application is determined. These additional comments will be reported verbally to the Sub-Committee.

## 8.0 ANALYSIS / ASSESSMENT OF THE APPLICATION

### 8.1 Demolition

8.1.1 Policy 7.8 of the London Plan 2011 'Heritage assets and archaeology' states that development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail. Policy CSV7 of the UDP 2006 states that applications for the demolition or substantial demolition of buildings in a Conservation Area will be refused if it would have an adverse impact on the character and appearance of the Conservation Area. The NPPF provides guidance on how the impact on Heritage Assets and any associated benefits should be assessed.

- 8.1.2 Paragraph 128 of the NPPF requires the applicant to describe the significance of any heritage assets affected by a proposed development, including any contribution made by their setting. Accordingly the applicant has submitted a Heritage Statement which correctly identifies Highgate Conservation Area as the relevant Designated Heritage Asset and describes the buildings on site and their respective contributions.
- 8.1.3 The site comprises four buildings which vary in their contribution to the significance of the Conservation Area.
- 8.1.4 Inglehome is a tall 3-storey later 19<sup>th</sup> Century villa in white gault brick, built in the Italianate style. It was built as large private house until becoming part of the Junior School. A number of alterations were undertaken including a conservatory removed, a modern fire escape added and the main entrance shifted to the flank elevation with an external flat canopy and steps. The original garden setting has also been lost.
- 8.1.5 The building is prominent on the corner of Bishopswood Road and Hampstead Lane and reflects the age, style, materials and form of other villas in the local area. As such, it is considered to make a positive contribution to the significance of Highgate Conservation Area.
- 8.1.6 Cholmeley house was purpose built as a Junior Boarding School in 1937-8. The building is predominantly 3-storeys high on an 'H' shaped plan. It is red brick with shallow pitched roofs behind parapets. Windows vary between timber sash and metal framed casements of different sizes. Although the building is of merit and Locally Listed, it is not as prominent on the townscape as Ingleholme and does not reflect other elements of the Conservation Area. Its contribution to the conservation area is therefore considered to be less than that of Ingleholme.
- 8.1.7 The Fives Courts (named after the traditional 'Eton Fives' hand tennis game) is 23m by 17m brick and render building containing six courts built in 1905 and a further four added in 1910. The roof is a later addition. The first of such courts were built at Eton around 1840 and at other public schools in the second half of the 19<sup>th</sup> Century. The earliest and least altered examples are well represented on Statutory Lists. The building is set back from the road and partly within Metropolitan Open Land (MOL). Although it has a connection to the school use of the site, the building is considered to make a limited contribution to the Conservation Area.
- 8.1.8 The Tuck Shop is a utilitarian single storey, flat roofed, pebble dashed building built in 1910. It is in the MOL and is of no particular historical or architectural interest. It does not make a positive contribution to the Conservation Area.
- 8.1.9 The Council does not have an adopted Conservation Area Character Appraisal for Highgate however, the assessment set out in the submitted Heritage Statement is considered sound.
- 8.1.10 The NPPF recognises that not all elements of a Conservation Area will necessarily contribute to its significance. The loss of a building which makes a

positive contribution to the significance of the Conservation Area should be treated either as 'substantial harm' or 'less than substantial harm', taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area.

- 8.1.11 The demolition of Cholmeley House, Tuck Shop building and substantial demolition of Fives Courts is considered to cause 'less than substantial harm' due to the relatively limited contribution of these buildings to the overall Conservation Area. The NPPF requires such harm to be balanced against the public benefit of the proposal. Demolition is required to allow for the erection of a new Junior School building, which will provide a more effective and modernised learning environment for pupils as well as remove buildings from the MOL, thereby improving its openness. The less than substantial harm to the Conservation Area is considered to be outweighed by these benefits.
- 8.1.12 Cholmeley House is Locally Listed and is therefore a 'non-designated heritage asset' under the NPPF. The loss of such assets should be taken into account and as discussed above, the loss of this asset is considered to be outweighed by the benefits of the proposal.
- 8.1.13 The proposal is considered to be in accordance with the approach set out in the NPPF. As such, it is considered that the proposal would meet the aims of London Plan Policy 7.8 and Haringey UDP Policies CSV3 and CSV7, which seek to preserve the character of Conservation Areas, having regard to their significance and the benefits of resulting development.
- 8.1.14 The proposed demolition is therefore considered to meet National, London and Local planning policy.

## **8.2 Merit of replacement proposal**

- 8.2.1 The proposed demolition is required to facilitate the development of a new Junior School.
- 8.2.2 London Plan Policies 7.4 'Local Character' and 7.6 'Architecture' require development proposals to be of the highest design quality and have appropriate regard to local context. Haringey Policies UD3 'General Principles', UD4 'Quality Design' continue this approach.
- 8.2.3 The design was chosen following an invited architectural competition held by Highgate School. Development of the design began in January 2011 and involved consultations with school staff, Local Planning Authority, English Heritage, Highgate Society and the Highgate CAAC.
- 8.2.4 The layout retains Ingleholme and removes buildings from the Metropolitan Open Land. The design addresses Senior Field in a positive way, improving access and capitalising on the visual amenity of the playing fields. The scheme provides a high quality learning environment and is designed with close attention to pupil and staff needs. The treatment of the Bishopswood Road elevation is sensitive to the conservation area by limiting the height of the building to below the eaves

level of Ingleholme, by having a material palette which reflects materials used locally and through careful detailing and articulation to break up the mass of the building.

- 8.2.5 The proposal was reviewed by the Haringey Design Panel and feedback was positive. The design was considered to be sensitive and well thought out, and would provide an inspiring and effective teaching environment. The panel recognised the need to refurbish Ingleholme as it was not considered fit for modern teaching requirements.
- 8.2.6 The design is supported by English Heritage and the Council's Design and Conservation Team. The Highgate CAAC has objected to the design however, the officers' view is that the scheme is well designed, responds appropriately to its context and the needs of pupils.
- 8.2.7 The Council's Principal Conservation Officer is of the view that the development is likely to make a positive contribution to the streetscene and Conservation Area.
- 8.2.8 The proposed replacement development is therefore considered to make a positive contribution to the Conservation Area and the proposed demolition would be in compliance with Policy 7.8 of the London Plan 2011 'Heritage assets and archaeology' and Haringey UDP Policies CSV3 and CSV7.

## **9.0 HUMAN RIGHTS**

- 9.1 All applications are considered against a background of the Human Rights Act 1998 and in accordance with Article 22(1) of the Town and Country Planning (General Development Procedure) (England) (Amendment) Order 2003 where there is a requirement to give reasons for the grant of planning permission. Reasons for refusal are always given and are set out on the decision notice. Unless any report specifically indicates otherwise all decision of this Committee will accord with the requirements of the above Act and Order.

## **10.0 EQUALITIES**

- 10.1 In determining this application the Committee is required to have regard to its obligations under the Equality Act 2010. Under the Act, a public authority must, in the exercise of its functions, have due regard to the need to:-
- eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under this Act;
  - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - foster good relations between persons who share a relevant protected characteristic and persons who do not share it
- 10.2 The new duty covers the following eight protected characteristics: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. Public authorities also need to have due regard to the need to eliminate unlawful discrimination against someone because of their marriage or

civil partnership status.

- 10.3 The application will facilitate the development of a new Junior School. The new building will improve school facilities and improve inclusive access. Pupils will make use of good quality temporary facilities during demolition and construction works. The development is therefore considered to result in positive outcomes for school age children and those with disabilities. No other groups sharing the above protected characteristics are likely to be negatively affected.

## 11.0 SUMMARY AND CONCLUSION

- 11.1 The site is Highgate Junior School, which is in Highgate Conservation Area and the proposal is to demolish Cholmeley House and the Tuck Shop and substantially demolish the Fives Court.
- 11.2 Cholmeley House is locally listed however its contribution to the significance of the Conservation Area, which is the 'Heritage Asset' in this case, is considered to be relatively limited. Similarly, the Tuck Shop and Fives Courts make little contribution to the significance of the Conservation Area.
- 11.3 The proposed demolition would therefore cause 'less than substantial harm' to the significance of the Heritage Asset. In accordance with National guidance, this harm is balance against the public benefits of the proposal and it is considered that the benefits stemming from the provision of a new high quality school building and the removal of buildings from the adjacent Metropolitan Open Land outweigh the harm caused to the Conservation Area.
- 11.4 The demolition and associated development is supported by English Heritage and the Council's Principal Conservation Officer.
- 11.5 Both the applicant and Council consulted widely and responses were taken into account by officers.
- 11.6 It is therefore considered that the proposal is in compliance with National guidance and London and Local planning policy. Conservation Area Consent should therefore be granted.

## 12.0 RECOMMENDATION

**GRANT CONSERVATION AREA CONSENT** subject to conditions below

DOCUMENTS
Title
Design and Access Statement
Planning Statement
Ecology Report
Heritage Statement
Landscape Design Statement
Statement of Community Involvement

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### CONDITIONS:

**1. The development hereby authorised must be begun not later than the expiration of 3 years from the date of this permission, failing which the permission shall be of no effect.**

Reason: This condition is imposed by virtue of the provisions of the Planning & Compulsory Purchase Act 2004 and to prevent the accumulation of unimplemented planning permissions.

**2. The demolition hereby permitted shall not be undertaken before a contract for the carrying out of the works of redevelopment of the site has been granted for the redevelopment for which planning permission HGY/2012/2346.**

Reason: In order to safeguard the special architectural or historic interest of the building.

### INFORMATIVES:

Prior to demolition of existing buildings, an asbestos survey should be carried out to identify the location and type of asbestos containing materials. Any asbestos containing materials must be removed and disposed of in accordance with the correct procedure prior to any demolition or construction works carried out.

## REASONS FOR APPROVAL

The reasons for the grant of consent are as follows:

- a) It is considered that the principle of this demolition is supported by national, regional and local planning policies as it the harm from demolition is outweighed by the public benefits of the replacement development.
  - b) The replacement development is considered to be suitably designed in respect of its surroundings, its impact on neighbouring properties, the conservation area and environmental site constraints.
- a) The application for Conservation Area Consent has been assessed against and is considered to be in general accordance with
- National Planning Policy Framework;
  - London Plan Policies 7.2 ‘Creating an inclusive environment’, 7.3 ‘Designing out Crime’, 7.4 ‘Local character’, 7.5 ‘Public realm’, 7.6 ‘Architecture’, 7.8 ‘Heritage Assets and Archaeology’; and
  - Haringey Unitary Development Plan (UDP) 2006, G2 ‘Development and Urban Design’, G10 ‘Conservation’, UD2 ‘Sustainable Design and Construction’, UD3 ‘General Principles’, UD4 ‘Quality Design’, CSV1 ‘Development in Conservation Areas’, CSV3 ‘Locally Listed Buildings and Designated Sites of Industrial Heritage Interest’, CSV7 ‘Demolition in Conservation Areas’ and CSV8 ‘Archaeology’.

## **APPENDICES:**

- 12.1 Appendix 1: Consultation Responses
- 12.2 Appendix 2: Planning History

Consultation Responses

No.	Stakeholder	Question/Comment	Response
	<b>STATUTORY</b>		
	<b>Thames Water</b>	No objection	Noted
		Waste Water informative recommended	Noted
	<b>English Heritage</b>	Supported the principle of a design competition	Noted
		Recognise that Cholmeley House, whilst of some interest locally, would be difficult to alter to meet modern educational needs and standards	Noted
		The LPA should apply the strictest conditions with regard to design and materials	Noted
	<b>INTERNAL</b>		
	<b>Design and Conservation</b>	No major concerns. Design is sensitive, well thought out and would make a positive contribution to the local area.	Noted
		No objection to proposed demolition.	Noted
	<b>EXTERNAL</b>		
	<b>Highgate CAAC</b>	<p>The scheme would be damaging to the character and appearance of the CA:</p> <ul style="list-style-type: none"> <li>• Poor appreciation of the nature of the site</li> <li>• Inappropriate articulation of building forms</li> <li>• Incoherent choice of materials</li> <li>• Inglehome should not be as heavily refurbished</li> <li>• The articulation between</li> </ul>	The design is considered to be of high quality and appropriate to the site's context and building's function. See section on the merits of the replacement design.

No.	Stakeholder	Question/Comment	Response
		<p>Ingleholme and the new blocks is too constricted</p> <ul style="list-style-type: none"> <li>• The elements on the Bishopwood Rd and Hampstead Lane is unresolved</li> <li>• The new blocks do not respond to the curve of Bishopswood Road are poorly modelled</li> <li>• The main entrance is poor</li> <li>• The field side of the building does not respond to the changing ground level of the site</li> </ul>	
	<b>DEVELOPMENT MANAGEMENT FORUM</b>	See section 7.1.4	See section 7.1.5
	<b>RESIDENTS</b>	1 Response received	
	2 Normandy Mansions, Normandy Ave, High Barnet.	<p>The objector was once a local resident and is familiar with Highgate</p> <p>Cholmeley House is Locally Listed and should be retained. It is an attractive building and part of local history</p> <p>The contemporary architectural style of the new building is at odds with the rest of the street. It does not preserve the school's history.</p>	<p>Noted.</p> <p>The harm caused by the loss of this building is outweighed by the quality of the design of the replacement building and the benefit of a new school building.</p> <p>The contemporary design is considered to be of a high quality and preserves the quality of the conservation area. See section on design in main report.</p>

PLANNING HISTORY

## Planning History for Highgate School, Bishopswood Road, N6

- HGY/1989/1084 - Change of use of junior sports pavilion to music school including the provision of new entrance doorway, closing existing doorway and replacing with windows and alterations to the fenestration on the front elevation – GRANTED
- HGY/1989/0103 - Change of use of changing room to junior music school involving alterations to existing elevation GRANTED
- HGY/1991/1198 - Details pursuant to condition 8 attached to the planning permission dated 12/8/91 ref no. HGY/43192 – GRANTED
- HGY/1992/0455 - Removal of timber boarding from two arches and replacement with frameless sheets of toughened glass engraved with coat of arms in Southwood Lane elevation – GRANTED
- HGY/1993/1330 - Crown reduction by 30% of one Chestnut and removal of crown of one Oak. (Subject to T.P.O) - GRANTED
- HGY/1995/0628 - Erection of ground floor rear/side extension to maintenance workshop to provide two offices and improved store – GRANTED
- HGY/1996/0403 - Conservation Area Consent for demolition of part of dining hall to allow for the erection of an extension - GRANTED
- HGY/1996/0404 - Erection of ground floor extension to provide lavatory accommodation – GRANTED
- HGY/1996/0996 - Various works to numerous trees covered by Tree Preservation Order including felling of dead trees, crown reduction and removal of dangerous branches – GRANTED
- HGY/1999/0719 - Various arboricultural works to Lime, Holly, Sycamore, Oak, Cherry, Beech, and Sycamore trees. (see attached schedule dated 2/6/99) – GRANTED
- HGY/2006/0502 - Construction of 105m x 44m (approx) all weather pitch with 3m (approx) high sports fencing together with soft landscaping – REFUSED
- OLD/1952/0042 - Erection of garage on side of demolished coach-house – GRANTED
- OLD/1985/0083 - Felling and removal of 1 Cherry tree – GRANTED
- OLD/1987/0100 - Erection of Sports Hall, changing rooms and associated facilities – GRANTED
- OLD/1987/0101 - Replacement of existing fire escape ladders with two fire escape stairs - GRANTED

