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Land Adjacent to 29 Milton Park London N6 5QB

Heritage Statement

October 2023

ICE21.273.301.021

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ICE Environmental Policy 2023

Objective 4: *Reduce waste and make better use of material resources*

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Appendix 1 – Existing Site Photograph

1.0 Introduction

- 1.1 The present document is a Heritage Statement to accompany a planning application submission to London Borough of Haringey for the development of a new family dwelling on land next to 29 Milton Park London N6 5QB.
- 1.2 The purpose of the statement is to examine the heritage significance of the proposed development site and to assess any impact on that heritage significance by the proposed development of a single-family dwelling on the site.
- 1.3 The preparation of the statement has been informed by the advice set out in the following publications:
 - National Planning Policy Framework (NPPF) (July 2021)
 - Haringey Local Plan 2017 and New Local Plan First Steps 2022-2037
 - Historic England 2019 *Statement of Heritage Significance: Analysing Significance in Heritage Assets Historic England Advice Note 12*.
 - English Heritage 2008 *Conservation Principles Policies and Guidance for The Sustainable Management of The Historic Environment*
 - English Heritage (2012) *PPS5 Practice Guide*
- 1.4 The Applicants engaged in a pre-application discussion with the Planning Authority at Haringey Council and a meeting was held on the 26 May 2022. A record of the meeting was published by Haringey Council on the 27 June 2022.
- 1.5 The Applicants submitted a planning application for the development of the site in August 2022 and this was refused consent by the Local Planning Authority (LPA) in October 2022. In their refusal the LPA sought to designate the existing site as part of the 'original urban layout and aesthetic of the area' [Decision Notice dated 17 October 2023], and to characterise the site as having heritage value as part of the historic significance of the conservation area.
- 1.6 The LPA developed this theme in the subsequent Appeal on the original refusal where in a representation to the Appeal Inspector – the LPA described the site between 29 Milton Road and the application property (29 Milton Park) as a 'clearly a conscious design decision' [LPA statement on the Appeal dated 17 August 2023]
- 1.7 The Planning Inspector did not accept the LPA view that the site was a conscious design decision. Further despite the advice of the LPA in the pre-application engagement that the LPA *did not support the principle of a new dwelling on the site* – the Inspector concluded that the LPA did not say that all proposals for the site should be resisted. (Paragraph 4 – Costs Decision 20 September 2023).
- 1.8 The Applicants note that as set out below the application site is not given any heritage value in the Highgate Conservation Area Character Appraisal 2013 (CACA) and in fact is described in contrary terms both as a 'jarring note' in the townscape and as an 'opportunity' site.
- 1.9 Further the map in the CACA which identifies the prominent buildings in the Miltons part of the conservation area does not designate the site of the adjacent building at 29 Milton Park as a element 'positively contributing' to the character of the conservation area.

- 1.10 The Applicants have taken note of the NPPF paragraph 195 which places an obligation on the LPA 'to identify and assess the particular significance of any heritage asset' and to take into account 'the available evidence'' when considering the impact of a proposal on a heritage asset'.
- 1.11 The Applicants also note the directions of NPPF paragraph 207 which advises that 'not all elements of a conservation area.....will necessarily contribute to significance'.
- 1.12 The site and adjoining house designation in the map in the CACA noted above at 1.9. the description of the site as an 'opportunity' in the same document and the Principal Conservation Officer's view (set out in writing in her email of the 12 October 2022) - that the present development should ideally be reversed – all point to clear and definite conclusion – in accordance with NPPF paragraph 207 - that the present site does not contribute to the significance of the conservation area.
- 1.13 The Applicants appreciate that the LPA may not have the resources to research all potential development sites within a conservation area and therefore the Applicants have commissioned a detail review of the evidence for heritage value at the application site using the guidance set out in the English Heritage publication (2008) noted above at paragraph 1.3. The outcome of these investigations is set out below.
- 1.14 This statement should be read in conjunction with the application drawings (listed in the design and access statement), the basement impact assessment and the design and access statement – document reference ICE21.272.301.022.)
- 1.15 **Document Status**
This heritage statement is submitted with a planning application to the local planning authority at Haringey Council on the 6 October 2023.

2.0 The Development Site and Context

2.1 The site is at the junction of Milton Park and Milton Road and is part of the demise of 29 Milton Park. At present the site has a hardstanding for parking and a single storey kitchen extension to the host dwelling at 29 Milton Park. As the site is a 'gap' between two adjoining buildings it is referred to below for convenience as 'the gap site.'

2.2 The key designation record for the site is the Highgate Conservation Area Character Appraisal (CACA) (2013).

2.3 The site is in the Conservation Area – Sub Area 4 – The Miltons.

2.4



The development site at the junction of Milton Park and Milton Road.

2.5 The CACA describes The Miltons as having a 'relatively homogenous' character which is the special conservation interest of the area. (Appraisal paragraph 7.1.3).

2.6 The Appraisal goes on to describe the local buildings as mainly late Victorian and early Edwardian style (7.2.2), with stepped terraces where topography has required sloping streets – such as that at Milton Road next to the development site.

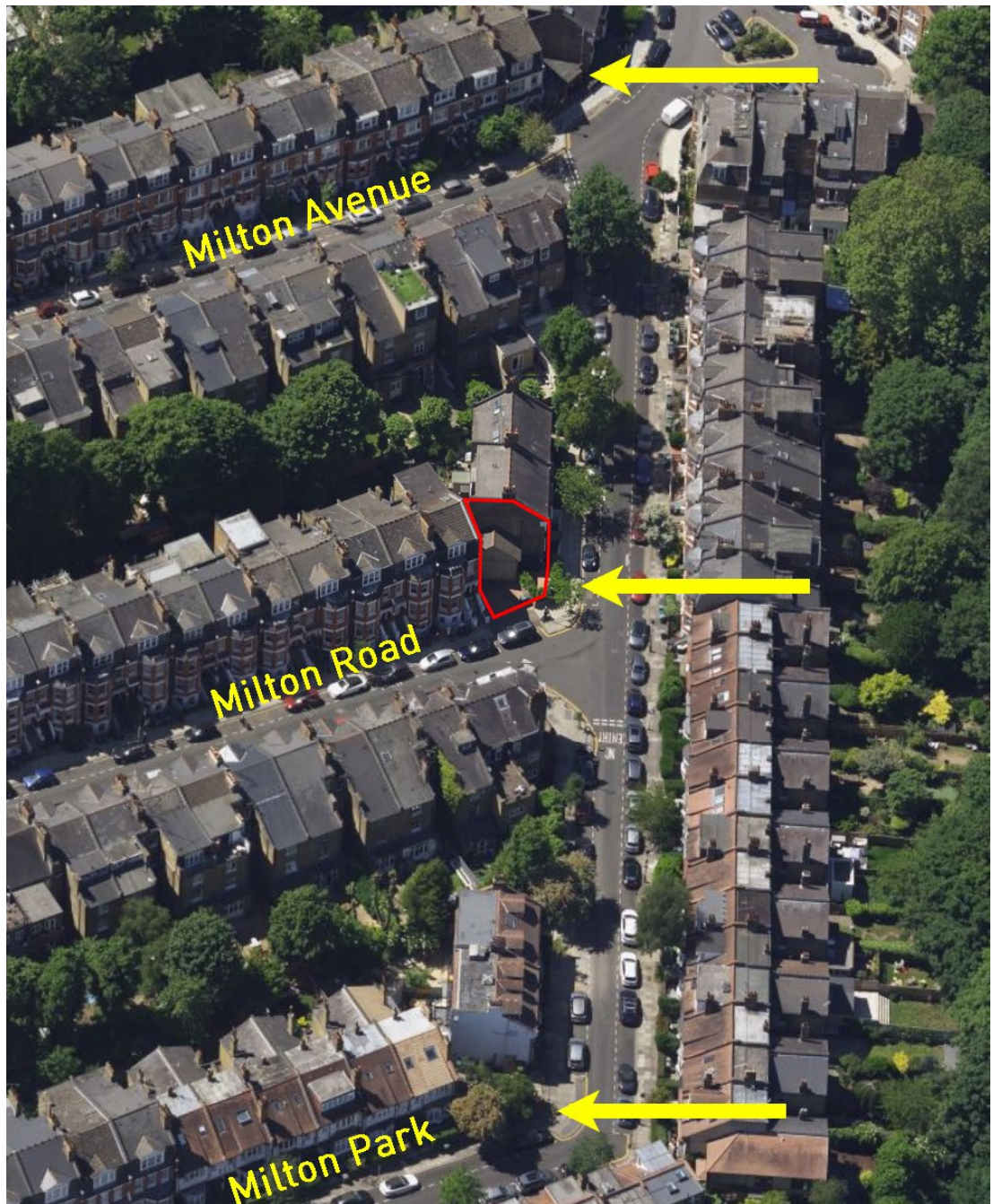
2.7 The above view however illustrates that the immediate area of the Applicants site has buildings of nineteenth and twentieth centuries of very different scales and architectural treatments which butt up next to each other with no separation.

2.8 These can be seen in the view above where on the right side of Milton Park two storey houses of the twentieth century are next to four storey buildings of the nineteenth century with only a blank gable marking the junction (Arrow highlights location). In the immediate area therefore the homogenous character is the result of window pattern and use – not scale and architectural treatment.

2.9 The typical dwelling is described as being two or three stories, with red facing brick a steeply pitched roof and pedimented dormer windows.

- 2.10 Houses also have timber porches, two storey bay windows on Milton Park and Milton Road, render trim to windows, and gabled attics (7.4.4).
- 2.11 The general street appearance of 'rhythmic projecting bays and a prominent roof line are also identified as characteristic of the area. (7.4.1). Road junctions to the north of the area have open side plots or garage blocks as illustrated by the bird's eye view below.
- 2.12 This is considered a negative aspect of the conservation area since the previous garage block constructed on the site (and now replaced by the kitchen extension) and the associated hard standing is referred to in the CACA as 'jarring' (7.4.3) and as having a 'negative impact on the area' (7.9.1).

2.13



Road Junctions to the north of The Miltons with 'jarring' open space or garages

- 2.14 In contrast road junctions to the south of The Miltons have prominent architectural treatments.
- 2.15 The CACA notes 'attractive corner towers' at the junctions of Milton Road and Milton Avenue with Hornsey Lane Gardens and a pointed 'turret' at the junction of Hornsey Lane Gardens and Milton Road. The assessment concludes that these features make a positive contribution to the conservation area (7.4.11)

2.16



Miltons – South Area Junctions with 'positive' features at junctions

- 2.17 At footpath edges the Appraisal notes that low boundary walls, railings and tiled paths are characteristic of the area, though the author of the Appraisal acknowledges that only a few of these features remain and some have an 'unkempt' appearance. (7.4.6 and 7.4.12).

2.18 *Site History*

Nineteenth century survey plans show the development site from open fields – part of Hornsey Lane Farm to the present layout. The Conservation Area Appraisal gives a date for the construction of The Miltons by the 1890s. (2.2.17) – though this is not borne out by a map regression analysis which shows most of The Miltons constructed after 1900.

2.19 The original field pattern and the natural development of sites next to adjoining roads appears to be the significant determinant of the street pattern.

2.20



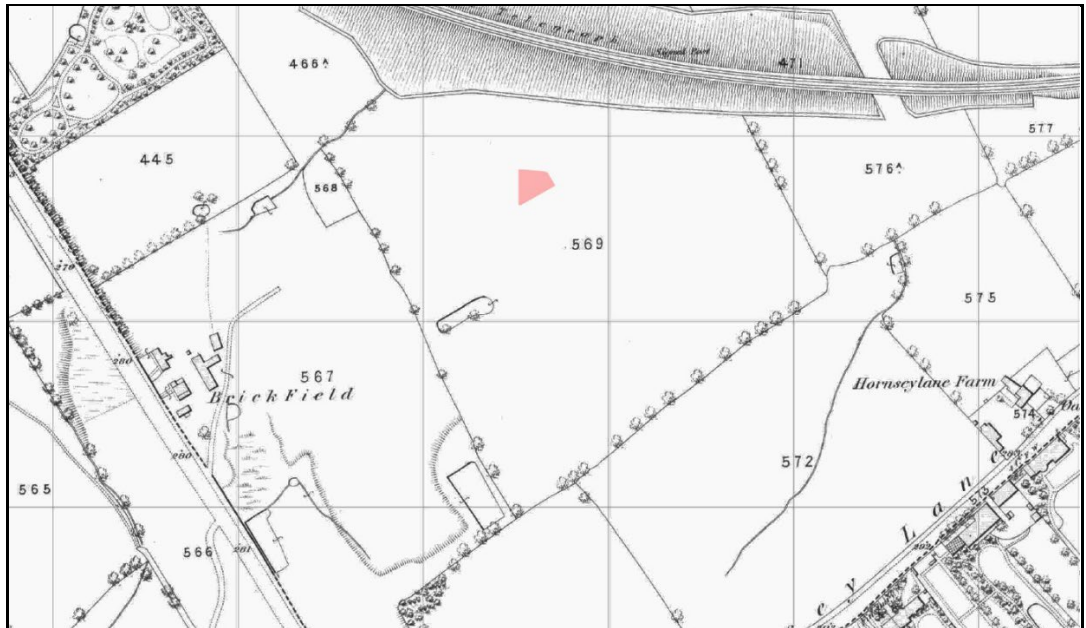
Field Pattern 1864 – site of 29 Milton Park in red tone.

2.21 The initial development was along the Archway Road to the left-hand side of the above plan and along the future Hornsey Lane to the south.

2.22 The field pattern in the above extract from the 1864 County Survey is the result of the topography sloping from a high point to the south – east (bottom right of plan) to lower ground north-west (top left of plan) and evidenced by the placement and direction of field boundaries.

2.23 The construction of the railway line and the local Highgate Station to the north-west of The Miltons – (station developed 1860-67) - altered the field pattern to the north in the period 1860-1900 as shown on the extract from the County Series OS of 1870 on the following page.

2.24

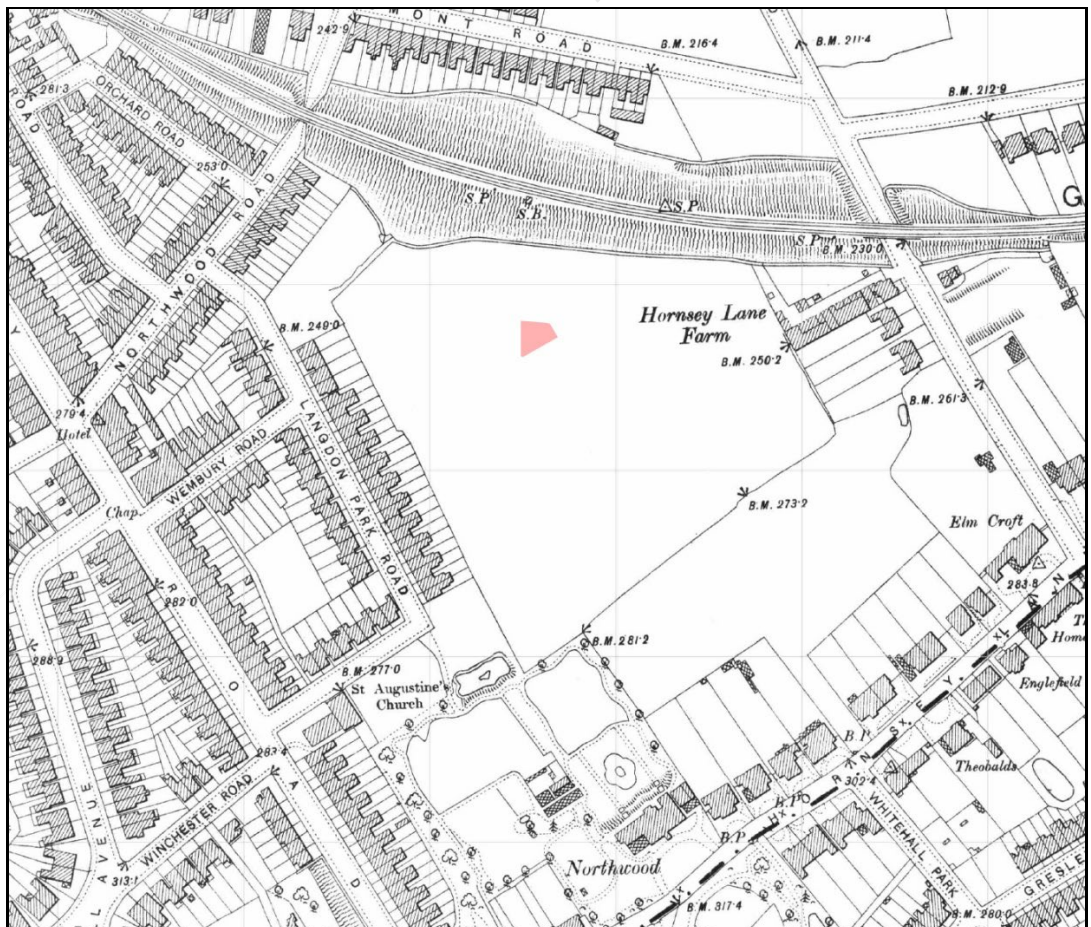


1870 – Field boundaries altered for the construction of the High Barnet Branch of the Northern Line (Opened 1872).

2.25

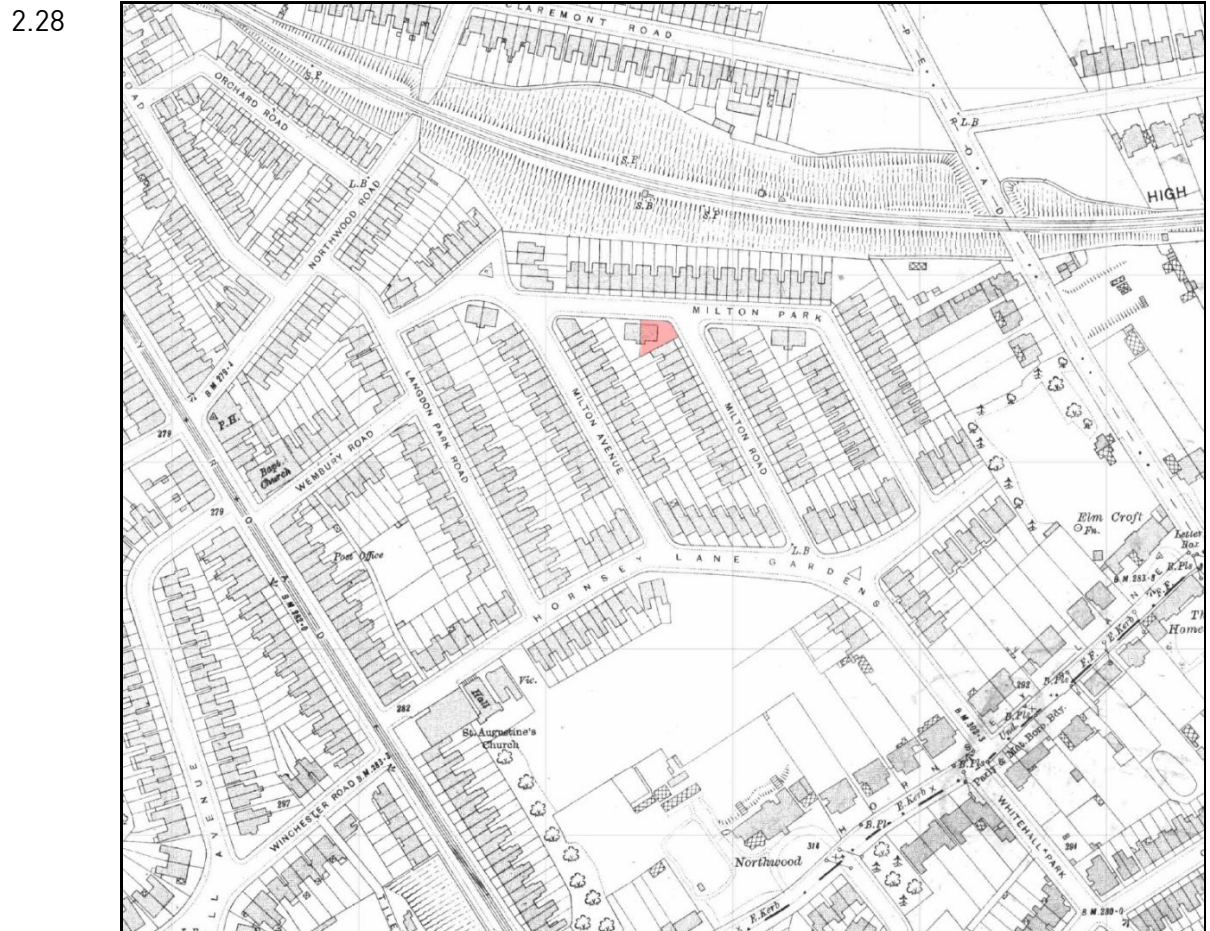
The 1896 map shows the initial development next to the major routes at Archway Road and Hornsey Lane and clustered to the north west close to the railway station.

2.26



1896 County Series – Miltons is identified as Hornsey Lane Farm with access from Hornsey Lane and Stanhope Road to the east

2.27 By 1935 The Miltons are laid out as presently found. The sites to the south of Hornsey Lane Gardens were the last to be developed as they required stepped access from the street due to the topography – the land continues to rise further to south of Hornsey Lane Gardens.



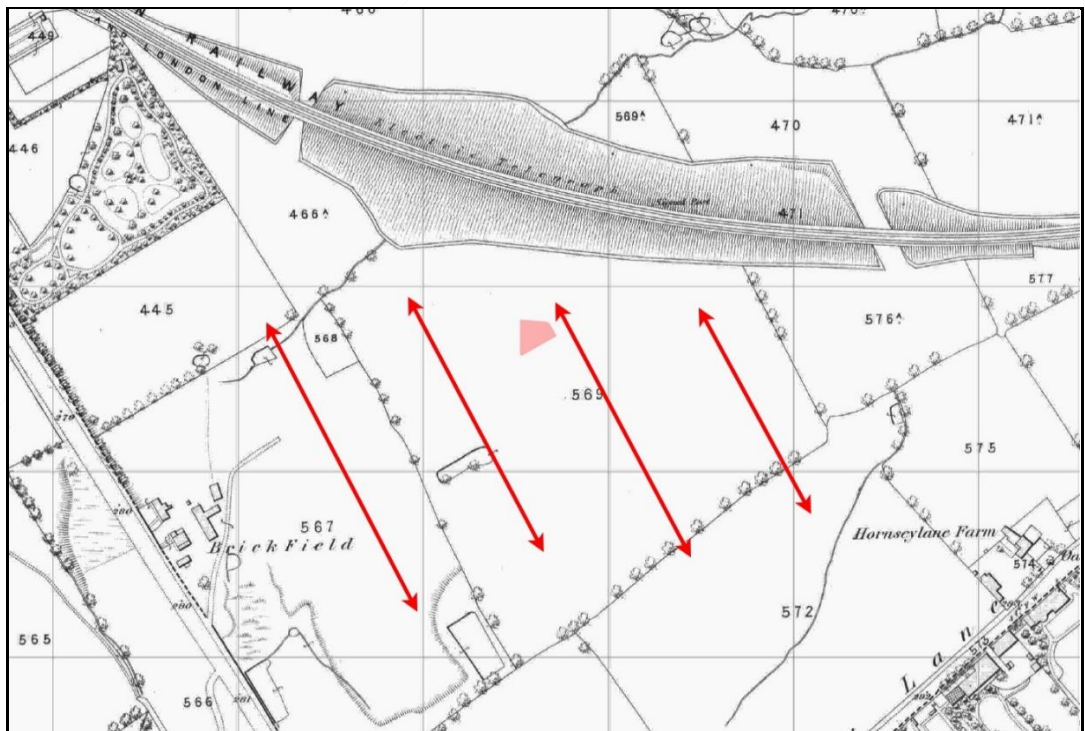
1935 Miltons constructed and roadway laid from Archway Road through gap site to Hornsey Lane – development in progress south of Hornsey Lane Gardens.

2.29



1950 National Grid Plan – The area is largely complete with dwellings with stepped access to the south of Hornsey Lane Gardens.

2.30



Overlaying the modern street layout on the 1870 field plan demonstrates that the determinant factor is the topography – as it was with the field boundaries in 1870.

- 2.31 The sequence of development thus appears to have been determined by the topography, by the proximity to major routes and by the acquisition of land parcels. Once the sites next to the major routes were completed - the pattern of development is a sequence based on ease of construction and land acquisition.
- 2.32 Sites with challenging topography – such as those to the south of Hornsey Lane Gardens were left to the last phase of development presumably for cost reasons as the higher expense of development could only be justified when a return had been made on earlier phases.
- 2.33 The development plan of the area thus progresses from sites adjacent to the major routes with resulting 'left over' sites completed on the basis of least difficulty and expense once land was acquired.
- 2.34 *Planning History of the Site*
The on-line planning history of the site includes the previous applications for the host property (29 Milton Park) - initially for the construction of two garages on the plot and their subsequent demolition and replacement by the present kitchen extension.
- 2.35 The previous applications (excluding the previous application made by the Applicants in 2022) all of which were granted consent (or did not require consent) are:
1. HGY/2015/1434 | 29 Milton Park London N6 5QB London
Creation of front lightwell, lowering of basement floor level, reinstatement, and enlargement of door to rear and installation of glazing at ground level to rear.
 2. HGY/2010/0297 | 29 Milton Park London N6 5QB London
Demolition of existing detached garage and erection of single storey side extension, rear dormer window including internal alterations.
 3. HGY/2010/0298 | 29 Milton Park London N6 5QB London
Demolition of existing detached garage. (Permission not required).
 4. OLD/1960/0488 | 29 Milton Park N6
Two garages at side of house with access from Milton Road.
- 2.36 *Consultations Undertaken*
The Applicants engaged in a pre-application process with Haringey Council in May 2022. The Applicants also consulted the local amenity group and statutory consultee – The Highgate Society in respect of the development plans. These consultations are discussed further below.

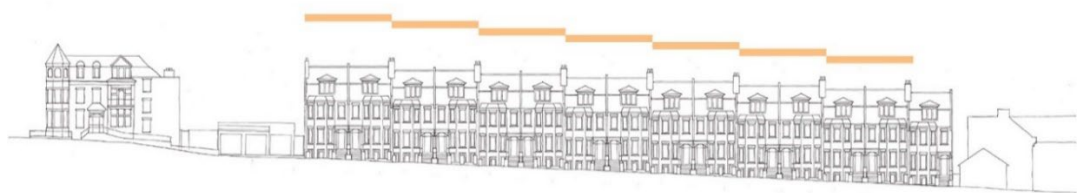
3.0 The Heritage Assets

3.1 The published sources define the primary heritage asset as the context – the conservation area and the features and character of the area as described in the conservation area appraisal of 2013 (CACA).

3.2 As reviewed above the CACA notes the homogenous character of the area, the scale and stepped terrace nature of many of the buildings and the architectural details of windows, render trim, red facing bricks steeply pitched roofs and pedimented dormers.

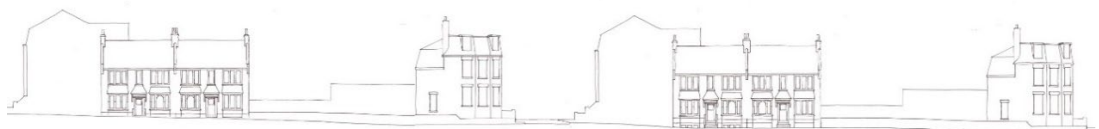
3.3 In preparation for the pre-application submission the Applicants prepared an analysis of the adjacent street elevations to inform the proposed design and to understand the rhythmic nature of the surrounding buildings.

3.4



West Side of Milton Road – paired dwellings in terrace – development site on right

3.5



Elevation to Milton Park – development site to the centre, Milton Avenue right.

3.6 As the above street sections show there is a functional gap in the enclosure of the street where two streets intersect. Where one street is a terrace of dwellings it must be separated from the terrace on the adjoining street so that the adjoining house has a private rear garden and can have daylight to the rear façade.

3.7 The gap at the Applicants site is not the result of such a functional need. This gap provides no private garden nor allows light into either of the adjoining dwellings.

3.8 The development of the semi-detached houses along Milton Park arises from the layout of the streets, the topography, the original field pattern as described above and the developer's requirement to maximise the number of housing units within the plots defined by the road layout.

3.9 Semi-detached houses were the only housing typology which would fit on the remaining space at the ends of the terraces to Milton Road and Milton Avenue and the gap site in the Applicants demise was left unbuilt because it was not big enough to accommodate a viable dwelling.

3.10 The published guidance on understanding significance reviewed at 1.3 above places emphasis on the importance of an examination of the designation records and – (if possible) - to consult the relevant historic environmental record (NPPF paragraph 189) – to establish the status of a site or building proposed for redevelopment.

- 3.11 Further these sources recommend that such an analysis is carried out at an early stage of design development so that the proposals can be designed to avoid 'adverse impacts on significance.' (Historic England 2019 paragraph 26).
- 3.12 The NPPF breaks down the historic environment into different types of asset and forms policy based on the asset's level of significance- as defined by whether or not it is designated and - if relevant - at what grade. The NPPF makes it clear that heritage can be a reason to both refuse and encourage development proposals.
- 3.13 The heritage assets described in the CACA and the potential heritage value of the 'gap site' are reviewed below against the advice set out in the English Heritage (2008) document referred to above at paragraph 1.3.
- 3.14 The English Heritage document provides a structure to examine heritage assets and to *'promote thought about the range of inter-related heritage values that may be attached to a place.'* (Paragraph 33 Page 27 EH 2008).
- 3.15 In summary the values are:
- **Evidential value** – the potential of a place to yield evidence about past human activity,
 - **Historical value** – the ways in which people, events and aspects of life can be connected to a place either illustrative or associative.
 - **Aesthetic value** – the ways in which people draw sensory and intellectual stimulation from a place.
 - **Communal value** – the meaning of a place for the people who relate to it or for whom it figures in their collective memory or experience.
- 3.16 A hierarchical structure with descending levels of value is applied as follows where the value is assessed to be:
- Exceptional – of national or international significance,
 - Considerable – of importance to a region or a city,
 - Local – of local value with possible regional significance for group elements,
 - Limited – of limited value,
 - Neutral – has neither positive nor negative impact on the values of the site,
 - Negative – a feature which detracts from the values of the site.
- 3.17 This structure is applied to the proposed development site and its context below.

4.0 **Evidential Value**

- 4.1 Evidential value is essentially an archaeological measure and, on the site, adjacent to 29 Milton Park there is likely to be little material below ground other than the evidence of the construction of the buildings presently or previously constructed on the site.
- 4.2 The Haringey Planning Policy Map at the following link shows no archaeological priorities in the local plan for the site. –
<http://www.myharingey.gov.uk/custom/atSoloMapSelectionTool.html>.
- 4.3 From this the Applicants conclude that the site has little or no archaeological value and thus has no archaeological significance.
- 4.4 There is substantial written evidence in support of the townscape qualities of the conservation area and of 'The Miltons' – which is described as having a homogenous character – with this homogeneity being the special interest of the area. (CACA paragraph 7.1.3).
- 4.5 The conservation area is assessed to be of Local significance with possible regional importance given the homogeneity of The Miltons and the prominence of Highgate in North London as a former distinct village – still identifiable as such – and outside London on the main route north.
- 4.6 The Miltons are however separated from the historic Highgate village core (by the modern northern route the A1) and so the significance is as a defined Victorian estate which is largely intact rather than as part of Highgate village.
- 4.7 In contrast there is little written evidence of the townscape qualities of the 'gap site' next to 29 Milton Park or any description of the site as an important urban design feature of the area.
- 4.8 There are several possible explanations for the 'gap.' These may include:
1. An undevelopable site resulting from the road layout and original field pattern as suggested by the map regression analysis at Section 2.0 above,
 2. An intentional or 'designed' urban space in the street layout,
 3. A side garden to the adjoining dwelling perhaps in compensation for the small garden to the rear relative the size of rear gardens in The Miltons.
 4. A space to retain an existing tree or to accommodate a tree planted when The Miltons were constructed.
 5. A space for future development.
- 4.9 The evolution of the site from field to Victorian residential area is set out at Section 2.0 and this is possibly the only robust evidence base for interpretation of the 'gap' site.
- 4.10 Housing developers require repetitive house typologies and plots to minimise costs and maximise land use and such estate layouts are always likely to lead to irregular enclosures at road junctions which cannot be developed due to their size and shape.

- 4.11 As there are no original estate plans or records of the sequence of construction and no Ordnance Survey plans available for the period 1900-1910 – any interpretation of the other likely explanations for the ‘gap site’ require speculative assumption.
- 4.12 It is also possible that the gap site was the result of the irregular plot and acquired through time another purpose such as accommodating the tree formerly on the site.
- 4.13 The ‘gap’ feature repeats at the junction of Milton Park and Milton Avenue and at the corner of Milton Park to the east but all the ‘gap’ spaces are of different sizes and shapes suggesting further that the ‘gap’ is a result of the problem of laying out rectangular dwelling units on a non-rectilinear field pattern.
- 4.14 Despite this the ‘gap’ could be the result of an intention to have symmetrical spacing either side of the semi-detached dwellings. However, providing the ‘gap’ space with no apparent use also appears unlikely when one of the striking features of The Miltons development is that all of original field parcel is developed and there are no other undefined spaces in any part of the estate.
- 4.15 The most obvious use for the space is as a side garden however the contrary position appears more ‘likely’ if the evidence of the site and the adjacent house is fully examined.
- 4.16 The original plan of the house at 29 Milton Park – prior to the construction of the kitchen extension and in its original form had no connection to the side ‘gap’ space to enable it to be used as a side garden.
- 4.17 The original plan of the house at 29 Milton Park is a symmetrical arrangement of two rooms either side of a central circulation and stair core with access only from the front and rear of the dwelling.
- 4.18 The same plan arrangements are found at 37 Milton Avenue from the evidence of existing plans filed in a previous planning application for the property. (Application reference 2007/0287). There are no plans on record of the house adjoining the third ‘gap’ site – 25 Milton Park but by the evidence of the elevations of the house it is reasonable to conclude that the plan layout of all three houses is identical.
- 4.19 Such a plan arrangement provides no access to the side garden nor any windows in the gable wall to overlook or make the side garden part of the amenity of the dwelling.
- 4.20 It would have been a relatively simple amendment to the design of all of the semi-detached dwellings next to the side of the ‘gap’ space to add windows to the gable to make the side garden a designed part of the adjacent dwellings and thus a designed part of the estate layout.
- 4.21 The appearance of the existing gables is and the tree previously on the site are discussed further under the assessment of aesthetic value in section 6.0 below.
- 4.22 Articulation of the gable end to make a connection between the dwelling and the side garden space is apparent at 32 Milton Road – opposite the application site and

at 34 Milton Avenue and 82 Milton Park where end locations have both windows and red facing bricks – indicating that they are designed parts of the townscape which is rightly recorded as a significant heritage asset.

- 4.23 The treatment at these end properties compared to the treatment of the gables at 29 Milton Park and 29 Milton Road - suggests further that it is more likely that the 'gap' site was not intended to be a significant part of the townscape of The Miltons.
- 4.24 The CACA does refer to the 'gap' site but not to highlight any positive features. The appraisal records that the garages previously constructed on the 'gap' site are 'jarring' and have a negative impact on the area. The text reads:
- Paragraph 7.4.3 – *'At the junction with Milton Road the corner has been infilled with a garage and concreted frontage which creates a jarring note.'*
- 4.25 The Applicants consider that the 'jarring' referred to in the CACA is the way that buildings have been placed on the site and the materials used rather than the act of building in the 'gap' – and the evidence for this is the development history of the 'gap' site.
- 4.26 At the date of the CA Appraisal the garages constructed in the 1960s stood on the site and have now been replaced by the kitchen extension.
- 4.27 Since the publication of the CACA document the removal of the garages noted in the appraisal and their replacement by the kitchen extension and parking space presently on site was approved by decision notice dated 14 April 2010 (Application reference - HGY/2010/0297).
- 4.28 The Officer Report for the determination of the above application provides an analysis of the site and the development proposal – but makes no reference to a 'heritage value' for the 'gap' site.
- 4.29 In fact, the evidence of the Officer Report appears to conclude that the building of the kitchen extension repairs the 'jarring' quality of the garage block since the report concludes that the kitchen extension *'will preserve the character and appearance of the property and the area as a whole.'* Thus, the kitchen extension is an improvement on the 1960s garage block – the feature noted in the CACA as the 'jarring' element on the site.
- 4.30 Further the 2010 application notes that the Highgate Conservation Area Advisory Committee considered the application for the removal of the garages and the development of the kitchen extension at their meeting on the 23 February 2010.
- 4.31 Again, the evidence on the record is that the Advisory Committee saw no conflict between any heritage value in the 'gap' site and the proposed infill kitchen extension development.
- 4.32 The evidence set out above was presented to the LPA in August 2022. Following the rejection of the August 2022 application, the Applicants commissioned further investigations of the site and the historical record to examine if any evidence for the LPA's designation of heritage value at the site.

- 4.33 A review of *The Builder* magazine was undertaken from 1886-1915 to establish if there was any reference to or drawings of the development.
- 4.34 *The Builder* was a weekly magazine covering all aspects of architecture and building and has been described as among the longest continually running weekly journal on the subject of architecture and building found anywhere in the world.
- 4.35 The designer of the Miltons may have been John Cathles Hill an architect and developer active in London from 1878. Local history organisations such as the Whitehall Park Residents Association record Mr Hill acquiring land adjacent to the Archway Road in 1888 - which would correspond with the first part of the Miltons development next to Archway Road shown on the 1896 OS plan at paragraph 2.24 above.
- 4.36 As noted above at paragraph 2.16 the map regression analysis thus estimates the development of most of the Milton's is in the early years of the 20th century based on the open fields on the 1896 OS plan. However, records also show that Mr. Hill was declared bankrupt in 1912. (This may be one of the reasons why the most difficult sites to the south of the Miltons on steeper gradients were undeveloped on the 1935 OS plan at 2.26 above).
- 4.37 The dates for the review of *The Builder* were thus taken as 1886 – just before Mr. Hill's Highgate land acquisition to 1915 the year of his death.
- 4.38 All volumes of *The Builder* from 1886 to 1915 at the RIBA Library were reviewed and there were no entries for John Cathles Hill, The Miltons Highgate, or any other reference to the local development adjacent to the Archway Road.
- 4.39 The only reference to Mr. Hill in *The Builder* in the years reviewed above was his obituary in the issue of the 16 April 1915 (Volume 108 Page 359) where he is described as a builder and brick maker of more than 2,000 homes in Peterborough and London.
- 4.40 In 1999 the Hornsey Historical Society Bulletin had a feature on Mr. Hill which confirms his office location at Archway, his developments in the area of Hornsey Lane and the author's (Joan Schwitzer) conclusion that '*Hill built literally miles of domestic properties in Hornsey, Crouch End and Highgate*'.
- 4.41 The author notes that '*contemporaries praised Hill for building rows of houses in an uncrowded way, making wide thoroughfares planted with kerbside trees leaving some areas as open space for public gardens*'. Although the author considers this was '*probably true*' of Mr. Hill's '*later work*' – it does not appear to apply to the Miltons – where the houses are tightly spaced and there are no areas left for, - or intended to be, - public gardens.
- 4.42 In the same article Joan Schwitzer quotes Mr. Hill describing his approach to development at a masonic dinner in Dundee in 1899 – (close to the time of the construction of the Miltons). Mr Hill said – *We buy our own land, cut it up, draw out our plans, submit them to the authorities for approval, make our own roads, pave them, lay the sewers, do our own building, let and sell our own houses and collect the rent.*

- 4.43 The description of site layout as 'cutting it up' – suggests a natural developer's instinct for efficient land division rather than any overarching intention of grand or aesthetic urban design.
- 4.44 Considering this evidence – a statement attributed by an independent local historian to the developer and designer of the application site - it seems likely that Mr. Hill acquired the land and developed the easiest and most attractive plots first.
- 4.45 These were next to the Archway Road, rectilinear in form and less challenged by gradient and by the imposition of the railway on the field pattern - a development which made division into rectilinear plots problematic.
- 4.46 As the retrogressive map study above shows Mr. Hill laid out streets parallel to the original field boundaries and this produced efficient plots until the streets came up against the irregular boundary with the railway along the line of Milton Park.
- 4.47 As with speculative development in any age the rectilinear plots were developed quickly and as a priority and irregular plots left aside either for no development or for a revisit at a later date.
- 4.48 The residual plots at the Appellants site and at the corresponding junctions to the east and west are similar shapes not because of an urban plan which is a heritage asset, but for the more prosaic reason that the intersection angle between the streets parallel to the field boundaries and the railway line is the same at each junction.
- 4.49 The gaps between the houses including that at the Applicants' site were left undeveloped because they would not accommodate a dwelling. They were added to the adjacent plot as a means of disposal and their current appearance demonstrates this designation.
- 4.50 For the LPA speculation that these gap sites were consciously designed an explanation would have to be found as to why they are not connected to the adjacent house – to be used as a garden and why there is no detailed elevational treatment with stone banding and red facing bricks as all other public elevations in the development – by a developer who had his own brickworks (4.39 above).
- 4.51 Despite the assessment of the Principal Conservation Officer there is no evidence that the gap at the application site is a designed feature of the original urban layout and thus a heritage asset.
- 4.52 The Appellants also contacted Historic England's Greater London Historic Environment Record (GLHER) to ask if they had any records which would show heritage significance at the Appellants' site.
- 4.53 The GLHER replied on the 29 March 2022 to say that they had one record within 100m of the site, but this did not relate to the site but to the adjacent Parkland Walk on the line of the former railway to the north of the Appellants' site.
- 4.54 Finally in the Appeal Decision of 20 September 2023 – the Appeal Inspector notes the assessment of the LPA that the site is part of a 'designed' feature – but does

not endorse this and instead noted the evidence provided by the applicants to the contrary.

- 4.55 The Appeal Inspector appears to base his determination on the appearance of the proposed dwelling in the scheme at Appeal and not on a heritage value associated with the existing site – which the Applicants contend is absent - based on the evidence in this heritage statement and on the Planning Authority's published assessments including that specifically describing the conservation character of the local area.
- 4.56 Based on the above review, the development history of the buildings constructed on the site and the map regression analysis – the gap is considered to be of limited heritage value – providing a contrast to the surrounding terraced streets but presenting blank gables to the public realm and no clear functional purpose for the adjoining dwellings.

5.0 Historical Value

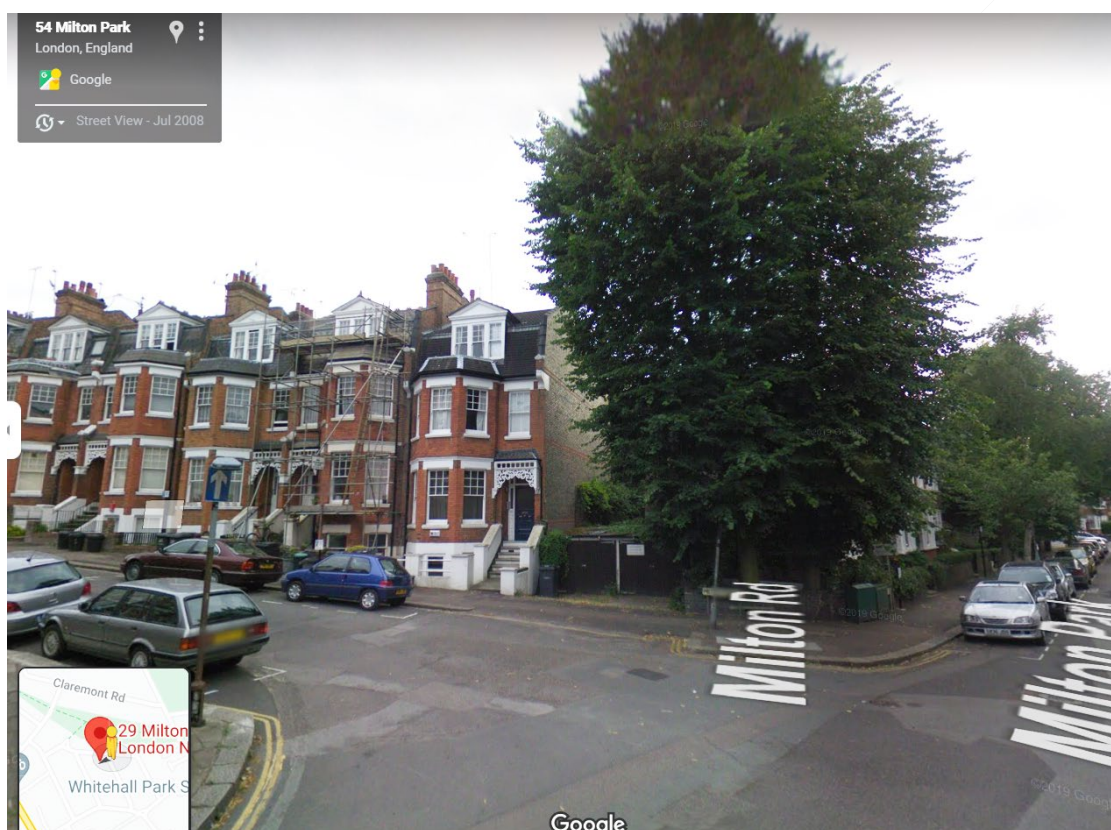
- 5.1 No record has been found of any historic person, event or aspect of life which can be connected to the 'gap' site adjacent to 29 Milton Park.
- 5.2 The 'gap site' thus has no illustrative or associative historical value.

6.0 Aesthetic Value

- 6.1 The CACA sets out the detailed description of the townscape, buildings, materials, and architectural qualities of the conservation area and of The Miltons.
- 6.2 There is clear evidence that the aesthetic value of the existing houses is high and of heritage significance and worthy of protection in assessing new development proposals. The aesthetic value of the existing buildings supports the assessment at 4.5 above of local or regional significance for the estate.
- 6.3 The 'gap site' is a departure from the aesthetic of the estate. The walls are constructed in a common stock brick rather than a red facing brick although there are red brick bands at floor levels and at the corners to the facing bricks on Milton Park and on Milton Road.
- 6.4 Given that almost all of the elevations presented to the public realm in The Miltons have red facing bricks – while common stock bricks (aside from these gables) are predominantly used on rear elevations not visible from the public realm – it is reasonable to conclude that the original builders determined these facades to be of less aesthetic value than the fronts of the adjoining houses.
- 6.5 As already noted at paragraph 4.22 above– red facing brick treatment to side elevations is found opposite the 'gap site' at 32 Milton Road and at the next junction at 34 Milton Avenue.
- 6.6 There was thus a deliberate decision not to face these elevations in red facing brick and this may have been as a result of a decision to revisit the site later for future development – in the strategy of development where more difficult sites are left to last – rather than to make the 'gap' site a deliberate event in the urban plan.
- 6.7 It appears reasonable to assume that were the gaps to be design features in the urban grain - in the spirit of the architectural features at the junctions to the south of The Miltons (see 2.15 above) – then the gables would be finished in red facing bricks like all of the other public faces of the dwellings in The Miltons.
- 6.8 This deliberate facing treatment is evidence at least - that the gaps are of less aesthetic value when viewed from the perspective of the original builder than the materials, character, and appearance of the rest of The Miltons.
- 6.9 A further possible aesthetic value of a gap site is the opportunity it affords to allow a view of a distant feature, or to allow daylight and sunlight onto the public realm.
- 6.10 The streets of The Miltons are densely developed – particularly now that many of the original houses have been converted into apartments – and so a view beyond the street can be a welcome urban incident in the streetscape.
- 6.11 The 'gap site' however provides little evidence that would support such an interpretation at 29 Milton Park. The gables to both framing properties are high and the original gap between the two houses offers a view only of the rear of the houses on Milton Avenue.
- 6.12 The gap frames a view to the south-west – which could be advantageous for afternoon sun were the density of The Miltons development not so tight and the

height of the buildings on the adjoining street at Milton Avenue not so high and not increasing in height following the rising terrain to the south.

- 6.13 It is clear that because of these two original features the gap was never intended to allow sunlight onto the public space.
- 6.14 For most of the past one hundred years any view of the gap has been obscured by a large tree – felled with consent in 2015 as it was diseased, (consent reference - CON/2014/0597). While the tree was in place the gap was largely obscured but had aesthetic value as a frame for the tree.
- 6.15 A google street view of the tree from 2008 is below.



Google street view July 2008.

- 6.16 The size and maturity of this tree in 2008-2014 offers another explanation for the gap – that it was to accommodate an existing tree on the site or one planted at an early stage of the estate development.
- 6.17 The management of the 'gap' in previous planning applications however suggests that these view and light aspects of the gap were not seen as important features of the urban design.
- 6.18 Both of the adjoining building originally had pitched roof forming an open 'V' as a skyline and allowing a view out and allowing light onto the gap and the street.
- 6.19 Both adjoining properties now have had permitted rear roof extensions which closed the gap between the properties and removed the V roof profile.

6.20 Details of these approvals are not included in the on-line planning record but can be clearly seen in the different brickwork on each gable as illustrated below.

6.21



29 Milton Road (left), 29 Milton Park (right) – original roof profile above.

6.22 Although the Officer's Reports for these developments cannot be examined -it is reasonable to conclude that at the time the developments were approved – there was no significance attributed to the aesthetic value of the 'gap site.'

6.23 For the above reasons, the contrast with the rest of The Miltons, the loss of the tree and the history of the site development the aesthetic value of the gap site in its

existing condition is concluded to be negative – i.e., a feature which detracts from the other heritage values of the site and the conservation area.

- 6.24 This conclusion is consistent with the 'jarring' assessment in the CACA discussed at paragraph 4.24 above – though it is acknowledged as noted at paragraph 4.29 that the kitchen extension development was assessed at the application stage to be an improvement on the position described in the CACA.

7.0 Communal Value

- 7.1 There is strong support for the conservation status of the area and local amenity groups such as The Highgate Society have objectives to promote high standards of planning and architecture and to secure the preservation, protection, and enhancement of Highgate and its vicinity.
- 7.2 These objectives are consistent with conservation area status and underpin a local or regional heritage significance.
- 7.3 The Applicants have consulted adjoining residents with respect to the history of the 'gap' site and no resident was aware of any reason the 'gap site' would be considered a heritage asset.
- 7.4 As there is no record of any historical significance (Section 5.0 above) it is reasonable to conclude that the site has no commemorative or symbolic value.
- 7.5 Prior to the pre-application submission the Applicants consulted The Highgate Society (<https://highgatesociety.com/>) in April 2022 on the proposed single dwelling development at the site and again in January 2023.

The Society describes its purpose on its website as:

the first port of call for anyone seeking to develop, conserve or interpret the quality and character of Highgate. It is a source of civic pride and people will know it for its independence of thought, challenging perspective and positive outlook.

- 7.6 There were email communications and telephone discussions in May and June 2022 between the Society and the Applicants' design team on the design of the new dwelling and in particular on the design and pattern of windows and fenestration.
- 7.7 An email received from the Society in May 2022 requests that the windows be arranged in a way more sympathetic to the context i.e., without 'ribbon' windows and non-framed openings.
- 7.8 The design was amended to the comments of the Society and a further email noted in June that the design team had taken the 'fenestration comment to heart' and that the Society would hope to be able to return some encouraging comments soon.
- 7.9 The Applicants note that the design presented to the Highgate Society in April-June 2022 is not the design now presented for planning consent because as set out in the design and access statement the proposed design has been modified to respond to the comments made in the previous application.
- 7.10 The Highgate Society will of course be consulted on the application design and this account is not suggesting either directly or by implication that the Society supports the application design – it has not yet been presented to them.
- 7.11 What can be concluded however from the discussions with the Highgate Society over a number of months is that at no time was the heritage value of the 'gap site' raised as a matter of concern to the Society.

- 7.12 If the 'gap' had communal value – The Highgate Society - would be able to provide detailed information on such a value and would be able to explain its significance for the area to any party who consulted it in response to the invitation on the Society's website – paragraph 7.5 above.
- 7.13 On the contrary - by commenting on the design of the proposed dwelling the Society showed that it is concerned with the nature of the new development at the 'gap site' rather than the principal of development itself.
- 7.14 For these reasons, the assessment of communal value concludes that the conservation area status is of local or regional significance since it is supported by the local amenity society.
- 7.15 The gap site proposed for development is considered to be of neutral significance because it appears not to have any meaning as a heritage asset in the local amenity group or for people who live near it, or who relate to it in their daily lives.

8.0 The Proposed Works and Their Impact

- 8.1 The proposed development is a single-family dwelling constructed in the 'gap site' following demolition of the present kitchen extension to the host dwelling at 29 Milton Park.
- 8.2 The scale of the building is two storey with a basement level with a front lightwell which is a consistent feature of the conservation area, Both the buildings adjoining the gap site have basements and front lightwells.
- 8.3 Details of the proposed development and its evolution through the previous application, the comments received, and in the determination of the prior Planning Appeal - are set out in the separate design and access statement (ICE21.273.301.022)
- 8.4 The new development will have a visual impact on the conservation area, which is of Local and Regional significance, but the proposal is designed in both materials and scale to preserve and enhance the character and appearance of the area.
- 8.5 The design of the openings in the proposed dwelling has been the subject of discussion with the Highgate Society and the proposals reflect those discussions. A contemporary design is proposed while maintaining a consistency in materials with the adjoining dwellings and respecting the visual and material qualities of the conservation area as described in the appraisal.
- 8.6 The new dwelling proposes a pitched roof to match the pitch of adjacent buildings. The relationship between the new building and the existing end gables which frame the site precisely matches the treatment of the junction between dissimilar dwellings on the north site of Milton Park – see paragraph 2.8 above.
- 8.7 It is logical that where the treatment between two buildings of different designs and age of construction on the north site of Milton Park is mirrored at the Applicants site – then it must be concluded that such a feature maintains the homogenous character which is the core heritage asset in this part of the conservation area.
- 8.8 The new dwelling is also set back from the host building at 29 Milton Park so that the semi-detached character of this house is preserved.
- 8.9 The impacts on the values of Local/Regional significance are summarised below.

8.10	Feature	Value	Significance	Impact	Mitigation
	New contemporary dwelling	Evidential & Aesthetic The Conservation Area Character Appraisal (CACA)	Local/ Regional	Visual	Design & Scale
	New external walls	Aesthetic			Material Consistency with CA
	New external openings	Aesthetic			Proportion and Framing
	New Roof Terrace	Evidential & Aesthetic CACA			Set back from building line
	New Boundary treatments	Aesthetic			Material consistency

8.11 The proposed design avoids harmful impacts on heritage assets of local/regional significance.

8.12 While the above assessment concludes that the heritage value of the 'gap' site is neutral or negative – it is a surviving feature of the original layout and therefore mitigation for any impact on the 'gap' site is as set out below.

8.13

Feature	Value	Present Significance	Impact	Mitigation
Demolition of existing extension	Evidential & Aesthetic	Negative	Visual	None required
Infill to 'gap' site	Evidential & Aesthetic	Neutral	Visual and reduction in gap	Edge of gap is maintained and legible following development
Two storey building with green edge to Milton Park	Aesthetic	Neutral	Visual	Avoid 'filling' the gap and retain green edge
New two storey external walls to mask existing gable walls	Aesthetic	Negative	Visual	Material Consistency with CA
Transparent junction with Milton Road	Aesthetic	Neutral	Visual	Allows view of existing gables and roof line and shows separation from to maintain the 'gap'

9.0 Conclusion

- 9.1 The English Heritage Practice Note to DCLG document PPS5 'Planning for the Historic Environment' (June 2021) - although now replaced by the NPPF (2021) succinctly set out (Page 7) the concept of significance and places it at the heart of decision making:

The difference between a heritage asset and other components of the environment is that a heritage asset holds meaning for society over and above its functional utility, it is this heritage significance that justifies a degree of protection in a planning decision.

- 9.2 The evidence set out above demonstrates that the significant heritage asset for the development of the site adjacent to 29 Milton Park is the Conservation Area designation and the character, appearance, and homogeneity of the existing dwellings which is based on window pattern and use rather than materials and scale on Milton Park.
- 9.3 This asset is considered to be of Local/Regional significance, holds meaning for society and is a material consideration in the determination of development proposals within the designated area.
- 9.4 There is limited evidence for considering the existing 'gap' site as a heritage asset and the evidence reviewed above suggests that the gap is at best of neutral heritage significance.
- 9.5 There is little evidence that the 'gap' holds sufficient meaning for society to justify its protection. Its original purpose is unclear and the history of development at the site suggests that it has elements which are at odds with the general aesthetic asset value of the surrounding area.
- 9.5 The proposed development responds to the conservation area designation but acknowledges the 'gap' nature of the original site. The proposal sets back from the host property at 29 Milton Park to maintain the semi-detached character of this dwelling and the green edge to the site and to avoid creating a new terrace of three houses on Milton Park.
- 9.6 The application design includes setbacks and transparent elements at the junction with the gable to 29 Milton Road so that the roof outline and the original parameters of the 'gap' site are legible at the site and in views along Milton Park. The development is then read as a distinct and separate element to the terrace on Milton Road.
- 9.7 The design is a careful response to a site which was not a designed part of the urban grain but is rather an unused side garden, a space for a now dead tree, and a leftover parcel of land due to a conflict between the planned Victorian street layout and the original nineteenth century field boundary.
- 9.8 The proposal is distinguishable as a new contemporary dwelling, provides a new family dwelling on an underutilised site in an established residential area with good transport links, and takes account of the heritage value of the place as examined in this heritage statement.

Appendix 1 – Existing Site Photograph



General view of site – 29 Milton Road (gable and steps to the left), 29 Milton Park (to the right)

