Proposal: Demolition of 2no two-storey building wings of an existing grade II listed building. Erection of 1no two-storey and 1no single storey extensions (replacement wings) to side elevations of the existing building to provide conversion of existing listed building (and new wings) to 5 no single family dwellinghouses and 2 no self-contained flats. External alterations: Removal of an existing first floor extension to North elevation. Replacement windows to existing building including new crown glass glazing. Excavation of external ground to basement level to provide new lightwell and replacement doors. All new brickwork to match existing. Replacement pipework with cast iron version. New external paintwork and damp repair and proofing. Internal alterations to existing listed building; new internal wall structure to all existing levels, including new plastering and new timber doors. Installation of new kitchens (ground floor and first floor levels) formation of new bathrooms, wc's, and bedrooms. New skirting and staircases to all levels. Associated alterations to hard and soft landscaping. Reduction of rear boundary wall to a height of 1.3m.

Recommendation: Approve subject to conditions

AND the Committee grants delegated authority to the Service Director – Planning and Building Control or Head of Strategic Planning to make any minor alterations, additions or deletions to the recommended conditions/obligations or reasons for refusal as set out in this report and addendum provided this authority shall be exercised after consultation with the Chairman (or in his absence the Vice-Chairman) of the Committee (who may request that such alterations, additions or deletions be first approved by the Committee)

1 The development hereby permitted shall be carried out in accordance with the following approved plans:

Existing Drawings:
Location Plan; AL.00.02 Existing Site Plan (Rev A);

Proposed Drawings:
AL.00.02 (Rev. C) Proposed Site Plan; AL.05.01 (Rev. C) Proposed Ground Floor Plan; AL.05.02 (Rev. C) Proposed First Floor Plan; AL.05.04 (Rev. C) Proposed Roof
Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the plans as assessed in accordance with Policies CS NPPF and CS1 of the Local Plan Core Strategy DPD (adopted September 2012) and Policy DM01 of the Local Plan Development Management Policies DPD (adopted September 2012).

2 This work must be begun not later than three years from the date of this consent.

Reason: To comply with Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

3 a) No development other than demolition works shall take place until details of the materials to be used for the external surfaces of the buildings (including extensions for the listed building and new buildings) and hard surfaced areas hereby approved have been submitted to and approved in writing by the Local Planning Authority.
b) The details to be provided shall include sample panels of all new facing brickwork showing the proposed brick types, colour, texture, face bond and pointing.

c) The development shall thereafter be implemented in accordance with the materials as approved under this condition. The approved sample panels shall be retained on site until the work is completed and has been approved.

Reason: To safeguard the character and visual amenities of the site and wider area and to ensure that the building is constructed in accordance with Policies CS NPPF and CS1 of the Local Plan Core Strategy (adopted September 2012), Policies DM01 and DM06 of the Development Management Policies DPD (adopted September 2012) and Policies 1.1, 7.4, 7.5 and 7.6 of the London Plan 2016.

4 Prior to the commencement of the development, a Method Statement shall be submitted to and approved by the Local Planning Authority to demonstrate how the internal features (as identified in the hereby approved documents and plans) are to be protected against accidental loss or damage during the building work and no such elements may be disturbed or removed temporarily or permanently except as indicated on the approved drawings or with the prior approval of the Local Planning Authority.

(Such elements include timber panelling, plasterwork, fireplaces and staircases, decorative ceilings and cornices, cupboards, architraves, skirtings, dado's, picture rails, doors, decorative tiling to first floor bathroom, flagstone floors, etc).

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

5 Details including drawings at an appropriate scale unless otherwise specified shall be submitted to and approved in writing by the Local Planning Authority of the following proposed features prior to the relevant works commencing:

a) Details of the proposed voussoir arches at 1:10 scale;
b) Details shall be provided of all new skirtings, architraves and cornices;
c) Details shall be provided of all new chimneypieces;
d) Details shall be provided of all new external vents, flues or ducts for air intake extract, or ventilation;
e) Details shall be provided of all proposed boundary treatment, including gates, fences and walls;
f) Details shall be provided of the means of upgrading existing internal doors to meet fire safety requirements;
g) Details shall be provided of the means of introducing acoustic insulation for those existing doorways where doors are being kept fixed shut;
h) Details shall be provided of all new interior lighting, with the avoidance of recessed ceiling lights in principal rooms and common areas;
i) Details shall be provided of all new staircases;
j) Details shall be provided of all new interior joinery.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies
6 The position, type and method of installation of all new and relocated services and related fixtures (for the avoidance of doubt including communications and information technology servicing), shall be specified in advance of any work being carried out, and the prior approval of the Council as local planning authority shall be obtained wherever these installations are to be visible, or where ducts or other methods of concealment are proposed. All relevant works shall be carried out in accordance with such approval.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

7 All new external and internal works and finishes and works of making good to the retained fabric, shall match the existing adjacent work with regard to the methods used and to material, colour, texture and profile, unless shown otherwise on the drawings or other documentation hereby approved or required by any condition(s) attached to this consent.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

8 Details including drawings at 1:20 scale (or any other appropriate scale as agreed with the Local Planning Authority) shall be submitted to and approved in writing by the Local Planning Authority of the proposed/ new windows and doors prior to the relevant works commencing.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

9 The following shall be made available for inspection and approval by the Local Planning Authority prior to such works proceeding prior to such works proceeding:

a) A sample area of render removed from the east flank of the service wing;

b) A sample area of any proposed repair to the pointing of brickwork shall be provided on an inconspicuous section of the wall.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

10 No cleaning of masonry, other than a gentle surface clean using a nebulous water spray, is authorised by this consent without prior approval of details. Proposals shall be submitted to and approved by the Council as local planning authority before the
work is begun and the work shall be carried out in accordance with such approved proposals.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

11 The historic stained glass window from the western part of the main building shall be retained and relocated to the arched gateway fronting the pedestrian entrance from East End Road.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

12 Any hidden historic features which are revealed during the course of works shall be retained in situ, work suspended in the relevant area of the building and the Council as local planning authority notified immediately. Provision shall be made for the retention proper recording, as required by the Council.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

13 No new plumbing, pipes, soilstacks, flues, vents, ductwork, new grilles, security alarms, lighting, cameras or other appurtenances shall be fixed on the external faces of the building unless shown on the drawings hereby approved.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

14 The existing stone steps to the basement on the western side of the building shall be carefully removed, retained and re-used for the new staircase between the ground floor and basement.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

15 All new external rainwater goods and soil pipes on the visible elevations shall be of cast iron, painted black.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).
16 All new partitions shall be scribed around the existing ornamental mouldings.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

Informative(s):

1 In accordance with paragraphs 38-57 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.
Officer’s Assessment

1. Site Description

The application site known as Carmelite Friars (no.63 East End Road) located on the north-eastern side of East End Road within the East Finchley Ward. The site covers an area of approximately 0.4 hectares.

The building is not in a Conservation Area, however the Villa is a Grade II Listed Building (Historic England Reference 1078841), known as Villa at the Convent of the Good Shephard; the structures and boundary treatments are also considered to be protected. The building was listed in February 1975. Historic England describes the building as:

"Early C19 Villa incorporated into later convent buildings. Two storeys five bays, yellow brick; central stuccoed doric porch with fluted columns; stucco band under first floor windows; a stucco moulded cornice and parapet; sash windows gauged yellow brick flat arches"

The buildings and land on the site are the last remnants of the former Convent which historically incorporated an extensive complex of ecclesiastical, administrative and residential structures situated over a significantly larger site. The majority of these structures have since been demolished, and at present the site is comprised of the early 19th century Villa, and two later additions (wings). The more recent buildings date to the late 19th Century and 20th Century and are one- to two-storeys in height, comprising a mix of traditional brick and rendered facades.

The main house was constructed in 1817 as a substantial two-storey Regency villa. In 1864, the Sisters of the Good Shepherd purchased East End House and constructed a substantial complex of buildings to the west and north of the Villa to serve as a reformatory for former female prisoners. The original Regency Villa was completely consumed within a sizeable Victorian institutional building and severed from its original context of landscaped gardens and sizable plot. After a fire in 1972, most of the buildings were demolished, with the exception of the original Regency Villa and the later low-quality extensions to it.

The site sits behind a substantial brick wall and there are views of the building from the single entrance onto the site, from East End Road. It is understood that the southern part of the wall along East End Road is original, whereas the remaining wall wrapping around the rest of the Site comprises later additions.

There is a group Tree Preservation Order (TRE/FI/26/G4 and TRE/FI/26/T5) at the front of the site, abutting the boundary with the pavement.

Opposite the site, lie the East Finchley Cemetery (St Marylebone Cemetery) and the Chandos Tennis Club, a modern tennis facility with both indoor and outdoor tennis facilities.

To the east lies no. 1 Thomas More Way; this building is a redevelopment of a former Convent building. The building has a Charles Rennie Mackintosh aesthetic, and is comprised of a mixture of Class D1 and B1(a) office uses.

To the west lies a recently approved residential development on Ethan Drive, which is comprised of 8 residential units. This scheme was granted permission at appeal (planning reference F/00172/14).

To the north and west the site abuts Juliana Close and Thomas More Way respectively.
The site has a PTAL level of 1b. At the time of writing, the site has been vacant, however was previously occupied by the Friars as accommodation and administration offices; the lawful use has not been confirmed however the supporting information would indicate that the site has an element of Use Class C2 (Residential institution).

2. Site History

None relevant.

3. Proposal

The application is for the demolition of the 2no existing two-storey building wings either side of the existing grade II listed building and the single storey towards the front. The existing wing (service wing) to the north east of the Villa would be retained. The proposal is part of an overall redevelopment of the site, which would the following additions/works:

- Erection of a two-storey side extension, replacing the removed modern wing, to the west of the Villa and connected by a light weight glass connecting wing. This extension would accommodate two flats (one at ground and one at first floor), and a two storey three bedroom house towards the rear (House 14).
- Erection of a single storey side extension, replacing the removed modern wing, to the southeast of the main Villa and connected to the service wing to be retained. This extension would accommodate a single storey 2 bed house (House 12). This house would be accessed via Thomas More Way.
- Erection of a detached building to the north-eastern corner of the site (north east of the Villa, adjacent to Thomas More Way and Juliana Close junction) to accommodate a 2bedroom house (House 13).
- Erection of a two-storey block comprising of 7no single family dwellinghouses to the west of existing Grade II Listed building. These dwellings would be arranged in a staggered layout The terrace houses (houses 1 -7) would benefit from private gardens.

In addition, the main Villa would be converted into two dwellings (Houses 9 and 10). Both houses would be 3 bedroom dwellings, including accommodation at basement level. The service wing would accommodate a two storey dwelling (House 11).

In terms of the listed building, the following works are proposed:

- Re-instatement of the original Regency villa to residential use but as three dwellings;
- Repair, restoration and re-instatement of architectural detailing to the interior and exterior of the original Regency villa;
- Revealing, restoration and re-instatement of the elevations of the original service wing;
- Removal of low quality late 19th century and 20th century extensions to the original Regency villa and replacement with contemporary extensions as detailed above;
- Restoration of the surviving remnant of a gothic red brick archway and tiled path to the covered walkway to the east of the site.

4. Public Consultation

No consultations necessary for Listed Building application.
A site notice was erected and press notice published on the 26th July 2018.

5. Planning Considerations

5.1 Policy Context

National Planning Policy Framework and National Planning Practice Guidance

The determination of planning applications is made mindful of Central Government advice and the Local Plan for the area. It is recognised that Local Planning Authorities must determine applications in accordance with the statutory Development Plan, unless material considerations indicate otherwise, and that the planning system does not exist to protect the private interests of one person against another.

The National Planning Policy Framework (NPPF) was published on 24th July 2018. This is a key part of the Governments reforms to make the planning system less complex and more accessible, and to promote sustainable growth.

The NPPF states that 'good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities…. being clear about design expectations, and how these will be tested, is essential for achieving this'. The NPPF retains a presumption in favour of sustainable development. This applies unless any adverse impacts of a development would 'significantly and demonstrably' outweigh the benefits.

The Mayor's London Plan 2016

The London Development Plan is the overall strategic plan for London, and it sets out a fully integrated economic, environmental, transport and social framework for the development of the capital to 2050. It forms part of the development plan for Greater London and is recognised in the NPPF as part of the development plan.

The London Plan provides a unified framework for strategies that are designed to ensure that all Londoners benefit from sustainable improvements to their quality of life.

The London Plan is currently under review. Whilst capable of being a material consideration, at this early stage very limited weight should be attached to the Draft London Plan. Although this weight will increase as the Draft London Plan progresses to examination stage and beyond, applications should continue to be determined in accordance with the adopted London Plan.

Barnet's Local Plan (2012)

Barnet's Local Plan is made up of a suite of documents including the Core Strategy and Development Management Policies Development Plan Documents. Both were adopted in September 2012.
- Relevant Core Strategy Policies: CS NPPF, CS1, CS5.
- Relevant Development Management Policies: DM01, DM06

The Council's approach to development as set out in Policy DM01 is to minimise the impact on the local environment and to ensure that occupiers of new developments as well as neighbouring occupiers enjoy a high standard of amenity. Policy DM01 states that all development should represent high quality design and should be designed to allow for adequate daylight, sunlight, privacy and outlook for adjoining occupiers. Policy DM02 states
that where appropriate, development will be expected to demonstrate compliance to minimum amenity standards and make a positive contribution to the Borough. The development standards set out in Policy DM02 are regarded as key for Barnet to deliver the highest standards of urban design.

Policy DM06 seeks to protect all heritage assets in line with their significance. Development proposals involving listed buildings must preserve or enhance the historic and architectural interest of the building(s).

Supplementary Planning Documents
Residential Design Guidance SPD (adopted October 2016)
Sustainable Design and Construction SPD (adopted October 2016)
- Provides detailed guidance that supplements policies in the adopted Local Plan, and sets out how sustainable development will be delivered in Barnet.

5.2 Main issues for consideration
The main issues for consideration in this case are:
- Whether harm would be caused to the character and appearance of this Grade II Listed Building and setting of the listed building;
- Whether the additional buildings proposed would provide an appropriate setting for the listed building.

5.3 Assessment of proposals

Context

The former convent building was Grade II listed in 1975. It is described in the list entry as: Early C19 Villa incorporated into later convent buildings. Two storeys five bays, yellow brick; central stuccoed doric porch with fluted columns; stucco band under first floor windows; a stucco moulded cornice and parapet; sash windows gauged yellow brick flat arches.

The site is in close proximity to the northern boundary of the Hampstead Garden Suburb Conservation Area. To the south is East Finchley Cemetery, a Grade II* listed Historic Park and Garden, within which there are a number of listed buildings, including the Gate Lodge, Entrance Gates, Piers and Railings (Grade II Listed). These designated heritage assets are within the site's wider setting.

The former convent has been vacant for a number of years.

The main part of the original listed villa is of high significance. The service wing is part of the original construction, although internally it has been altered. The internal features of interest within the listed building include the main staircase, a number of fireplaces, doors - both internal and external, sash windows, decorative joinery and plasterwork.

There are a number of extensions to the main building, dating from the late 19th century to the late 20th century. Their significance varies according to their date and degree of alteration, both internally and externally.

The 1883 red brick archway to the east of the site including the floor tiling to covered walkway has significance as does the late C19th boundary wall to East End Road.

Whether harm would be caused to the character and appearance of this Grade II Listed Building and its setting
Under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended, at sections 16(2), 66(1) and 72(1) a council should have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses when considering whether to grant Listed Building Consent. This requirement is reiterated at 7.3.2 of the supporting text to Policy DM06 of the adopted Local Plan.

Paragraphs 195 of the NPPF requires Local Planning Authorities to refuse applications which cause substantial harm to a heritage asset unless the harm is outweighed by the positive benefits of the scheme or there are demonstrable public benefits. Paragraph 196 stipulates that "where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use".

In determining the proposal against the setting, interest and value of the listed building a determination as to whether the proposal results in substantial harm or less than substantial harm to the heritage asset in accordance with the NPPF is required. It is considered in this circumstance that the provision of new residential units is a sufficient public benefit and there is less than substantial harm to the heritage asset.

The key existing building at the site is the Grade II listed Villa. The proposal would ensure the retention of this building and the preservation of its key features. External interventions would be minimal and in keeping with the historic interest and character of the building.

It is proposed that the main part of the original villa is subdivided vertically into two dwellings of similar size, one accessed from the main front door and the other from the rear door. Both doors will be retained.

Proposed internal alternations have been subject to detailed consideration by the Council's Principal Conservation Officer, who has discussed these in detail with the applicant's Heritage Consultant.

The existing plan form has necessitated relatively minimal alteration to achieve the subdivision beyond partitioning to the central hallway off the main staircase to form a new party wall, a new staircase within an existing hallway and adjustments to the position of door openings including fixing shut some existing doors. It is also proposed to replace the door to the existing rear lightwell with a pair of glazed doors and create a second lightwell with a pair of glazed doors on the rear elevation. This is in order to increase the level of natural light within the basement.

A number of extensions to the main building are proposed to be removed and replaced with contemporary designs. The later extensions had been subject to some alteration and were not considered to have the same significance as the main part of the building. The replacement designs have undergone revision, including re-siting and reduction in scale. They are now considered to be acceptable.

Modern window openings and air bricks are proposed to be removed and the brickwork infilled to match. Non original windows will be replaced with designs to match the original windows.

Re-pointing of the historic mortar is proposed to replicate the original lime mix. It should be noted that different types of pointing exist on the front and rear of the building, although this
has aged and is now less obvious. Consequently the front façade is proposed to be tuck pointed to match the existing and the rear and side facades will have penny struck pointing also to match the existing.

All original doors, windows, decorative plasterwork and joinery will be retained and repaired. Modern doors, windows and joinery will be replaced with examples that exactly match the original. Details will be required by condition.

The red brick archway to the east of the site and the original tiling to the 1883 covered walkway has significant as a reminder of the site's history as a Victorian reformatory school and will be retained. The restoration of the archway and the path to the covered walkway will enhance this significance.

The previously submitted glazed flat-roofed entrance feature proposed on house 12 linked to the original archway has been removed and replaced with solid roof which is appropriate.

The low level connecting wing of the west extension to the Villa is considered to be sympathetic.

It is considered that the reinstatement of the Villa as the main building on the site, the removal of the historic ‘ad-hoc’ additions some of which currently dominate the views towards the listed building and replacement with contemporary and subservient buildings that allow greater views of the listed building is considered to be appropriate.

Whether the additional buildings proposed would provide an appropriate setting for the listed building

The proposal would require the demolition of later additions to the listed building and erection of two separate buildings (a modest detached building to the north east and a two storey terrace to accommodate 7no houses to the west). It is considered that the quantum of development has been reduced and on balance is considered appropriate, both in regard to the setting of the listed building and the impact on the listed building itself.

The contemporary design of the two storey terrace of seven houses proposed to the west of the site, is considered acceptable. The removal of the second floor storey to this block of houses as shown in the revised documents has made a significant improvement to the scheme as a whole by reducing the building's height and bulk and therefore lessening its visual impact in longer views. In addition, it allows this structure to read as subservient to the Listed Building.

As mentioned above, the replacement side extensions are considered to be appropriate, particularly given that these would replace additions which are not considered to be of significant heritage importance.

Given the sensitivity of the site the materials selected, including the choice of facing bricks, will be very important. Presently, the light-coloured brick shown on the perspective drawings is in a stark contrast to the London Stock brick of the main building; a closer match should be sought however this would be secured via the condition.

The proposal would also include the enlargement of the large grassed area at the front of the listed building. This would enhance the setting of the listed building; as part of the full application a recommendation has been made to restrict parking at the front of the listed building.
The overall impacts of the proposal are considered to be sympathetic in design terms to the site and its surroundings, and will provide an appropriate setting for and development within the curtilage of the listed building at the site.

5.4 Response to Public Consultation

N/A

Historic England were consulted, and have written to say that they have no comments to make on this application.

6. Equality and Diversity Issues

The proposal does not conflict with either Barnet Council's Equalities Policy or the commitments set in the Equality Scheme and supports the Council in meeting its statutory equality responsibilities.

7. Conclusion

In light of the above appraisal, it is considered that the proposed development would have an acceptable impact on the character and appearance of the Grade II Listed building. The proposed change of use would bring demonstrable public benefits, including finding a long term viable use for the building. It is therefore recommended consent is granted subject to conditions.