

Built Heritage Statement

No.25 Sheldon Avenue, Highgate, London
Borough of Haringey

January 2023

Contents

1.	Introduction	3
2.	Heritage Assets	7
3.	Heritage Significance	8
4.	Application Scheme and Impact Assessment	31
5.	Summary and Conclusions	39
Appendix 1: Conservation Area Boundary Map		40
Appendix 2: Heritage Legislation, Planning Policy and Guidance		42

1. Introduction

Background and Purpose of this Report

- 1.1 This Built Heritage Statement report identifies that the 'Site' at No.25 Sheldon Avenue falls within the designation of the Highgate Conservation Area (Sub-Area 7: Bishops). Accordingly, this report has been prepared by Turley Heritage on behalf of our 'Client' and the 'Applicant' to provide a proportionate understanding and appreciation of the significance of this identified designated heritage asset, and any contribution of the existing property to that heritage significance. This report also then describes the likely impacts of the 'Proposed Development' for this Site within the London Borough of Haringey (LBH) local planning authority area. The Site is identified at Figure 1.1.



Figure 1.1: Site Location Plan (red line) (Cassion Castle Architects)

- 1.2 The requirement for this report stems from section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 that places a duty upon the local planning authority in determining applications for development within conservation areas to pay special attention to preserving or enhancing the character or appearance of that area.
- 1.3 Furthermore, the National Planning Policy Framework (NPPF) 2021 provides the Government's national planning policy for the conservation of the historic environment. In respect of information requirements, it sets out that

*'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.'*¹

¹ MHCLG, National Planning Policy Framework (NPPF) 2021 – para. 194

- 1.4 Paragraph 195 then sets out that local planning authorities should identify and assess the particular significance of heritage assets that might be affected by proposals, including by development affecting the setting of a heritage asset. They should take this assessment into account when considering the impact of proposals in order to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

Proposed Development

- 1.5 This report accompanies an application for full Planning Permission for proposed development that seeks to reuse and upgrade of this property as the highest quality of family home for our Client's own use. This proposed development is described for the purposes of this submission as:

"Demolition of existing dwelling with retention of front facade and erection of replacement new dwelling and associated rear extension and the creation of a basement level."

- 1.6 This Heritage Statement report should be read in conjunction with the full package of architectural / landscape drawings, and also the Design and Access Statement (DAS), prepared by the appointed scheme architects Cassion Castle. A supplementary report by structural engineers Walker Associates has also been provided in relation this scheme on behalf of the Client.

Pre-application Engagement

- 1.7 This scheme has been subject to a process of pre-application engagement with officers at the local planning authority (LBH). Notes taken from the meeting / discussion held with officers on 21 November 2022 as part of this process has been used to further inform the proposed development, and the scheme approach and design has been refined and further detailed in response prior to this final application submission. Formal written feedback has also been issued by officers in letter form (dated 16 December 2022) on the basis of this constructive process, which is cross referenced as relevant in this report (Section 4).

Planning History

- 1.8 The recent planning history for this Site (and also that of a number of other comparable single family dwelling houses within this sub-area of the conservation area) is relevant to the consideration of the proposed development. In relation to this Site, full Planning Permission was approved on 4 April 2022 for the following development:

"Construction of a part single, part two storey rear extension with rear terrace; works to the existing building including to the front elevation fenestration including front dormer window, remodelled roof to create accommodation and rear dormers, new internal layout, and new basement level and associated landscaping works." (LB Haringey application reference: HGY/2021/2919)

- 1.9 This approved scheme had been submitted as a revision to earlier proposals for the full demolition and replacement development of the existing property on Site, which was described as:

“Demolition of existing dwellinghouse and erection replacement with a two-storey dwellinghouse with basement accommodation.” (LB Haringey application reference: HGY/2020/2277)

- 1.10 This application was refused on 18 November 2020. The single reason for refusal was listed at that time as:

“1. The proposal would cause harm to the character and appearance of Highgate Conservation Area and its significance, due to the loss of an original historic house that makes a positive contribution to the conservation area, and because the replacement house, by virtue of its scale bulk and appearance would fail to respect the character and appearance of the conservation area. As such the proposal is contrary to policy 7.8 of the London Plan (2016), Policy SP12 of the Haringey local Plan Strategic Policies (2013/2017), DM9 of the Haringey Development Management DPD (2017) and DH1 of the Highgate Neighbourhood Plan (2017).”

- 1.11 The design team has also undertaken a review of a number of other recent schemes of development within the local area and this part of the conservation area designation, including proposed development for full or partial demolition and new build, which have either been approved at application stage or allowed on appeal, and or have since been implemented. This is further relevant context in planning terms, and is discussed in more detail in Section 3 of this report.
- 1.12 It is the further consideration of this planning history, and also the new design brief for the existing property provided by our new Client, that has prompted a review of earlier schemes for the reuse and development of the Site, and so a new approach for this application submission.

Contents of this Report

- 1.13 In **Section 2**, we firstly identify the built heritage assets within the Site and or its vicinity that would likely be affected by the proposed redevelopment of the Site. This is the scope of heritage assets that has been agreed as appropriate for our assessment through pre-application discussion with officers. **Appendix 1** includes a boundary map of the conservation area for ease of reference.
- 1.14 **Section 3** then provides a proportionate Statement of Heritage Significance for the identified relevant designated heritage asset of the Highgate Conservation Area, including any contribution made by the Site to that significance. This comprises our built heritage baseline appraisal, upon which the impacts of the proposed development on Site has then been assessed (Section 4). Our baseline appraisal has previously been shared with officers as part of the founding Heritage Statement report that accompanied the now approved scheme for the Site, and also was further updated and expanded to inform more recent pre-application engagement with officers. This appraisal is proportionate to the importance of the heritage asset and also the nature and extent of the proposed development. This has been undertaken on the basis of review of existing published information, focused desktop and archival research (including map regression), and also on-site visual survey.

- 1.15 **Section 4** provides a review of the final application scheme design for development on the Site, with an assessment of the impacts of this proposed development on the significance of the conservation area. These heritage impacts are also further considered in overall terms in light of the relevant legislative and planning policy context (including the local Development Plan) for development within the historic environment.
- 1.16 **Section 5** draws together a summary of the findings, and also the conclusions, of this report with regard to built heritage asset impacts.
- 1.17 For ease of reference, the relevant heritage legislative, national and local planning policy and guidance context, which should be borne in mind in considering development proposals for the Site, are set out in full in **Appendix 2**. This includes the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy in the NPPF 2021 and supported by the NPPG, and other local planning policy and guidance.
- 1.18 It should be noted that the potential implications of future proposed development on Site on the archaeological resource below ground is a potential further planning consideration, but which is outside the remit of this report.

2. Heritage Assets

Introduction

- 2.1 The National Planning Policy Framework (NPPF) 2021 defines a heritage asset as:

*“A building, monument, site, place, area, or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)”.*²

- 2.2 It noted that as part of recent written pre-application feedback from officers it was confirmed that in relation to the Site: “... *The property is not a designated asset in its own right.*” (paragraph 9)

Designated Heritage Assets

- 2.3 Designated heritage assets are those that possess a level of interest that justifies designation and are consequently subject to particular procedures in planning decisions in which they are involved. The NPPF defines a designated heritage asset as:

*‘A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation’.*³

Conservation areas

- 2.4 The Site is located within the Highgate Conservation Area. This conservation area is extensive and split across the local planning authority areas of both LBH (including the Site) and the London Borough of Camden. The published Highgate Conservation Area Character Appraisal defines seven sub-areas within that larger designation; the Site being located in the Sub-Area 7: Bishops.

Non-Designated Heritage Assets

- 2.5 The NPPF⁴ also identifies that heritage assets include both designated heritage assets and assets identified by the relevant local planning authority (including local listing).

Locally listed buildings

- 2.6 The LBH maintains a Register of Locally Listed Buildings of Merit, which was most recently updated in May 2004⁵. There are no locally listed buildings identified on Site or within the local area that would be affected by the proposed development. These are scoped out from our assessment accordingly.

² MHCLG, National Planning Policy Framework (NPPF) 2021 – Annex 2: Glossary

³ MHCLG, National Planning Policy Framework (NPPF) 2021 - Annex 2: Glossary.

⁴ MHCLG, National Planning Policy Framework (NPPF) 2021 - Annex 2: Glossary

⁵ http://www.haringey.gov.uk/sites/haringeygovuk/files/register_of_locally_listed_buildings_of_merit.pdf

3. Heritage Significance

Introduction

- 3.1 The NPPF 2021 defines the significance of a heritage asset as:

“The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”⁶

- 3.2 The NPPF further defines the setting of a heritage asset as:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”⁷

- 3.3 Historic England has published guidance with regard to the preparation of statements of heritage significance, and how the proper analysis of the significance of heritage assets should be used to inform an assessment of impacts on that significance as a result of proposed change.⁸

- 3.4 Historic England has also published good practice advice⁹ in respect of the setting of heritage assets and also views analysis, providing detail on understanding setting and views and how this relates to heritage significance, and also how to gauge the indirect impact of any changes on that significance. In understanding how, and to what degree an element of setting contributes to the significance of a heritage asset, consideration should be given (inter alia) to: the physical surroundings of the asset, including its relationship with other heritage assets; the way the asset is appreciated; and the asset’s associations and patterns of use.

- 3.5 Historic England provides further guidance for their staff (and others) on their approach to making decisions and offering guidance about all aspects of England’s historic environment¹⁰. This provides advice on how to assess the contribution of elements of a heritage asset, or within its setting, to its significance in terms of its “heritage values”. These include: evidential, historical, aesthetic and communal. This supplements the established definitions of heritage significance and interests set out in founding legislation and more recent national planning policy and guidance.

⁶ MHCLG, National Planning Policy Framework (NPPF) 2021 – Annex 2: Glossary

⁷ MHCLG, National Planning Policy Framework (NPPF) 2021 – Annex 2: Glossary

⁸ Historic England: Advice Note 12: Statements of Heritage Significance 2019

⁹ Historic England, Historic Environment Good Practice Advice in Planning Note 3 (2nd Edition): The Setting of Heritage Assets, 2017

¹⁰ English Heritage (now Historic England) Conservation Principles: Policies and Guidance 2008

Designated Heritage Assets

Conservation areas

- 3.6 Conservation Areas are designated by virtue of their special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance.
- 3.7 Guidance has been published in respect of conservation areas by Historic England, and this provides a framework for the appraisal and assessment of the special interest and significance of a conservation area.¹¹ This guidance also includes advice on how to identify the buildings that make a positive contribution to the historic and architectural character of the conservation area. This is a checklist that includes twelve criteria, and also notes that:

“A positive response to one or more of the following may indicate that a particular element within a conservation area makes a positive contribution, provided that its historic form and value have not been eroded.”

Statement of Heritage Significance

- 3.8 The subsequent Statement of Heritage Significance set out in this section of the report for the identified designated heritage asset of the Highgate Conservation Area includes a description of its heritage interest – character and appearance - and also any contribution made by the Site itself to heritage significance. This analysis has been undertaken on the basis of a proportionate review of existing published information, planning history records, historical and map research, and then subsequent on-site visual survey. In addition, the relevant Historic Environment Record (HER) for Greater London has been consulted as part of this process of built heritage baseline appraisal. This statement of heritage significance is proportionate to the importance of the affected heritage asset and also the nature and extent of the impacts of the proposed use and built development / landscape on the Site upon that significance.
- 3.9 The baseline appraisal set out in this section of the report draws directly from the assessment of our previous application Heritage Statement dating from October 2021, which accompanied the application for the now approved scheme for the Site. This included our description of the historical development of the Site and local area, and also a full statement of heritage significance for the conservation area and also Sub-Area 7. This included our assessment of any contribution of the Site to the significance of the conservation area as a whole. Our team have taken the further opportunity to review past archival research (in light of more recent relaxation of COVID-19 safeguards) including resources held at the Bruce Castle Museum and Archive (LBH) in order to further elaborate our original analysis. For ease of reference, all our baseline appraisal information is now consolidated / updated in this section of the report.

¹¹ Historic England, Advice Note 1, Conservation Area Designation, Appraisal and Management. 2019 (2nd Ed.)

Highgate Conservation Area (including Sub-Area 7: Bishops)

Historical Development

- 3.10 A large part of the land that currently comprises the conservation area lay within the Bishop of London's deer park during the Medieval period, with documentary evidence for the park from the 12th and 13th centuries. In the 14th century Highgate comprised a small hamlet located on the Northern Heights above London, partly within the manors of Cantelowes and Hornsey; both of which belonged to the See of London. The Bishop of London sanctioned the building of a road known as Hampstead Lane over the hill, connecting the villages of Hampstead and Highgate.
- 3.11 Before the 19th century, development in the area had been concentrated toward the village centre of Highgate, with a dense pattern of buildings along North Road, the main approach road into the village. The main period of the development of Highgate occurred during the 19th century. By this time the area had become a handsome Georgian village. During the 19th century, Highgate continued to be one of the most desirable parts of London, with smaller scale houses being built among the 18th century properties. Archway Road was opened in 1813 as a by-pass, as Highgate Hill became too busy, and it provided a more direct route between Archway and the Great North Road.
- 3.12 In 1867 the railway arrived and Highgate Station opened, acting as a stimulus for the expansion of Highgate eastwards towards Archway Road. Whilst development eastwards consisted predominantly of a dense townscape of semi-detached and terraced houses, development to the west and north west, comprised more widely spaced detached and semi-detached villas. In 1870, Bishopswood Road was laid out, closely following the field boundary and track that connected Hampstead Lane with North Road. The road was intended for speculative residential development as Highgate became a desirable place to live for the growing middle classes, and a number of large, detached houses were built. During the late 19th and early 20th century, development to the west continued to spread towards the Golf Course (Figure 3.1).
- 3.13 The development of the Bishops area largely occurred between 1914 and 1930 (when a series of land leases was granted by the Ecclesiastical Commissioners) with the building of houses by Walter H Quennell. Walter was the younger brother of Charles Henry Bourne Quennell, an Arts and Crafts architect who designed many of the houses in the area.
- 3.14 Sheldon Avenue was laid out in two sections, with the initial stage, to the south between Hampstead Lane and Denewood Road (which contains the Site) being constructed during the 1920s by the Quennell brothers, as shown on the 1935-36 Ordnance Survey map at Figure 3.2 and the northern section, (north of Denewood Road) not developed until the 1950s after the second world war. Figure 3.3 shows development of the area by the early 1950s. At this time, a number of houses had been constructed, though the street was not completed until 1968.

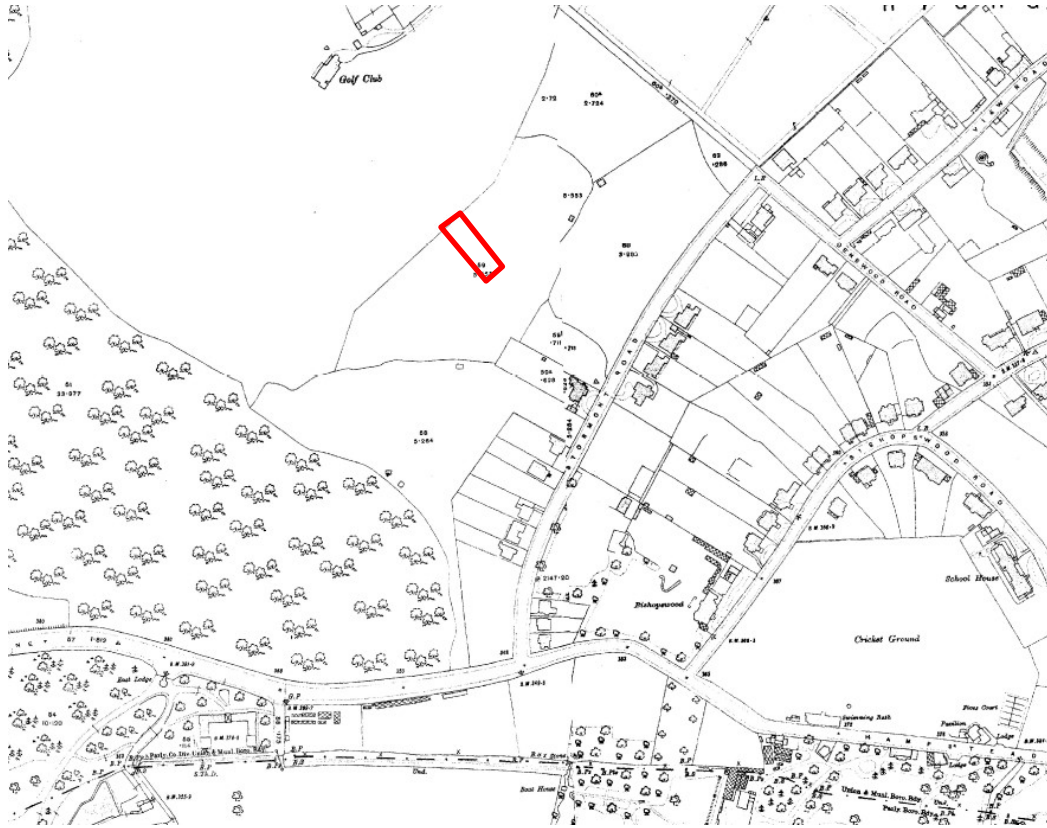


Figure 3.1: Extract of 1915 Ordnance Survey map (Site identified by red line)



Figure 3.2: Extract of 1935-6 Ordnance Survey map

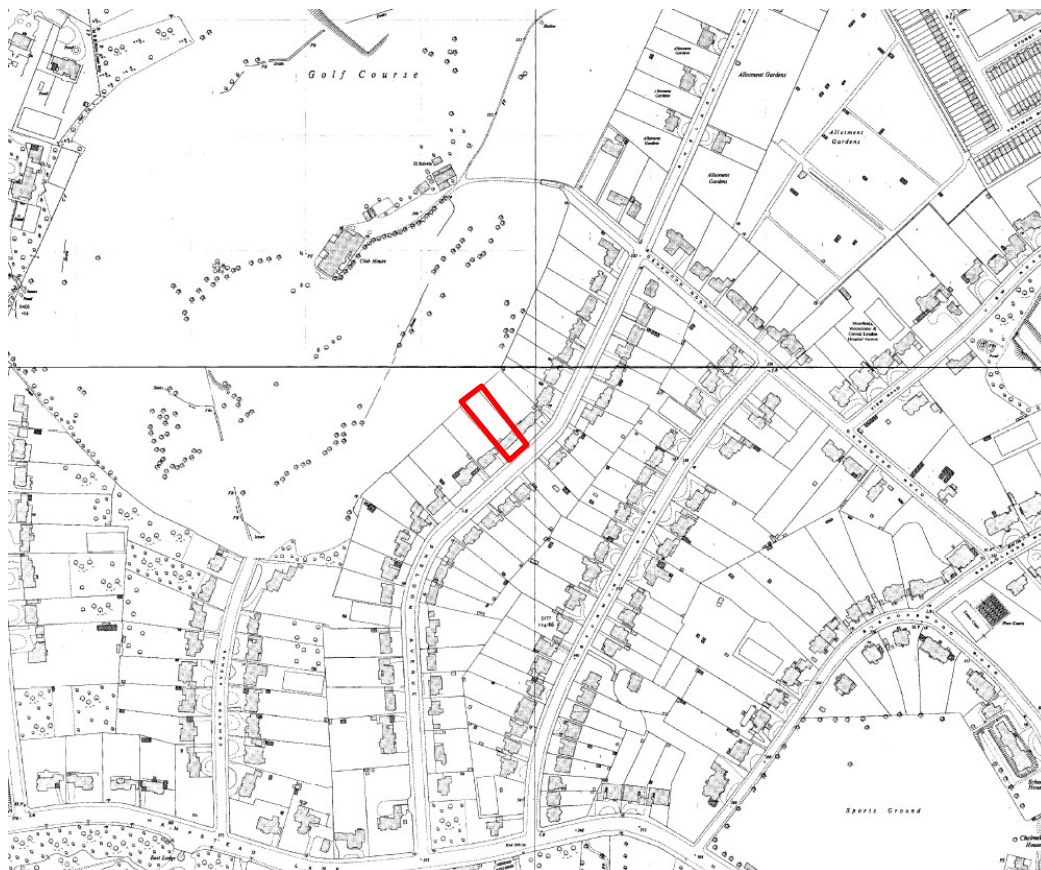


Figure 3.3: Extract of 1952-1953 Ordnance Survey map



Figure 3.4: Extract of 2021 Aerial Photograph (GoogleEarth)

- 3.15 The pattern of development in Highgate throughout the 20th and 21st century has included the demolition and replacement of individual houses, with large scale modern dwellings and with blocks of flats, including at the northern end of Sheldon Road adjacent to Aylmer Road.
- 3.16 During the 20th century and 21st century change to Sheldon Avenue has largely involved the redevelopment of individual plots with modern replacement dwellings, including plots either side of 25 Sheldon Avenue, at 27 and 23A, and at 1B Sheldon Avenue. Many of the existing buildings have been extended and altered, resulting in an increasingly mixed character.

Character and Appearance

- 3.17 The essential character of Highgate Conservation Area is of a tight-knit village at the top of the hill, surrounded by large houses from the 17th century, with later layers of predominantly 19th century development and later 20th and 21st century infill and redevelopment. It is a large conservation area that has been divided in to seven sub-areas, based on historical patterns of development, land ownership and the architectural styles of the buildings.
- 3.18 For the purposes of our assessment, Sub-Area 7: Bishops, in which the Site is located, has been the focus of our analysis as relates to the development proposals. This part of the conservation area has an informal and suburban character derived from the relationship of substantial houses set back from the street within large garden plots. This spatial character is enhanced by the presence of mature landscaping, resulting in a leafy character. This mature landscaping creates layered views, particularly in summer when canopies are at their densest. The buildings within the area date to the pre or post war period and tend to be typical of their period in the Neo-Vernacular style, Arts and Crafts inspired and or neo-Georgian style.
- 3.19 The Highgate Conservation Area Character Appraisal and Management Plan¹² describes the overall character of the area as:

“The streets within the Bishops area are an excellent example of high quality residential development of the period. The terms of the leases from the Ecclesiastical Commissioners stipulated plot size, prime cost and sometimes the rate of development, which ensured the overall quality and nature of the streets.”

- 3.20 Sheldon Avenue is separated into two sections by Denewood Road, with the southern section dating to the 1920s and the northern section a later phase from the 1950s. The southern section (where the Site is located) would originally have had a more consistent appearance; resulting from many earlier properties having been developed and or designed by the Quennell brothers. These substantial detached houses are broadly similar in form and scale, and also the relationship to their generous and now mature garden plots, including their set back from the road frontage. The effects of later demolition and replacement development, and or infill, has introduced greater variety in the age and architectural character of these houses, however shared characteristics remain such as common materials and the rhythm that has been established in the streetscape as a result of the relatively regular building size, plot

¹² LBH, Highgate Conservation Area Character Appraisal and Management Plan, 2013

width and gaps between houses, as well as the prevalence of pitched and hipped roof forms.



Figure 3.5: View along Sheldon Avenue looking south

- 3.21 However, as described above, parts of the street, in particular around the Site, have seen change during the 20th century, with a number of plots redeveloped with modern dwellings (Figure 3.6), or buildings altered, enlarged and modernised. This has resulted in an increasingly varied character and the former consistency of the streetscape has been eroded. 25 Sheldon Avenue is flanked by new developments and no longer sits within an immediate unified townscape. Within the wider area are examples of significantly larger modern development including blocks of flats at the northern end of Sheldon Avenue.
- 3.22 Whilst the majority of buildings in the street are typical of the significant number of dwellings constructed during the early 20th century period of growth, within Sheldon Avenue are a number of dwellings which display a comparatively greater architectural quality and which elevate the character of the street. This includes nos 44 and 30. These buildings are considered individual aspects of the 20th century development which contribute positively to the conservation area.
- 3.23 Key characteristics of the conservation area townscape in Sheldon Avenue that prevail, despite later changes, are the character of individual buildings in large plots, the building lines, and rhythm of buildings and spaces in the streetscape, as well as the largely green character of plots and gardens. A verdant character results from street trees and trees within mature gardens. Boundary treatments are generally low or permeable, allowing for views into front gardens, emphasising the green character of the street. Changes in direction and topography allow for pleasant views within the streetscape within the south part of the street, whilst the north section is more linear.



Figure 3.6: Sheldon Avenue – examples of 20th century redevelopment

Contribution of 25 Sheldon Avenue to Significance of Highgate Conservation Area

3.24 The findings of our previous Heritage Statement report with regard to the historical development of the Site and also the architectural and townscape characteristics of the existing building and plot for this Site have been incorporated as part of this new and update baseline appraisal by our team.

3.25 It had been established previously that No.25 Sheldon Avenue (Figure 3.7) was constructed in the 1920s and is typical of the large numbers of residential properties found in the local area. It is neo-Georgian in style, constructed in brick with hipped clay tiled roof and tall brick stack. Windows are timber and it has projecting bay windows to either side of the front elevation. A crudely detailed full width projecting porch / colonnade which rests on columns has been added to the frontage. To the right is a set-back two storey extension in a similar style. This erodes the original symmetry of the building. The building is characteristic of dwellings found in the local area but is of no distinction or particular architectural quality. The plot is large, and to the frontage is enclosed by a low brick wall and railings to the frontage.

3.26 The published Highgate Conservation Area Character Appraisal from 2013 provides a detailed description of the character and appearance of this designated area, and also each of the defined sub-areas. With regard to ‘positive contributors’, the document makes only the generalised statement that:

“Most of the existing buildings contribute to the homogenous character of the sub-area.” (page 155)

3.27 No.25 Sheldon Avenue is not specifically identified or otherwise described in this document, although a number of other houses from the interwar period within the southern section of the avenue are either described in text or illustrated by photograph. Page 157 provides a figure describing the key townscape characteristics of Sub-Area 7. This does not identify No.25 as a ‘Locally Listed Building’ or as a ‘Positively Contributing Building’. The Site is also not identified as forming part of any key vistas or views of importance to the character and appearance of the conservation area in this figure. It is therefore only through the recent planning application process that officers have identified in their own view that the existing building on the Site is a positive contributor as existing.



Figure 3.7: Street view of No.25 Sheldon Avenue, as found today

- 3.28 Paragraph 207 of the NPPF states that “... *Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance*”. Historic England (HE) provides further guidance with regard to conservation areas, including criteria for identifying ‘positive contributors’ within these areas. This guidance states of its checklist that:

“A positive response to one or more of the following may indicate that a particular element within a conservation area makes a positive contribution, provided that its historic form and value have not been eroded.”

- 3.29 Accordingly, the **Table 3.1** sets out our original assessment of the contribution made to this conservation area by No.25 Sheldon Avenue based upon the criteria set out in the HE Advice Note 1: Conservation Area Appraisal, Designation and Management¹³. This original assessment is further updated and elaborated later in this section; as we have taken opportunity to analyse the historic development of this property and also its relationship with its local area and southern section of the avenue in more detail in 2022.

¹³ Historic England, Advice Note 1: Conservation Area Appraisal, Designation and Management, 2019 (2nd Edition)

Table 3.1: Contribution of 25 Sheldon Avenue to Character and Appearance of Highgate Conservation Area using HE Best Practice Guidance

HE Criteria	Contribution of No.25 Sheldon Avenue
Is it the work of a particular architect or designer of regional or local note?	The development of the Bishops area largely occurred between 1914 and 1930 with the building of houses by Walter H Quennell. Walter was the younger brother of Charles Henry Bourne Quennell, an Arts and Crafts architect who designed many of the houses in the area. Whilst the architect is of some local interest, numerous buildings in the area are attributed to him, and they vary in quality and appearance. Individual buildings of greater architectural quality, which stand out in the streetscape are found, for example nos 44 and 30. It has not been identified definitively that the existing property at No.25 Sheldon Avenue can be attributed to the architect Quennell, nor forms part of that first phase of development.
Does it have landmark quality?	The building is a typical example of the interwar buildings found in the Bishops sub area of the Highgate Conservation Area; including a mix of Arts and Crafts or Neo-Georgian inspired styles. It does not occupy a prominent position within the streetscape or provide a focal point within the conservation area, but instead is viewed as part of the consistent residential street pattern in this part of the conservation area. It does not have landmark quality in terms of its use, scale, form, architectural design or materials.
Does it reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?	The conservation area is extensive and encompasses a number of phases of development, but focused upon the historic village of Highgate at its centre. 25 Sheldon Avenue is typical of the pre-and post-war residential dwellings found in the Bishops sub-area, however this is a secondary part of the conservation area whilst illustrates its 20th century expansion development. The building is typical of other buildings in the area due to its form as a single detached dwelling in a large plot, and within the prevailing interwar mix of Arts and Crafts

	or Neo-Georgian inspired styles. Its scale, materiality, and form, brick construction, tiled hipped roof and dormer windows are common architectural features found in this part of the conservation area. However it is architecturally typical and does not display any individual architectural quality or flair. There are other examples of high quality buildings of a similar period found in the local area.
Does it relate to adjacent designated heritage assets in age, materials or in any other historically significant way?	There are no adjacent designated heritage assets.
Does it contribute positively to the setting of adjacent designated heritage assets?	There are no adjacent designated heritage assets.
Does it contribute to the quality of recognisable spaces including exteriors or open spaces within a complex of public buildings?	The building forms part of a residential estate and is not part of a recognisable built composition, square or public complex within the conservation area.
Is it associated with a designed landscape, e.g. a significant wall, terracing or a garden building?	The building is not associated with a designed landscape of heritage interest.
Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?	All buildings by their very nature illustrate to some degree the historical development of a settlement during the period of their construction or later alteration. The building was constructed as part of the extensive 1920s / 1930s residential development of this part of suburban Highgate.
Does it have significant historic associations with features such as the	The building has no significant historic associations with historic townscape or landscape features.

historic road layout,
burgage plots, a town park
or a landscape feature?

Does it have historic
associations with local
people or past events?

The wider estate of buildings has an association with the local architect Walter H Quennell, however due to the significant number of buildings attributed to him in the local area, this does not result in a significant association. It has not been identified definitively that the existing property can be attributed to this architect.

Does it reflect the
traditional functional
character or former uses in
the area?

The building does not reflect a traditional function or former use of special interest; other than the prevailing residential suburban character.

Does its use contribute to
the character or
appearance of the area?

The character and appearance of the Bishops sub-area is attributed to its suburban character, containing large scale residential properties in large garden plots. As a residential dwelling the building is typical of the use of the area.

Historical Development and Architectural Character (the Site)

- 3.30 We have established that No.25 Sheldon Avenue was constructed in the 1920s and is typical of the large numbers of residential properties found in the local area. It is Neo-Georgian in style, constructed in brick with hipped clay tiled roof and tall brick stack. Windows are timber and it has projecting bay windows to either side of the central entrance to the front elevation. This building is characteristic of dwellings found in the local area but is of no distinction or particular architectural quality by our assessment. The plot is large and the house of two principle storeys with tall roof form, and to the frontage is enclosed by a low brick wall and railings to the frontage, which are commons characteristics of the wider townscape.
- 3.31 We have taken the opportunity to review past archival research, including resources held at the Bruce Castle Museum and Archive (LBH). This reveals that No. 25 Sheldon Avenue was originally occupied by C. Gardiner Douglas MD and the house was first called 'Colgrain'. It first appears in a 1925 directory for the area, although Colgrain was not marked as No.25 until 1930. This is not one of the earliest houses built on the avenue, as we have found references to others built from 1923. A wider review of planning documentation from that time establishes a pattern for permissions being granted from the early 20s for individual houses on the avenue, and also regular references to the Quennells within this documentation. No original architectural drawings for No.25 have been found at this source, and again we still have no specific written or drawn evidence linking the design or construction of this house directly to the Quennells.

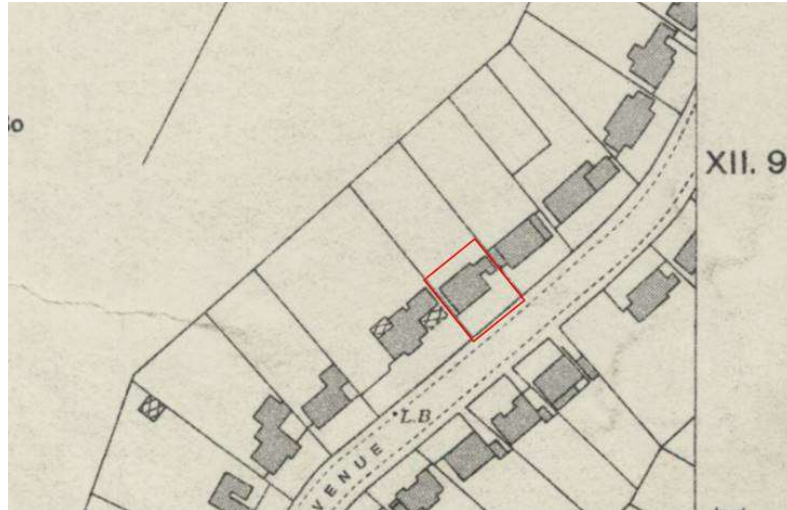


Figure 3.8: Extract of Ordnance Survey (OS) map dated 1935-36 (first appearance of No.25 on detailed mapping)



Figure 3.9: Extract of 1946 RAF Aerial photographic survey

- 3.32 Larger scale extracts of earlier historical mapping sources for the Site are also included above in order to further illustrate the original layout and form of No.25 (prior to the postwar period). These sources are also important in illustrating the past relationship of this property with its neighbours, and how this has changes substantially over time as a result of later phase demolitions and replacement and or infill development.
- 3.33 Further review of the planning history for this Site indicates the substantial degree of alteration to the house from that original, which we have previously assessed to have served to compromise or otherwise detract from the legibility and or qualities of that original design and character. Key changes include the dominating canopy porch with supporting columns across the entire frontage, which is a detracting feature added

after 1977¹⁴, and which has also been specifically recognised in the delegated officer report to the recent approval for planning permission as such. There also exists an awkward 1977¹⁵ extension to the former garage wing to the north side of the house that has undermined the original symmetry of the frontage and also brought the building line much further forward at ground and first floor levels in a stepped manner and also introduced a utilitarian flat roof area to the frontage; all as another detracting later addition. Planning application records held by the LBH include a photograph of No.25 dated 1977 (i.e. prior to these works of alteration to the frontage and garage extension to the side), which is included below as comparison to the existing situation.



Figure 3.10: Photograph of No.25 Sheldon Avenue dated 1977

Historical Development and Architectural Character (the local area)

3.34 It is also important to consider any contribution of the existing Site in terms of its relationship to the local area, and in particular the degree of change that has occurred within the earlier developed and southern section of Sheldon Avenue in the more recent period. It remains our assessment that this part of the avenue, in particular the nearby properties around the Site itself, have seen very considerable change during the later 20th and 21st century, with a high number of these plots redeveloped with new, or otherwise buildings substantially altered and or enlarged, including partial demolition. Such change has resulted in an increasingly varied architectural character and the former consistency of the streetscape has been eroded. No.25 itself is flanked by new developments and no longer sits within an immediate more unified townscape as would have been the original condition.

¹⁴ OLD/1977/1193 | 25 Sheldon Avenue London N6 4JS - Erection of a new porch / canopy & extension of garage alteration of windows on front & rear elevation - Grant permission

¹⁵ OLD/1977/1193 | 25 Sheldon Avenue London N6 4JS - Erection of a new porch / canopy & extension of garage alteration of windows on front & rear elevation - Grant permission & OLD/1977/1194 | 25 Sheldon Avenue London N6 4JS - Erection of a single storey rear extension - Grant permission

- 3.35 A key secondary source reviewed as part of our earlier analysis, and also referenced in the published Conservation Area Character Appraisal, is *The Buildings of England* volume for London 4: North dating from 2002¹⁶. This describes that the land north of Hampstead Lane and the Heath was first laid out from c.1910, which has also been confirmed through our past study of OS maps from 1912 onwards. These principal roads include: Bishopswood Road, Stormont Road, Sheldon Avenue, Compton Avenue and Courtenay Avenue (The Bishops Avenue is within LB Barnet) and which broadly relate to the defined Sub Area 7. Bishopswood and Stormont Roads appears relatively early as part of this wider suburbanisation, and Sheldon Avenue a later phase that itself is not laid out either as a road or buildings until after the 1920 republication of wartime OS maps. No.25 appears in outline first on the 1935-36 OS map of the area, alongside the majority of the other houses on this southern part of the avenue. It is to be noted again that properties on the avenue north of the junction with Denewood Avenue are part of a later phase of development that was only laid out postwar. Pevsner describes for this area that:

"Much of the development was by Walter Quennell, with many houses designed by his brother C H B Quennell in a free English domestic style, paler versions of his work around Redington Gardens, Hampstead ... Much diluted since; early examples remain in Stormont Road, later ones in Sheldon Avenue (Nos. 31 and 33, 1925; 16-24, 1923-4)."

- 3.36 Within Sub-Area 7 some of the existing housing along Bishopswood Road are much earlier than the 1900s, and overall both this road and neighbouring Stormont Road are of greater historic interest as representing the earliest phase of development north of the Heath. The architectural quality and richness of the original houses that remain in this part of the sub area is also generally of a higher standard, although all these roads have experienced a significant degree of later redevelopment through demolition and replacement and or infill in the post war period. At the time of writing (2002) Pevsner recognises how the past consistency of Neo-Vernacular / Arts and Crafts inspired form and design of the interwar houses along these streets had begun to be "diluted" by later demolitions and replacement and or infill development.
- 3.37 It is to be noted that this well-regarded publication also singles out particular properties for mention on Sheldon Avenue, but omits their near contemporary at No.25. This may possibly reflect the fact that research undertaken by the authors for that volume were also unable to find conclusive evidence that No.25 formed part of the Quennell group. It is also conceivable that the selection of these specific houses for mention was the result of a qualitative assessment of their architectural qualities undertaken by the authors at the time of publication. Albeit recognising that this publication is now twenty years old, it is our own assessment that where they still survive this select group of houses on the avenue all represent a generally higher quality of architectural design - displaying a finer use of materials and or detailing inspired by the Arts and Crafts tradition and or Neo Georgian Revival, and or remain more intact and less altered, relative to No.25. These properties all share the prevailing characteristics of the use Flemish bond brickwork as primary external material, tall hipped roof forms in clay tile, with brick chimneystacks, as well as being large houses of high status set back and set in generous and mature garden plots, with a degree of

¹⁶ Pevsner, N. Cherry, B. *The Buildings of England*, London 4: North, 2002

spacing retained between neighbours. No.25 shares some of these general characteristic, however a summary of the considered greater interest and quality of these other nearby houses is summarised below:

- No.16 Sheldon Avenue – retaining original fenestration pattern and informality / diversity of arrangement reflecting functions within the property, finer brick detailing such as arch to window heads and also cornice / capital to corner pilasters, Classical doorcase, and overall little altered or extended as seen from street (accepting an extended roof dormer);
- No.18 – original fenestration pattern and informality, brick arch to window heads and cornice / capital to both façade and corner pilasters, Classical doorcase, brick boundary wall to street edge, and again only single storey wings (garage) to side allowing gap views between properties;
- No.20 - original fenestration pattern and informality, brick arch to window heads and cornice / capital to corner pilasters, Classical doorcase (albeit likely later reinstated), brick boundary wall, however there is evidence of likely later front entrance and recessed two storey side extension / alterations to matching style and materiality;
- No.22 - original fenestration pattern to more ordered / symmetrical arrangement, brick relieving arch and infill to window heads, retaining recessed centre to entrance and porch (albeit possibly later replaced), and brick boundary wall;
- No.24 - original fenestration pattern (albeit later style to window units), brick arch to window heads, recessed centre to entrance with Classical doorcase / porch, brick boundary wall (albeit with later railings), albeit with evidence of later and taller side extension set back;
- No.31 – partial demolition of house with retention of frontage only after approval of planning permission dated 2018. The front elevation retains its original fenestration pattern, brick relieving arches to windows and pilaster-like brickwork to corners, central Classical portico / doorcase and pediment to roof form, and a traditional brick boundary wall; and
- No.33 – original fenestration pattern and formality, brick arch to window heads, canted bay to ground floor albeit compromised by later porch infill to frontage, and with a two storey garage extension to one side in matching materials.

3.38 More local to the Site itself, map regression indicates is that the relationship between No.25 (in particular its street frontage) and how it would have been viewed from the public realm alongside its neighbours has changed over time. As found today, the corners and a modest part of the flank walls to this property can be seen in street views, albeit secondary to the deliberate prominence of the main elevation. However, the later two storey extension to the north side after 1977 has essentially obscured or otherwise altered the view from that direction. Planning permission (allowed on appeal) for an amended scheme for the full demolition of the 1920s house at No.27 and its replacement development with new in a traditional style was established after

2018, which has since been implemented and would further change the physical and visual relationship of these neighbours from that original.

- 3.39 To the south side, the original 1920s property at No.23 had a recessed side wing that would have allowed a view to the corner of No.25, albeit only at high level due to the conservatory that existed at that time (refer to 1950 OS map). When No.23 was demolished and replaced by a new house in the 1960s, this advanced the front building line and reduced the extent of any shared side and gap view as part of the visual experience along the road. This remained the case at the time of the designation of the Highgate Conservation Area in 1967, and as part of the then established character and appearance of the avenue. Implementation of approved planning permission for the demolition of No.23 and its replacement with a new larger house in an even more contemporary style after 2007 changed this relationship again. The introduction of a more unusual skewed front building line and footprint for the new house at No.23 has since revealed a more open view of the southern flank of No.25 as a change to that earlier townscape character.
- 3.40 Extracts of mapping sources from the later 20th century for the Site are included below in order to further illustrate the changing relationship of these properties over this period. A photograph is also provided below of No.23 Sheldon Avenue, which was a later 1960s house that replaced an earlier and original interwar property, dating from 2007. This is taken from planning records associated with planning permission approved for full demolition and replacement development (now completed).



Figure 3.11: Extract of Ordnance Survey (OS) map dated 1950



Figure 3.12: Extract of Ordnance Survey (OS) map dated 1975

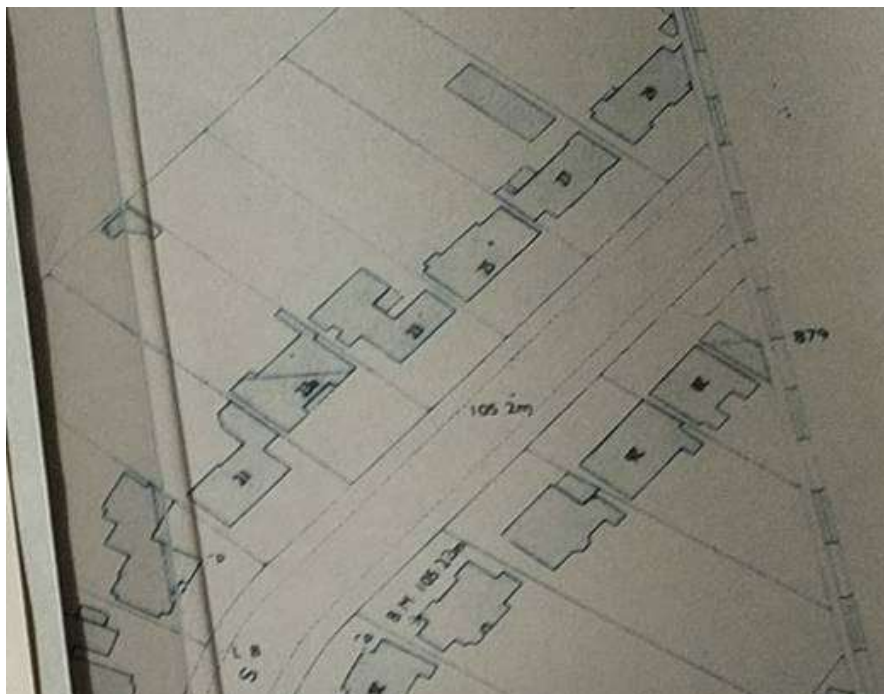


Figure 3.13: Extract of Ordnance Survey (OS) map dated 1984



Figure 3.14: Photograph of No.23 Sheldon Avenue (and its neighbour at No.25) dated 2007

- 3.41 The principal and or implementation of the redevelopment of these neighbouring plots, and also others within the local area of the Site, have been established through the approval of planning permission and or allowed on appeal within the last 5-10 years. This is an important and relevant part of the context to the now revised proposals at discussion for No.25 Sheldon Avenue, and a further material consideration in planning terms. Although national policy through the NPPF has been updated most recently in 2021, and also the key DPDs of the local Development Plan adopted as recently as 2017, the statutory duties with regard to the protection of conservation areas (i.e. The Planning (Listed Buildings and Conservation Areas) Act 1990) that underpins both national and local planning policy remains essentially unchanged since the date of that legislation.
- 3.42 Accordingly, a further discussion follows in this section of such relevant planning decisions for a number of other sites within the local area of the Site and Sub-Area 7 of the conservation area (including the older southern part of Sheldon Avenue itself).
- 3.43 A photograph is provided below of No.21 Sheldon Avenue, which is one of the early interwar houses development along the avenue, dating from c.2015. This property is photographed prior to the implementation of a scheme of development for façade retention and rebuilding, which was allowed on planning appeal at that time. This photograph is taken from associated planning records (as is true for each of the other examples cited). No.21 as a contemporary of No.25 would have been of comparable historic interest. No.21 has been attributed to the Quennells as designer and builder, and by our assessment was a house that displayed a style, design and also quality of overall composition, Classical proportions, use of materials and fine brick detailing, and Classical stone doorcase, all indicating much greater architectural interest than No.25. The now implemented scheme at No.21 secured the retention of the front elevation

only and then the rebuilding of flank walls, roof form and rear elements anew. The position of this house on part of the inner curve of the avenue, as well as the alignment of its frontage advanced forward in relation to its neighbours, would originally have allowed for relatively open views to its corners and flank elevations, and an appreciation of its overall form and composition, within local views. This is not the case for No.25 by comparison.



Figure 3.15: Photograph of No.21 Sheldon Avenue dated c.2015, prior to its redevelopment (including façade retention)

- 3.44 A photograph is provided below of No.23A Sheldon Avenue, which was a later infill house dating from the 1960s and not as part of the original development of the avenue, dating from c.2015. This house was subsequently demolished and replaced with new following approval of planning permission (redevelopment now completed).



Figure 3.16: Photograph of No.23A Sheldon Avenue dated c.2015, prior to its demolition and replacement development



Figure 3.17: Photograph of No.27 Sheldon Avenue (and its neighbour at No.25) dated prior to 2018

- 3.45 A photograph is provided above of No.27 dated prior to 2018, i.e. prior to approval of planning permission (allowed on appeal) for its full demolition and replacement with new build. This scheme has since been implemented, and followed the appeal of refusal for a scheme for redevelopment amending previous approval for façade retention. No.27 is another contemporary of No.25 (although both share the detracting alteration of a more modern canopy porch) and so would have been of comparable historic interest as part of this phase in the residential development of the avenue. No.27 has been attributed through archival research to the Quennells, and by our assessment displayed a style, design and also quality of overall composition, Classical proportions, materials and detailing of greater architectural interest than that exhibited by its neighbour at No.25.
- 3.46 The photograph below is of No.28 Sheldon Avenue, which is dated prior to 2018, and prior to the implementation of a scheme of redevelopment for the full demolition and replacement new build that was allowed planning permission on appeal. No.28 as a contemporary of No.25 would have been of comparable historic interest, although also had not been specifically attributed to Quennell to our understanding. It displayed an architectural style, design and also quality of overall composition, Classical proportions, materials and detailing either comparable with or otherwise of greater interest than No.25 by our assessment. It had been accepted in the officer report at application stage (and also reconfirmed at appeal) that this building was not a positive contributor within the conservation area, largely as a result of its degree of later alteration, which in our view would have been comparable to the unsympathetic frontage changes that No.25 has experienced. A new and substantially larger residential building in a traditional style has since been constructed on this other site.



Figure 3.18: Photograph of No.28 Sheldon Avenue dated prior to 2018

- 3.47 The last photograph below is of No.16 Courtenay Avenue (Guildens) dated prior to 2019. Although more distant from the Site itself, this other property also falls within Sub-Area 7 of the conservation area and is a contemporary of No.25 as part of the interwar development of large private houses on the roads north of the Heath. These houses would therefore be of comparable historic interest, albeit in the case of No.16 it had been found through archival research to be directly attributable to Quennell. No.16 is a larger and also grander looking house that displays a style, design and also quality of overall composition, Classical proportions, use of original materials and fine brick detailing and other Classical features (such as the projecting porch and pediment to the central entrance) that all indicate greater architectural interest than No.25 by our assessment.



Figure 3.19: Photograph of No.16 Courtnay Avenue dated prior to 2019

- 3.48 It is relevant that as recently as 2021 planning permission was allowed for the redevelopment of No.16 secured, which comprised the retention of the front elevation of the existing building only and then the rebuilding of flank walls, roof form and rear

elements all anew. Permission for this development was given follow a second appeal decision (following previous application refusal) which established that:

“Whilst façade retention is not a practice that would be suitable for all CA proposals, the entirety of this building is considered to be of neutral significance to the CA for the reasons set out ...”

[Also in concluding that:]

“Overall, taking account of the substantial amount of redevelopment within Courtenay Avenue that has had an overwhelming impact on its previous uniformity, the proposal would preserve the character and appearance of the CA.”

- 3.49 This decision is contextually important to the consideration of the revised scheme for No.25 Sheldon Avenue in accepting in principle an approach for façade retention for a building in this conservation area that is in our view either of a comparable or even greater heritage interest (i.e. neutral contributor), and which also exists within a local townscape context that has been substantially altered from that original as a result of piecemeal infill and or redevelopment.

Summary of Contribution

- 3.50 In summary, we established that the Highgate Conservation Area as a whole is an extensive and diverse designation, which is focused upon the historic village at its centre, and also includes large areas of pre and post-war expansion. No.25 Sheldon Avenue is a typical example of the dwellings constructed in its Bishops Sub-Area (7) during the interwar period; including a mix of Arts and Crafts or Neo-Georgian inspired styles, as part of later residential suburban expansion, and also has a broader association with Quennell as the first phase designer / developer of this estate. This sub-area contributes to a degree towards the illustration of phasing and change of the conservation area, but the house itself is not individually considered to contribute to the appreciation of broader phasing of development.
- 3.51 No.25 is typical of the large numbers of residential dwellings constructed in the area during the 1920s. It has a degree of consistency with other buildings in street, largely resulting from its form as a single detached dwelling in a large plot, and common trends in architectural style and materiality. However it is typical and does not display any individual architectural quality or flair. This assessment is reinforced by evidence that the existing building has been substantially altered over time, and that such change has served to compromise or otherwise detract from the legibility and or qualities of that original design. Similarly, the former consistency of form and architectural character within the local area of the Site and this part of the avenue has been greatly diluted by later infill and or demolition and replacement development of original houses, which has now created a much more diverse and evolved townscape context. Overall, the contribution made by No.25 Sheldon Avenue to the character and appearance (significance) of the conservation area as a whole is again assessed to be neutral.
- 3.52 This assessment is again confirmed with the adopted Highgate Conservation Area Character Appraisal and Management Plan from 2013, which does not identify this building on Site as a ‘Locally Listed Building’ or a ‘Positively Contributing Building’.

4. Application Scheme and Impact Assessment

Introduction

- 4.1 In accordance with the requirements of the NPPF 2021 (paragraphs 194-195) and best practice guidance from Historic England, the significance of the identified relevant designated heritage asset (Highgate Conservation Area and Sub-Area 7: Bishops), including any contribution of the Site to its significance, has been described in a proportionate manner in **Sections 2-3** of this report. This provides a built heritage baseline appraisal upon which the effects of the proposed development on Site is further assessed.
- 4.2 The relevant heritage legislation, planning policy and guidance for guiding change within the historic environment is also set out in full at **Appendix 2** for ease of reference. Together these sections and appendices provide appropriate and proportionate information for the proper and full consideration of the built heritage impacts of this application scheme by the local planning authority.

Proposed Development

Application Scheme

- 4.3 Following their recent acquisition of the property No.25 Sheldon Avenue, the previously established planning permission for redevelopment has been critically reviewed by the design team, and also a new brief set by our Client; to create the highest quality family home for their own use. This revised scheme for the reuse and upgrade of this property is fully described / illustrated in the proposed architectural and landscape drawings / illustrations prepared by the appointed scheme architects Cassion Castle, including their Design and Access Statement (DAS). In summary, full Planning Permission for the proposed development of the Site is described for the purposes of this application as:

“Demolition of existing dwelling with retention of front facade and erection of replacement new dwelling and associated rear extension and the creation of a basement level.”

Planning History and Pre-application Engagement

- 4.4 It is to be recognised that this now final application scheme has been informed not only by the principles established by the previously approved scheme for the redevelopment of the Site (LPA reference number: HGY/2021/2919), but also subject to a process of pre-application engagement with officers at the local planning authority (LBH). Our original and also further updated baseline appraisal work has been shared with officers as part of this process.
- 4.5 Our team’s notes from the meeting held with officers on 21 November 2022 has been used to inform the scheme, and accordingly the design has been further refined / detailed in response and prior to application submission. Formal written feedback has subsequently been issued by officers in letter form (dated 16 December 2022) on the

basis of this constructive process. Officer feedback in relation to Design & Heritage is cross referenced as relevant in this section of the report below.

- 4.6 Specifically with regard to heritage significance, written feedback from officers at pre-application stage set out that:

“A Heritage Statements concerning the significance of the property and its contribution to the Conservation Area has been submitted for the purposes of this pre-application, which is considered to be comprehensive. Officers accept that there have been sizeable changes to the house compared to the original, which compromise or otherwise detract from the legibility and qualities of the original design and character; in specific the dominating canopy porch with supporting columns across the entire frontage detracts from its appearance. The property is not a designated asset in its own right.”
(paragraph 9)

Impact Assessment

Highgate Conservation Area (including Sub-Area 7: Bishops)

- 4.7 The previously approved scheme for the redevelopment of this Site, including basement excavation, alterations to the frontage and roof form, replanning of the interior, as well as rear extensions and remodelling, has established the acceptability of substantial change for this plot within the conservation area and this sub-area.
- 4.8 Recent planning history for other comparable single family dwelling house sites within this part of Sheldon Avenue and the sub-area of the wider conservation area is also material to the consideration of these new proposals now at application. The approval of planning permission (or otherwise allowed on appeal) for other such schemes of redevelopment has confirmed this principle of change within this area, and also should establish a consistency of decision making for the local planning authority. The recorded historical development and also relevant planning history for this Site, and also a number of other comparable sites has been described previously in Section 2 of this report, including schemes for either the demolition and replacement, or the façade retention and redevelopment, of existing traditionally designed interwar houses typical of the local area.
- 4.9 It is also relevant to this application that we have re-established through our own informed analysis, and also comparative study, that the contribution of the existing building on Site to the significance – character and appearance – of the conservation area as a whole is neutral. However, the delegated officer report for the previously approved scheme sets out that the LBH consider the existing building, and also its scale and spatial relation to its neighbours and within the townscape, was a contributor. However, both parties agreed at that time that the original design of this house has been compromised to some degree by later alterations, such as described in the officer report as “... an unoriginal and negatively detracting portico feature.” This comment is further reiterated in more recent pre-application feedback from officers dated December 2022.
- 4.10 It is our view that any such contribution identified by the officer and made by the existing building to the character and appearance of the conservation area would primarily be invested in its principal public street frontage, which exhibits common

domestic architectural features and materials found elsewhere in the sub-area. It is for this reason that the new scheme proposals have taken the approach to retain the existing façade and integrate this element as part of new built development that also closely reflects the materiality, detailing and architectural / form and design of that original. This includes the recreation of those elements seen from the public realm, including the principal roof form in matching traditional materials and detailing, rebuilt flank elevations to embrace the retained façade and also rebuilt brick chimneystack to the southern flank. Care will be taken to ensure new and old blend together, for example new brickwork to elevations will be bonded and pointed in a manner consistent with that existing.

- 4.11 Another aspect of the existing building on Site and also a number of its neighbours that could be seen to contribute to the character and appearance of the sub-area of this conservation area is the substantial scale and status of these houses and also their generous plots; allowing for mature garden planting and also gaps between these buildings. This is a defining feature of this predominantly interwar residential suburb, and in our view a characteristic that could be maintained through the appropriate positioning, scale and form of any replacement and or partially redeveloped house on an existing plot. Accordingly, the new scheme again accords with the previously approved development in maintaining those key spatial characteristics of the sub-area.

- 4.12 Importantly, the proposed development would introduce new built form (whilst also retaining the existing street frontage) on Site that would be closely comparable in overall height, scale, form and massing to that of the previously approved scheme. The officer report described that previous scheme as acceptable in these terms, albeit where a greater extent of the existing house was to be retained. This report set out that:

“The replacement side wing extension would be in keeping with the style and form of that of the original host property and would not appear significantly more dominant or prominent in relation to the main building than that of the existing side wing extension when viewed from the street. The proposed front dormer would be modest in scale and is considered to preserve the character and appearance of the conservation area.”

- 4.13 The new scheme design again follows the key principles established through that past approval.
- 4.14 The new proposals look to again deliver and also importantly to improve upon those benefits in heritage and design terms offered by the previously approved scheme. The key proposal is the removal of the unsympathetic portico / canopy dating from the 1970s that would enable the original design of the to-be-retained street frontage to be better revealed. The existing side extension (garage wing) also forms part of 1970s remodelling of the earlier house that is similarly unsympathetic in creating an awkwardly stepped form and flat roof. Inkeeping with the previously approved scheme, this later element of the house would be redesigned at a higher quality and in a traditional manner (with characteristic bay window feature) to better complement the retained frontage of the original building.

4.15 The team's further review of the previously approved scheme has also identified a number of other opportunities to further improve the design quality as part of the new approach now at application. These other design and heritage benefits include:

- The extent of new basement excavation has been reduced relative to the previously approved scheme. Although largely contained and hidden from public view this revision would also result in a reduced excavation of rear garden area that would be a gentler intervention and create a softer relationship between house and its domestic landscape. With regard to this aspect of the new scheme pre-application feedback from officers confirmed support for this change in stating that: *"The reduction in the size of the basement is welcomed as this allows for a large rear garden, important to the character and appearance to this part of the conservation. The maple tree will be protected."* (paragraph 6);
- The new configuration of the house and also its levels behind the retained frontage would require much less excavation to the more visible front garden area, as well as greater retention of soft landscape, i.e. the previously approved ramp and sunken level garage door to the side wing would be removed and instead simpler level access maintained;
- To the rear, the proposed rebuilding of the house behind the retained façade would adopt a simpler form and composition relative to the previously approved scheme. For example, including more traditionally designed dormer windows to the new roof form;
- The existing garage door to the side wing and also central door to the principal frontage are modern features of little quality. The new proposals would introduce replacement doors to this frontage of a more traditional design and use of materials more complementary to the original architecture of this house;
- A wider single dormer window was to be introduced anew to the prominent front roof slope as part of the previously approved scheme. The revised proposals now propose a symmetrically arranged pair of smaller and traditionally designed dormer, which would be aligned with the windows of the retained façade below and also respectful of their proportions. This approach would better complement the original design and composition of the retained frontage in local views. With regard to this aspect of the new scheme pre-application feedback from officers set out that: *"... Two front dormers are to be added as opposed to one larger centrally located dormer. As outlined by Officers the dormers should be reduced in width to better reflect the hierarchy with the windows below on the front elevation"* (paragraph 11). This advice has subsequently informed the final scheme design; and
- An integral and high quality landscape scheme will again from part of the scheme proposals - recognising the importance of the garden setting of houses within this sub-area. The further improved scheme for the more publicly visible front garden would include high quality materials for hard surfaces, generous green space and mature planting, and a replacement boundary treatment maintaining the locally characteristic features of red brick piers, low wall, hedge planting and railings / gates to maintain permeability from the street. With

regard to this aspect of the new scheme pre-application feedback from officers set out that: *“... It is accepted that in and out driveways are part of the character to this stretch of the street, however well landscaped front garden areas are also an original feature to these houses, which also needs to be reflected. As outlined at the pre-application meeting it is important therefore that there is a high degree of soft landscaping within the front garden”* (paragraph 12). Accordingly, this advice has subsequently informed the final scheme design.

- 4.16 It is recognised that the proposed development for this Site would include a greater degree of demolition of existing built form relative to that scheme previously approved, which has also been confirmed by officers as part of recent pre-application discussions. The team have explored an option to retain both the front façade and also part the southern flank elevation (including chimney stack) that had been revealed to view by the redevelopment of No.23 in a more contemporary manner after 2007. This option has not been taken forward however, and the proposed scheme is to retain and integrate the principal frontage as part of new build. This has been informed not only by our own assessment of the limited heritage interest of the existing building, but also by the findings of appointed structural engineers, Walker Associates, who concluded in their expert letter of advice that:

“... Based on the above, structurally, we would recommend the wall is demolished to ensure the safe conversion of the property and gives the opportunity to provide a new robust wall to modern standards.”

- 4.17 This advice is included as part of the full pre-application submission material accordingly (WA reference: 7649/CCL, dated 14 September 2022).
- 4.18 It is also to be noted that with regard to the extent demolition included as part of the new scheme recent pre-application feedback from officers acknowledged that:

“... The flank wall and roof are now proposed to be taken down and reinstated as per existing, after the basement has been constructed. It is proposed that the brickwork on all elevations will be repointed in a consistent style so that there is no visible discrepancy between the existing and newly rebuilt walls. The approach here of reinstating, replicating as accurately and carefully as possible this elevation and its features is welcomed and should be documented in this new application. Equally details of temporary propping and other temporary works needed to be carried out while safeguarding the structural stability and fabric of the retained front façade should be set out in this new application” (paragraph 8)

- 4.19 Accordingly, this advice has subsequently informed the final scheme design, and also the full application material submitted.

Summary of Impacts

- 4.20 Overall, it is our assessment that the revised proposed development for this Site would not affect the character or appearance of the central core of the designated heritage asset of the conservation area that encompasses the historic Highgate village. These proposals would result in change within the Bishops Sub-Area 7 and later residential suburban estate, and relates to one dwelling within an otherwise extensive designated area. This builds on the design and heritage principles established by the previously

approved scheme for this Site as well as other comparable schemes that have been found to comply with the prevailing legislation and planning policy requirements for development within conservation areas.

- 4.21 The approach to retain the existing street frontage, and to integrate this with new build of an appropriate scale, form and high quality materials and detailing inkeeping with that of the original, would preserve the defining character and or appearance of the sub-area and conservation area. As well as retaining and enhancing the principal element of the original public façade, the existing key characteristics of the plot, spacious relationship of built form to green landscape and the rhythm, prevailing scale, form, massing and roofscape of the houses along the avenue, and also materiality and finer architectural detailing, would all be maintained.
- 4.22 Importantly, in relation to the replacement house, recent pre-application feedback from officers confirmed support for the new scheme and its approach in stating that:

“The new house with the existing façade retained, will not be larger than the extant scheme. Taking account of the fallback position of implementing the extant scheme which allows for side and rear extensions, the commensurate size, massing and detail of this new scheme along with the retention of the front elevation will still result in a building of similar contribution to the streetscene when compared with the existing / extant situation, meaning the proposal would preserve the character and appearance of the conservation area.” (paragraph 10)

Review of Heritage Legislation and Planning Policy

Statutory Duty - The Planning (Listed Buildings and Conservation Areas) Act 1990

- 4.23 It is our assessment – as demonstrated within this section of the report - that the revised proposed development for this Site would accord with the requirements of the relevant statutory duties of the 1990 Act. Accordingly, this scheme would overall preserve the character or appearance of the surrounding conservation area (and its relevant sub-area).

National Policy - NPPF 2021 and NPPG

- 4.24 In accordance with the requirements of paragraphs 194-195 of the NPPF, the significance of the identified designated heritage asset (the Highgate Conservation Area (LBH) and Sub-Area 7: Bishops) has been described proportionately in *Appendix 1* (our previous Heritage Statement), and also further elaborated on within Sections 2-3 of this report. This full submission therefore provides an appropriate analysis of the baseline conditions of the Site in relation to built heritage matters.
- 4.25 In accordance with paragraph 197, account has been taken of the desirability of sustaining and enhancing the significance of the affected heritage asset and maintaining this Site in its established single family dwelling house use consistent with the conservation of this asset; the positive contribution that conservation of heritage assets can make to sustainable communities, including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness through high quality architectural and landscape design.

- 4.26 In accordance with paragraph 199, great weight has been given to the heritage asset's conservation. It is to be noted that Annex 2 of the NPPF defines 'conservation' as the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance. It is not a process that should prevent change, where proposals such as this new scheme have been designed to a high standard, would respect the heritage significance of an area and its defining historic and townscape characteristics, and also would in our view avoid causing harm. It is again our overall assessment that this conservation area would be conserved and its significance sustained.
- 4.27 It should also be recognised that opportunities have also been taken as part of this revised scheme design to enhance or better reveal the significance of the heritage asset (which are defined as 'heritage benefits' for the purposes of the NPPF). Heritage benefits proposed, and in the context of the previously approved scheme for this Site, include:
- The removal of the unsympathetic modern portico / canopy to the retained original street frontage;
 - Replacement front door and garage door in a more sympathetic / traditional design and materials;
 - Remodelling of the side wing extension to a more sympathetic form and design that respects that of the retained frontage;
 - Reducing the extent of basement and garden area (both front and rear) excavation, relative to the approved scheme;
 - Further refinements to the design of the new rear elements and roof form in a traditional manner, relative to the approved scheme;
 - Further refinements to the design of the roofscape, and in particular a more balanced pair of traditional dormer windows to the front slope, relative to the approved scheme; and
 - Further design refinements to create an integral and high quality landscape scheme for the garden areas and front boundary treatment respectful of the local distinctive character.
- 4.28 The NPPF sets out at paragraph 200 that any identified harm to, or loss, of the significance of a designated heritage asset requires clear and convincing justification. We have already established that our own overall assessment of the new scheme is that such change would sustain and not harm the significance of the conservation area. However, should officers at the local planning authority take a different view and allege a degree of heritage harm as a result of an aspect of change in these proposals relative to the previously approved scheme, then paragraph 207 may be considered to apply. It is our view that any such degree of harm alleged by others to the significance of the conservation area could only be very minor in magnitude; given the approach to retain the principal public street frontage of a building of otherwise limited historic and architectural interest, also in light of the existing context of a highly evolved / altered

and therefore more varied townscape character along this part of the avenue relative to the original interwar condition, and the sheer scale and diversity of the conservation area as a whole. Any such alleged heritage harm could only fall within the category of 'less than substantial' for the purposes of the NPPF (paragraph 202) and also at the lower end of scale within that category (as further advised by NPPG).

- 4.29 Paragraph 202 sets out more fully that for such cases less than substantial harm to heritage significance should be weighed against the 'public benefits' of an application scheme as a whole, including where appropriate securing the optimum viable use of that asset. The potential for this new scheme to deliver heritage benefits (as summarised previously in this section) should be considered accordingly. This responds not only to paragraph 200 and 202 of the NPPF, but also paragraph 206 that encourages local planning authorities to look for opportunities for new development within conservation areas to enhance or better reveal their significance. It is our assessment that any such alleged minor harm to the significance of the conservation area would be justified by being outweighed by the wider public benefits offered by the application scheme as a whole.

Local Development Plan

London Plan 2021

- 4.30 The proposed scheme would accord with policy HC1 of the London Plan, which requires development affecting heritage assets to conserve their significance, by being sympathetic to that significance. This is again in accordance with overarching national legislation and planning policy with regard to built heritage assets (as set out earlier in this section).

Local Plan: Strategic Policies DPD 2017

- 4.31 In accordance with Policy SP11 (Design), the new scheme would again be of a high standard of design and would respect its local context and character by preserving the character or appearance of this sub-area of the conservation area. This scheme would also sustain the significance of the Highgate Conservation Area in accordance with the provisions of Policy SP12 (Conservation).

Local Plan: Development Management DPD 2017

- 4.32 These new proposals would again achieve a high standard of design, in accordance with the criteria of Policy DM1 (Delivering High Quality Design) and would contribute to the distinctive character and amenity of the local area by preserving the key characteristics of the plot and existing built form of this townscape that contribute to the conservation area. Inkeeping with Policy DM9 (criteria C) the proposed development would overall sustain the significance of the conservation area. Criteria B of Policy DM9 would also be met through the issue of this report (which describes the significance of the relevant heritage asset and also the nature and extent of any impacts as a result of development).

Highgate NP 2017

- 4.33 The proposed development would accord with the provisions of Policy DH2 by sustaining the significance of the conservation area, and also accord with the requirements of design policies DH4, 5, 6 and 7 in respect of its high quality design and appropriately contextual response.

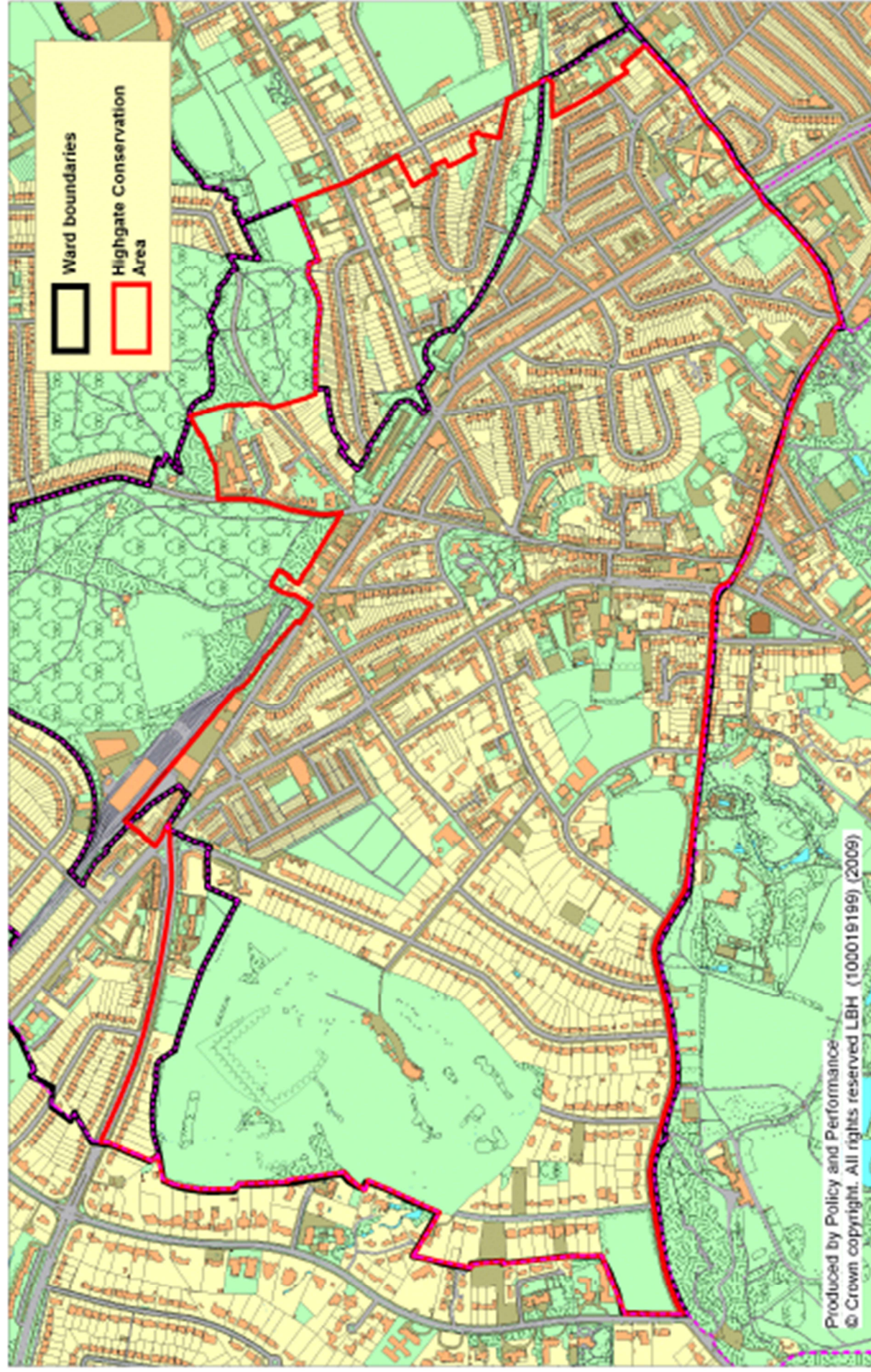
5. Summary and Conclusions

- 5.1 In summary, this Built Heritage Statement report has been prepared by Turley Heritage on behalf of our Client and the Applicant, and as part of the appointed design team, in order to provide relevant and proportionate information to the local planning authority the LBH with regard to the likely heritage impacts arising from the proposed redevelopment of the Site at No.25 Sheldon Avenue.
- 5.2 Firstly, a proportionate description of the baseline conditions in relation to the identified affected designated heritage asset (Highgate Conservation Area) has been undertaken within this report at **Section 2-3**. This includes an assessment of the heritage significance of that heritage asset and also any contribution made by the Site itself to that significance. This work has been undertaken in accordance with best practice guidance and advice as established by DCMS and Historic England, and meets the requirements of paragraphs 194-195 of the NPPF.
- 5.3 As then described in **Section 4**, it is our overall assessment that the proposed development on Site would not affect the character or appearance of the central core of the designated heritage asset of the conservation area that encompasses the historic Highgate village. These proposals would result in change within the Bishops Sub-Area 7 and later residential suburban estate, and relates to one dwelling within an otherwise extensive designated area. The approach to retain the existing street frontage, and to integrate this with new build of an appropriate scale, form and high quality materials and detailing inkeeping with that of the original, would preserve the defining character and or appearance of the sub-area and conservation area. As well as retaining and enhancing the principal element of the original public façade, the existing key characteristics of the plot, spacious relationship of built form to green landscape and the rhythm, prevailing scale, form, massing and roofscape of the houses along the avenue, and also materiality and finer architectural detailing, would all be maintained.
- 5.4 In conclusion, this application scheme would be in accordance with the relevant statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990 for the protection of conservation areas and listed buildings, national policy set out in paragraphs 194-195, 197 and 199 of the NPPF 2021 and as supported by NPPG, and also the relevant policies / guidance of the local Development Plan (including policy HC1 of the London Plan, and Policies SP11 and SP12 of the Strategic Policies DPD 2017, Policies DM1 and DM9 of the Development Management DPD 2017, and Policies DH2, DH4, DH5, DH6 and DH7 of the Highgate NP 2017).

Appendix 1: Conservation Area Boundary Map

Highgate (published by the London Borough of Haringey)

Highgate Conservation Area



Appendix 2: Heritage Legislation, Planning Policy and Guidance

Statutory Duties

The Planning (Listed Buildings and Conservation Areas) Act 1990

Section 66 imposes a general duty as respects listed buildings in the exercise of planning functions. Subsection (1) provides that:

'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall 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.'

With regard to applications for planning permission within conservation areas, it is set out in Section 72(1) that

'In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.'

It has been confirmed that Parliament's intention in enacting section 66(1) of the 1990 Act was that decision-makers should give 'considerable importance and weight' to the desirability of preserving the setting of listed buildings, where 'preserve' means to 'to do no harm'.¹⁷ This duty must be borne in mind when considering any harm that may accrue and the balancing of such harm against public benefits as required by national planning policy. Case law has confirmed that this weight can also be applied to the statutory tests in respect of conservation areas.¹⁸ The Secretary of State has confirmed¹⁹ that 'considerable importance and weight' is not synonymous with 'overriding importance and weight'. Importantly, the meaning of preservation in this context, and for both listed buildings and conservation areas, as informed by case law, is taken to be the avoidance of harm.

National Policy

National Planning Policy Framework (NPPF or the Framework) 2021

The Framework was first introduced in March 2012 as the full statement of Government planning policies covering all aspects of the planning process. It has subsequently been republished as revised up to 2021.

Chapter 16 Conserving and enhancing the historic environment, sets out the Government's policies regarding planning and the historic environment. The glossary of the NPPF (Annex 2) defines conservation as the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.

Paragraph 194 requires the significance of the heritage assets, which may be affected by the proposals to be described as part of any submission, ideally as part of a Heritage Statement

¹⁷ Barnwell Manor Wind Energy Limited and (1) East Northamptonshire District Council (2) English Heritage (3) National Trust (4) The Secretary of State for Communities and Local Governments, Case No: C1/2013/0843, 18th February 2014.

¹⁸ The Forge Field Society v Sevenoaks District Council [2014] EWHC 1895 (Admin); North Norfolk District Council v Secretary of State for Communities and Local Government [2014] EWHC 279 (Admin).

¹⁹ Appeal by Crudance Strategic Ltd: Land at Razor's Farm, Chineham, Basingstoke (ref. APP/H1705/A/13/2205929), 2014.

report. The level of detail should be proportionate to the importance of the assets and sufficient to understand the potential impact of the proposals on their significance.

Paragraph 195 sets out that local planning authorities should also identify and assess the particular significance of heritage assets that may be affected by proposals. They should take this assessment into account when considering the impact of proposals in order to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 197 states that local planning authorities should take account of the desirability of sustaining and enhancing the significance of all heritage assets and putting them into viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

With regard to considering potential impacts, paragraph 199 outlines that local planning authorities should give great weight to the asset's conservation when considering the impact on a proposed development on the significance of a designated heritage asset. The more important the heritage asset, the greater the weight should be.

This guidance does not predetermine the amount of weight to be given to conservation in a particular case; that is an issue left to the decision maker as a matter of planning judgment on the facts of the case bearing in mind the relevant case law²⁰. The weight to be given to the desirability of preserving a listed building or its setting will depend upon the extent of the assessed harm and the value of the asset in question, which are matters for the decision maker heeding the basic principles in the case law²¹.

Annex 2 of the NPPF further defines "conservation" as:

"The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance."

Paragraph 200 specifies that any harm to, or loss of, significance of a designated heritage asset should require clear and convincing justification. This paragraph does not however create a freestanding test. To the extent that there is a test it is found in paragraphs 201 or 202²².

Paragraph 201 outlines that local planning authorities should refuse consent where a proposal will lead to substantial harm or total loss of significance, unless it can be demonstrated that this is necessary to deliver substantial public benefits that outweigh such harm or loss, or a number of other tests can be satisfied. Paragraph 202 concerns proposals which will lead to less than substantial harm to the significance of a designated heritage asset. Here harm should be weighed against the public benefits, including securing the optimum viable use.

Paragraph 206 states that proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of a heritage asset should be treated favourably. It outlines that local planning authorities should also look for opportunities for new

²⁰ *City and Country Bramshill v. Secretary of State* [2021] EWCA Civ 320 at paragraph 73

²¹ *City and Country Bramshill v. Secretary of State* [2021] EWCA Civ 320 at paragraph 75

²² *Bedford BC v. Secretary of State* [2013] EWHC 2847 (Admin) at paragraph 29

development within the setting of heritage assets to enhance or better reveal their significance.

Paragraph 207 states that not all elements of a conservation area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the area should be treated either as substantial harm under paragraph 201 or less than substantial harm under paragraph 202, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the conservation area as a whole.

The Development Plan

The objectives of national policy and the development plan, with regard to the protection of heritage assets, should be closely aligned. Local authorities should also ensure that aspects of conservation policy that are relevant to development control decisions are included in the local development plan.

The local Development Plan for the LBH comprises the Mayor's London Plan 2021, and the Haringey Local Plan: Strategic Policies DPD (2013) 2017, the Development Management DPD 2017, the Site Allocations DPD 2017, the Highgate Neighbourhood Plan 2017, and other supplementary planning guidance. These documents provide local guidance with regard to development affecting heritage assets, and should accord with the statutory duties and the general principles outlined in the NPPF.

The London Plan 2021

The new London Plan 2021 was adopted in March 2021, and replaces the previous London Plan (2016 with alterations since 2011) and relevant policies. Policy HC1 of the new London Plan which states:

Policy HC1 of the draft London Plan relates to heritage conservation and growth. It states:

"A. Boroughs should, in consultation with Historic England and other relevant statutory organisations, develop evidence that demonstrates a clear understanding of London's historic environment. This evidence should be used for identifying, understanding, conserving, and enhancing the historic environment and heritage assets, and improving access to the heritage assets, landscapes and archaeology within their area.

B. Development Plans and strategies should demonstrate a clear understanding of the historic environment and the heritage values of sites or areas and their relationship with their surroundings. This knowledge should be used to inform the effective integration of London's heritage in regenerative change by:

- 1. setting out a clear vision that recognises and embeds the role of heritage in place-making*
- 2. utilising the heritage significance of a site or area in the planning and design process*
- 3. integrating the conservation and enhancement of heritage assets and their settings with innovative and creative contextual architectural responses that contribute to their significance and sense of place*

C. Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings, should also be actively managed. Development proposals should seek to avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.

D. Development proposals should identify assets of archaeological significance and use this information to avoid harm or minimise it through design and appropriate mitigation. Where applicable, development should make provision for the protection of significant archaeological assets and landscapes. The protection of undesignated heritage assets of archaeological interest equivalent to a scheduled monument should be given equivalent weight to designated heritage assets.

E. Where heritage assets have been identified as being At Risk, boroughs should identify specific opportunities for them to contribute to regeneration and place-making, and they should set out strategies for their repair and re-use."

Local Plan: Strategic Policies DPD (2013) 2017

The updated Strategic Policies DPD was adopted by the Council on the 24 July 2017. The purpose of the document is to set out the long term vision of how LBH should develop by 2026 and sets out the council's strategy for achieving that vision including high-level strategic policies used in determining planning applications. The relevant policies to this scheme on site are the following:

SP11: Design

'All new development should enhance and enrich LBH's built environment and create places and buildings that are high quality, attractive, sustainable, safe and easy to use'. It also states that to achieve this all development shall, amongst other considerations, 'be of the highest standard of design that respects its local context and character and historic significance, to contribute to the creation and enhancement of Haringey's sense of place and identity'.

SP12: Conservation

'The Council shall ensure the conservation of the historic significance of Haringey's heritage assets, their setting, and the wider historic environment. The borough's heritage assets include Statutory Listed Buildings, Conservation Areas, Registered Parks and Gardens, Archaeological Priority Areas, and other locally important heritage assets such as Locally Listed Buildings, Local Historic Green Spaces and Sites of Industrial Heritage Interest'

[and] '... the Historic Environment should be used as the basis for heritage-led regeneration and as the basis for good design and positive change. Where possible, development should help increase accessibility to the historic environment'.

Local Plan: Development Management DPD 2017

The Development Management DPD sets out planning policies to help determine which developments are granted planning permission in LBH. It was adopted by the council on the 24 July 2017. The relevant policies are the following:

Policy DM1: Delivering High Quality Design

'All new development and changes of use must achieve a high standard of design and contribute to the distinctive character and amenity of the local area ...' [and] 'The Council will support design-led development proposals which, amongst other considerations, meet the following criteria:

Relate positively to neighbouring structures, new or old, to create a harmonious whole;

Make a positive contribution to a place, improving the character and quality of an area.'

[And] 'Development proposals should relate positively to their locality, having regard to:

Building heights;

Form, scale & massing prevailing around the site;

Urban grain, and the framework of routes and spaces connecting locally and more widely;

Maintaining a sense of enclosure and, where appropriate, following existing building lines;

Rhythm of any neighbouring or local regular plot and building widths;

Active, lively frontages to the public realm; and

Distinctive local architectural styles, detailing and materials'.

Policy DM9: Management of the Historic Environment

A. Development that conserves and enhances the significance of a heritage asset and its setting will be supported.

B. Proposals affecting a designated or non-designated heritage asset and its setting will be assessed against the significance of the asset and its setting, and the impact of the proposals on that significance. Applicants are required to submit with their planning application a statement describing the significance of the heritage asset(s) concerned, including any contribution made by its setting, along with an assessment and justification of the impact of the new development on the asset and its setting.

C. When considering the impact of proposals on the historic environment, the Council will have regard to:

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

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

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

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

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

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

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

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

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

Highgate Neighbourhood Plan 2017

The Highgate Neighbourhood Plan was made (adopted) by the council on 20 July 2017 and now forms part of the council's Statutory Development Plan. The relevant policies are the following:

Policy DH2: Development Proposals in Highgate's Conservation Areas

'Development proposals, including alterations or extensions to existing buildings, should preserve or enhance the character or appearance of Highgate's conservation areas, and respect the setting of its listed buildings and other heritage assets. Development should preserve or enhance the open, semi-rural or village character where this is a feature of the area.'

Policy DH3: Rear Extensions

Policy DH4: Side Extensions

Policy DH5: Roofs and Roofscape

Policy DH6: Front Boundaries

Policy DH7: Basements

Other Material Considerations

National Planning Policy Guidance (NPPG)

National Planning Practice Guidance (NPPG) was first issued by the Government in 2014 as a web based resource and living document. It has been revised since, in order to reflect changes

made to the NPPF up to 2021, and other material planning considerations. The NPPG is intended to provide more detailed guidance and information with regard to the implementation of national policy set out in the NPPF.

Historic England: Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment 2015

GPA Note 2 provides information to assist in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the National Planning Practice Guidance (NPPG). These include; assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, and marketing. It provides a suggested staged approach to decision-making where there may be a potential impact on the historic environment:

- 1. Understand the significance of the affected assets;*
- 2. Understand the impact of the proposal on that significance;*
- 3. Avoid, minimise and mitigate impact in a way that meets the objectives of the Framework;*
- 4. Look for opportunities to better reveal or enhance significance;*
- 5. Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change;*
- 6. Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.*

With particular regard to design and local distinctiveness, advice sets out that both the NPPF (section 7) and NPPG (section ID26) contain detail on why good design is important and how it can be achieved. In terms of the historic environment, some or all of the following factors may influence what will make the scale, height, massing, alignment, materials and proposed use of new development successful in its context:

- *The history of the place*
- *The relationship of the proposal to its specific site*
- *The significance of nearby assets and the contribution of their setting, recognising that this is a dynamic concept*
- *The general character and distinctiveness of the area in its widest sense, including the general character of local buildings, spaces, public realm and the landscape, the grain of the surroundings, which includes, for example the street pattern and plot size*
- *The size and density of the proposal related to that of the existing and neighbouring uses*

- *Landmarks and other built or landscape features which are key to a sense of place*
- *The diversity or uniformity in style, construction, materials, colour, detailing, decoration and period of existing buildings and spaces*
- *The topography*
- *Views into, through and from the site and its surroundings*
- *Landscape design*
- *The current and historic uses in the area and the urban grain*
- *The quality of the materials*

Historic England: Advice Note 1: Conservation Area Appraisal, Designation and Management 2019 (2nd Edition)

This Historic England Advice Note (HEAN) supports the Framework and NPPG, and is intended to set out ways to manage change in a way that conserves and enhances historic areas through conservation area designation, appraisal and management. It seeks to offer advice to all those involved in managing conservation areas so that the potential of historic areas worthy of protection is fully realised, the need for community and owner consultation examined, and the benefits of management plans to manage change, and achieve regeneration and enhancement, fully exploited. Advice on appraisal of conservation areas is also given, as assistance in demonstrating special interest and articulating character, guiding investment, and in developing a management plan.

Table 1 on page 16 of this document sets out that it will be helpful to identify those key unlisted buildings that make an important contribution to the character of the conservation area, and its special interest as a whole, as well as those which clearly detract from it and could be replaced. A checklist of questions to help with this process is set out at table 2. A positive response to one or more of the following may indicate that a particular element within a conservation area makes a positive contribution provided that its historic form and values have not been eroded:

- *Is it the work of a particular architect or designer of regional or local note?*
- *Does it have landmark quality?*
- *Does it reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?*
- *Does it relate to adjacent designated heritage assets in age, materials or in any other historically significant way?*
- *Does it contribute positively to the setting of adjacent designated heritage assets?*
- *Does it contribute to the quality of recognisable spaces including exteriors or open spaces with a complex of public buildings?*

- *Is it associated with a designed landscape eg a significant wall, terracing or a garden building?*
- *Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?*
- *Does it have significant historic association with features such as the historic road layout, burgage plots, a town park or a landscape feature?*
- *Does it have historic associations with local people or past events?*
- *Does it reflect the traditional functional character or former uses in the area?*
- *Does its use contribute to the character or appearance of the area?*

Historic England: Advice Note 2: Making Changes to Heritage Assets 2016

This advice note provides general advice according to different categories of intervention in heritage assets, including repair, restoration, addition and alteration, as well as on works for research alone. This covers different types of heritage assets, including buildings and other structures; standing remains including earthworks; buried remains and marine sites; as well as larger heritage assets including conservation areas, registered landscapes, and World Heritage Sites.

Historic England Advice Note 12: Statements of Heritage Significance: Analysing Significance in Heritage Assets 2019

This advice note provides guidance with regard to the NPPF requirement for applicants for heritage and other consents to describe heritage significance, to help local planning authorities make decisions on the impact of proposals for change to heritage assets. It explores the assessment of heritage significance as part of a stage approach to decision-making, in which assessing significance precedes designing the proposals. It also describes the relationship with archaeological desk-based assessments and field evaluations, as well as Design & Access Statements.

English Heritage (now Historic England): Conservation Principles: Policies and Guidance 2008

Historic England has also published further guidance on the management of the historic environment; principally to establish a framework for their own decision making as the Government's adviser. This sets out "conservation principles"; including understanding "heritage values" and also assessing heritage significance. In addition to the statutory and national policy definitions of special interest and significance for heritage assets (both designated and non-designated), this further guidance identifies four heritage values that an asset may hold, which are:

- *Evidential value;*
- *Historical value;*
- *Aesthetic value; and*
- *Communal value.*

This guidance document is now under revision, and a consultation draft was issued by Historic

England at the end of 2017. This is yet to be formally published as a final version. One principal aim of this new draft is greater consistency of approach; and to more closely align heritage values with the statutory and national policy definitions of special interest and significance.

MHCLG: National Design Guide 2021

The National Design Guide addresses the question of how we recognise well-designed places, by outlining and illustrating the Government's priorities for well-designed places in the form of ten characteristics (Part 2). It sets out that:

"Well-designed places have individual characteristics which work together to create its physical Character. The ten characteristics help to nurture and sustain a sense of Community. They work to positively address environmental issues affecting Climate. They all contribute towards the cross-cutting themes for good design set out in the National Planning Policy Framework."

The ten characteristics are summarised as follows:

*Context – enhances the surroundings;
Identity – attractive and distinctive;
Built form – a coherent pattern of development;
Movement – accessible and easy to move around;
Nature – enhanced and optimised;
Public spaces – safe, social and inclusive;
Uses – mixed and integrated;
Homes and buildings – functional, healthy and sustainable;
Resources – efficient and resilient; and
Lifespan – made to last.*

As well as helping to inform development proposals and their assessment by local planning authorities, this design guide supports paragraph 130 of the NPPF which states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions. The statements in this guide provide a series of tests for assessing whether a place is well-designed or not. If they are not met, then it can be concluded that it is not well-designed.

Local Supplementary Planning Documents / Guidance

LBH: Highgate Conservation Area Appraisal & Management Plan 2013

Turley Office
Brownlow Yard
12 Roger Street
London
WC1N 2JU

T 020 7851 4010