

HANDFORTH

HERITAGE

Elm Court, Cholmeley Park,
Heritage Impact Assessment

December 2025

ELM COURT

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1. Introduction

This Heritage Impact Assessment ('report') has been produced by Handforth Heritage to accompany a planning application in relation to the proposed alterations to Elm Court, Cholmeley Park, Highgate. The building holds no specific heritage designations but is located within the Highgate Conservation Area, a heritage asset.

Consequently, in accordance with paragraph 207 of the National Planning Policy Framework (NPPF), the significance of the identified heritage asset needs to be assessed including any contribution made by its setting to determine what the potential impact of changes to the site may have on this. The report assesses the site in terms of its contribution to the conservation area to help inform its scope for change before reviewing the potential impact of the proposed development.

This report has been undertaken in accordance with Historic England's guidance on heritage assessments, namely Statement of Heritage Significance: Analysing Significance in Heritage Assets Historic England Advice Note 12 and Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (GPA 3). The legislation and policy framework applicable to this application is set out at Appendix 1.



Figure 1 Location map showing the site in red.

2. Historic Development

Highgate takes its name from the Old English haeg (hedge) and gate, a reference to the tollgate that once marked the entrance to the Bishop of London's deer park. The settlement first appears in records around 1318, when the bishop permitted public passage through his estate in return for tolls. The original route followed what are now Hampstead Lane and Southwood Lane, forming the nucleus of Highgate Village. By the fourteenth century, the hamlet had grown into a small community serving drovers and travellers, its plan still discernible today in the medieval burgage plots; long, narrow strips of land stretching back from the street frontage. The distinctive Highgate Bowl, a natural hollow in the landscape, preserves traces of ancient pasture and continues to shape the area's open character.

In 1565, Sir Roger Cholmeley established Highgate School on the site of a former hermitage, cementing the area's educational and civic role. The site sits on land that slopes down from west to east and is accessed via Cholmeley Park which itself is on a relatively steep slope. Its hill side location made the area a desirable location to live, and by 1664 there were already 161 houses. Its location also made it one of the principal routes into London from the north resulting in it becoming a majority stopping place.

The principal period of development came in the 19th century when many houses were constructed in and around the Georgian village. The quantum of development resulted in the Archway Road being constructed in 1813 as a bypass which provided a less hilly and direct route between Archway and the Great North Road.

The earliest map consulted dates to 1746 which shows the already built-up nature of Highgate with rural fields surrounding it. Note the site and Archway Road remained undeveloped by this point.



Figure 2 1746 Rocque map showing the site prior to its development and that of the wider area.

2. Historic Development

The earliest OS map dates to 1863 and shows the construction of the road in front of the site (Cholmeley Park) which connected Highgate Hill to Archway Road. Here two new dwellings are visible on the west site of the road, whilst the site itself remains undeveloped.



Figure 3 1863 OS map showing no development on the site but the road is now present and additional buildings appearing to the west.

2. Historic Development

The arrival of the railway to Highgate in 1867 marked a turning point in the area's development, shifting it from a semi-rural village into a suburban district closely tied to London's expanding commuter belt. The opening of Highgate Station on the Great Northern Railway dramatically improved accessibility, reducing travel times to central London and making the area attractive to middle-class professionals seeking healthier surroundings away from the city. This new connectivity triggered population growth and increased demand for housing, leading to the subdivision of former estates and farmland into residential plots.

The built form of Highgate changed significantly in the decades that followed. Victorian terraces and semi-detached villas were laid out across Cholmeley Park, Cromwell Avenue, and adjoining streets, characterised by brick façades, bay windows, and leafy front gardens. The railway also encouraged the establishment of schools, hospitals, and charitable institutions, reinforcing Highgate's civic role. Compared to the earlier Georgian village core, the density of development increased, though the area retained its elevated position and distinctive rooflines.

The expansion inevitably placed pressure on open land, particularly around the Highgate Bowl, where the rural character was threatened by encroaching housing. Nevertheless, some areas were preserved due to topography and later conservation efforts. The railway era introduced architectural diversity, with Victorian and Edwardian styles adding variety to the built environment while contrasting with earlier Georgian houses. Despite suburbanisation, Highgate maintained much of its village identity, with its green spaces, historic buildings, and long views continuing to define its character.

The 1893 OS map demonstrates the intensification of development clearly with a huge proliferation of dwellings, especially to the east with numerous semi-detached houses being constructed.



Figure 4 1893 OS map.

2. Historic Development

The growth in housing was soon followed, in the early twentieth century, by the construction of larger semi-detached properties to the north along Cholmeley Park. The application site itself remained untouched during this phase, as it lay within the grounds of Lilford House. By contrast, the property immediately to the south underwent significant enlargement through a series of extensions.

The 1945 Bomb Damage Map illustrates the extent and intensity of wartime raids across Highgate, with the heaviest impacts recorded to the south-east of the site. Despite this concentration of damage in the wider area, the application site and its immediate surroundings appear to have been largely unaffected, with no evidence of direct hits or structural loss. This relative survival has ensured that the historic layout and built form of the site remained intact in the post-war period, preserving its continuity within the conservation area.

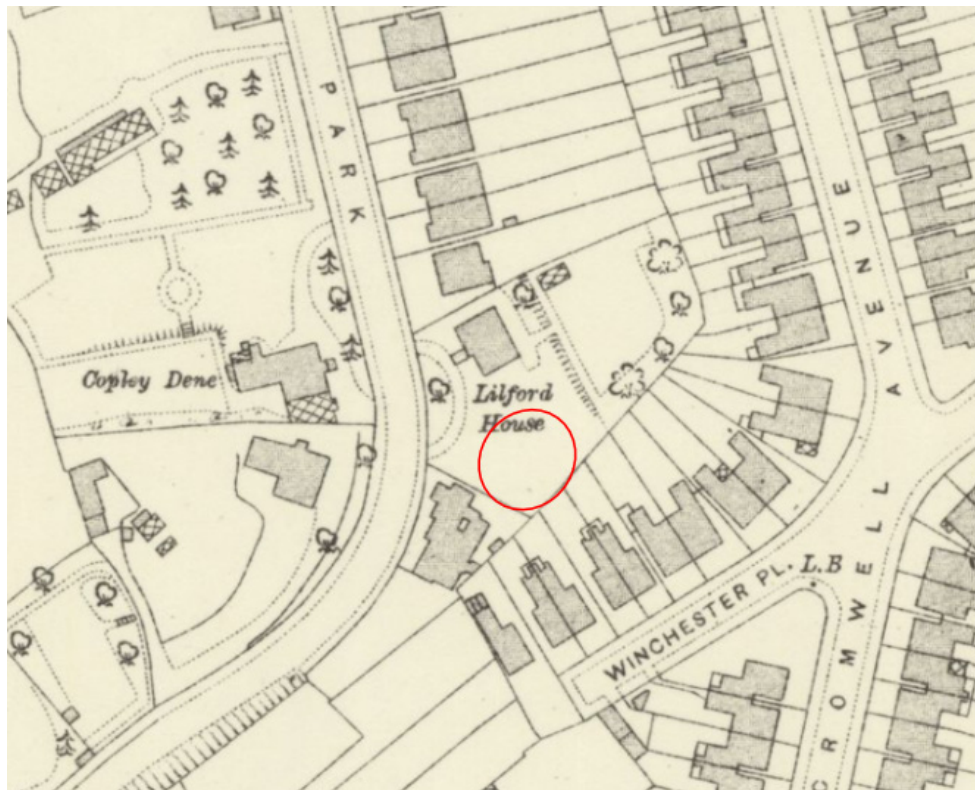


Figure 5 1913 OS map showing a new development to the north.



Figure 6 1945 Bomb damage map showing the site (red circle) and immediate surroundings unaffected but wider area to the south east towards Archway extensively damaged (indicated by coloured houses).

2. Historic Development

The 1947 aerial view provides early photographic evidence for the site when it formed part of a larger garden area.



Figure 7 1947 aerial photograph showing when the site formed part of the grounds of Lilford House.

2. Historic Development

The buildings on the site were erected in the immediate post-war period, responding to the acute demand for housing following the extensive damage caused by German bombing raids. By 1951, the Ordnance Survey map records the completion of Elm Court, together with the formation of a new driveway and the addition of garages to the rear, marking a significant phase in the site's redevelopment.



Figure 8 1951 OS map showing first cartographic evidence for Elm Court and its garages.

3. The Site and Context

The site itself consists of the four storey Elm Court, an apartment block built in the mid 20th century constructed in a buff brick with modern windows with a horizontal emphasis. Its plan is roughly T-shaped with a wing to the rear with hipped roof running in parallel to the street and a slightly narrower form to the front with its hipped roof running at a right angle to the road.

To its rear is an expanse of hardstanding and a linear row of nine garages built in a buff brick with modern roller shutters and corrugated roofs. Immediately to the north is the garden of Elm Court and beyond this is the garden of No. 53 Cholmeley Park. To the east are a series of trees and vegetation beyond which are the gardens of properties fronting onto Cromwell Avenue. The rear of the garages, (to the south) act as a boundary wall to gardens of properties lining Winchester Place. To the west, the land steeply slopes upward towards Elm Court. A tarmaced drive provides access around the south side of the building.

The area surrounding the house, situated along Cholmeley Park, forms part of the Highgate Bowl sub-area, where the relationship between built form and open landscape is a defining characteristic. The townscape is structured around a gently curving street pattern that responds to the natural topography of the Bowl, with Cholmeley Park acting as a spine road linking adjacent residential streets including Cromwell Avenue and Winchester Place.

The built form comprises predominantly late Victorian and Edwardian terraces and villas, arranged in regular plots with consistent building lines and modest front gardens. The surrounding buildings are of moderate density, with clear separation between blocks allowing for visual permeability and light penetration.



Plate 1 View showing facade of Elm Court with modern windows.



Plate 2 View of Elm Court from the street.



Plate 3 View of Elm Court from the rear with roof having limited visibility.

4. Identification of Heritage Assets and Significance Assessment

An inspection of the relevant databases and sources, including the Historic Environment Record (HER), the National Heritage List for England (NHLE), and the Council's website has been undertaken to identify heritage assets that may be affected by the proposals. This assessment has been undertaken in accordance with Historic England's Statement of Heritage Significance: Analysing Significance in heritage assets and Historic England's Advice Note 12 The Setting of Heritage Assets GPA 3. In accordance with Paragraph 207 of the NPPF, the level of detail is proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on its significance.

The principal heritage asset that has the potential to be affected by the proposals is:

1. The Highgate Conservation Area.

Other heritage assets, were identified as part of this process in the wider area but excluded due to their lack of visual or experiential connection with the site.

Outlined below is an oblique aerial view showing the site and its relationship with the conservation area. The following section provides an assessment of significance of this heritage asset including an assessment of the contribution that their setting makes to this.



Figure 9 Oblique aerial mapping showing section of the conservation area (whole image) and indicative location of the site (red). Other heritage assets are visible in this image but due to the limited nature of the works are not considered to be affected by the proposals.

4. Identification of Heritage Assets and Significance Assessment

1. Highgate Conservation Area

The Highgate Conservation Area is distinguished by its historic village identity combined with later phases of planned suburban development. At its core lies Highgate Village, a fine-grained settlement with medieval origins, characterised by narrow lanes, irregular plot sizes, and a mix of cottages, grand houses, and civic buildings clustered around Pond Square. The High Street retains its traditional shopfronts and terraces from the seventeenth to nineteenth centuries, while Georgian and Victorian façades conceal earlier structures behind. This village atmosphere is reinforced by landmark public buildings and commemorative features that anchor the historic core.

Surrounding the village, the conservation area encompasses contrasting residential districts. The Miltons and Shepherd's Hill are cohesive late Victorian and Edwardian suburbs, laid out in grid patterns with rhythmic bays, decorative porches, and stepped rooflines that respond to the sloping terrain. Their homogeneity and intact detailing give them a distinctive suburban character. By contrast, the Bishops and Gaskell sub-areas are defined by large detached houses set within generous landscaped plots, often with mature gardens and trees, creating a spacious and leafy setting. Archway Road introduces a more urban element, lined with late Victorian and Edwardian retail parades with flats above, providing diversity in scale and use.

The landscape setting is integral to Highgate's character. Hampstead Heath, Highgate Cemetery, Waterlow Park, Highgate Bowl, and the Parkland Walk provide a semi-rural backdrop, reinforcing the area's green identity and ecological value. Mature trees, landscaped gardens, and boundary treatments contribute to the streetscape, while the elevated topography creates dramatic long-distance views south across London. Stepped terraces, gap views between houses, and framed vistas from parks and cemeteries all enhance the visual quality of the area.

The site is located within Sub-Area 2, known as the Highgate Bowl, which is a distinctive open landscape lying immediately behind the High Street. Unlike the fine-grained village core, the Bowl is characterised by its expansive green space and semi-rural atmosphere. Historically, it was part of the agricultural hinterland of Highgate, and its survival as open land provides a striking contrast to the dense built fabric of the village.

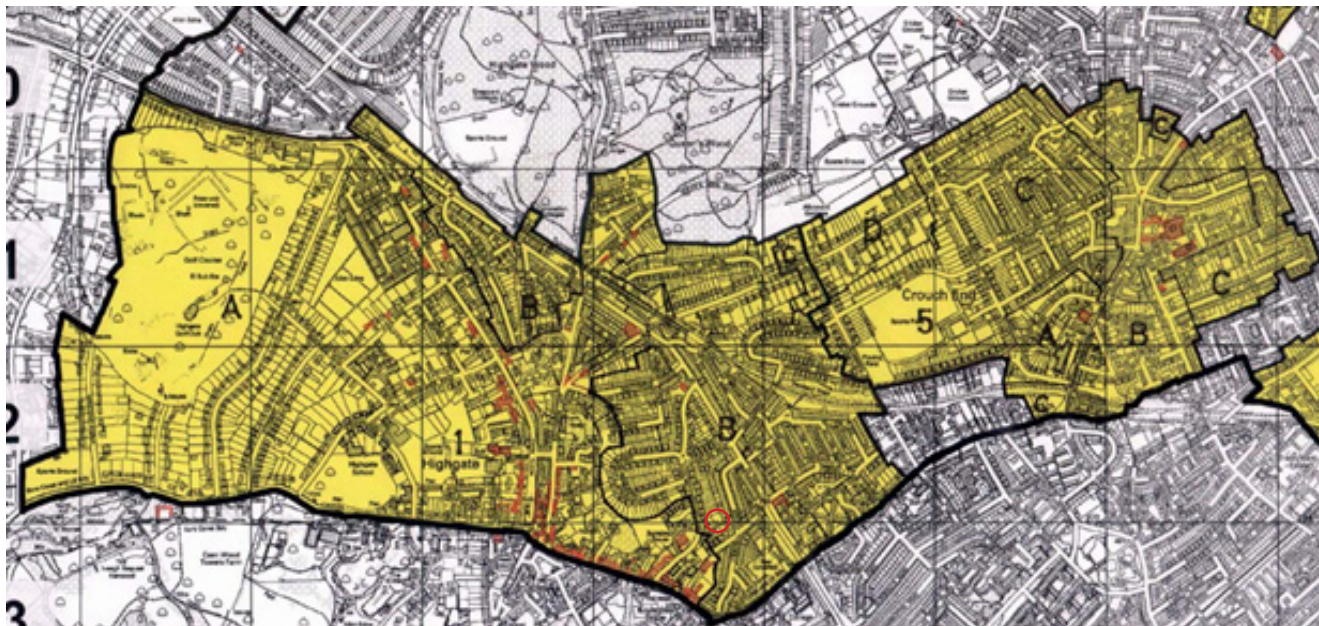


Figure 10 Map of the Haringey Conservation Area showing the scale of the area (site shown in red circle).



Figure 11 Detailed map showing section of Sub-Area 3 (site shown in red circle). Taken from the council's conservation area appraisal.

4. Identification of Heritage Assets and Significance Assessment

The Bowl is framed by residential streets such as Cholmeley Park, Kingsley Place, Somerset Gardens, and Duke's Point, which overlook the open land. These streets contain Victorian and Edwardian terraces and villas, often with landscaped gardens, boundary walls, and mature planting. The juxtaposition of formal housing edges with the informal landscape of the Bowl creates a unique townscape quality.

Topographically, the Bowl slopes down from the High Street, offering dramatic views across the open land and long vistas towards central London. The openness of the Bowl, combined with its tree cover and ecological value, reinforces the semi-rural character of Highgate and maintains a tangible link to its agricultural past.

The significance of Sub-Area 2 lies in its role as the green heart of Highgate, preserving the historic relationship between the village and its surrounding countryside. It is one of the few places in north London where the transition from dense urban settlement to open landscape remains so immediate and legible.

The Bowl contributes to the setting of the High Street, providing visual relief and enhancing the appreciation of the historic village core. It also holds ecological and recreational importance, supporting biodiversity and offering residents and visitors access to open space.

Architecturally, the surrounding terraces and villas are of consistent quality and scale, forming a strong edge to the open land. Their relationship with the Bowl demonstrates the interplay between planned residential development and preserved landscape, which is central to the character of the wider conservation area.

In essence, the Highgate Bowl is significant because it embodies the historic, visual, and ecological values of Highgate. It highlights the area's agricultural origins, provides a rare expanse of open land within a dense urban context, and contributes to the overall distinctiveness of the conservation area as a place where built form and landscape are inseparably linked.

Cholmeley Park itself is a residential street that runs along the edge of the Highgate Bowl, overlooking the open landscape to the south. Its character is defined by late Victorian and Edwardian housing, typically arranged in terraces and semi-detached villas. These houses are built in London stock brick with decorative stucco trim, sash windows, and prominent bays, often set behind small front gardens with boundary walls or railings.

The street has a cohesive architectural rhythm, with repeating rooflines and elevations

that step gently with the slope of the land. Many properties retain original detailing such as tiled paths, porches, and ironwork, which contribute positively to the streetscape. The relationship between the built frontage and the open land of the Bowl is a defining feature, giving Cholmeley Park a semi-rural quality despite its proximity to the High Street.

The elevated position of Cholmeley Park provides dramatic views across the Highgate Bowl and towards central London. The openness of the landscape contrasts with the fine-grained built form of the street, reinforcing the sense of spaciousness and visual relief. Mature trees and planting along the street and within gardens enhance the green character, while gaps between houses allow glimpses into rear gardens and the wider landscape.

Cholmeley Park is significant as part of the historic residential edge to the Highgate Bowl, exemplifying the planned suburban development of the late nineteenth and early twentieth centuries. Its houses are of consistent scale and quality, forming a strong architectural boundary to the open land. The street contributes to the special interest of the conservation area by demonstrating the interplay between built form and landscape, a theme central to Highgate's identity.

Overall, the conservation area's significance lies in its historic depth, architectural quality, and cultural associations. It represents the evolution of a medieval hilltop settlement into a fashionable residential district, with a high proportion of buildings of architectural merit ranging from Georgian villas and Victorian terraces to twentieth-century modernist landmarks such as Lubetkin's High Point flats. The interplay between built form and landscape is unique, maintaining links to its agricultural past while offering strategic views across the capital. The area is also associated with notable figures including Samuel Taylor Coleridge, Sir John Betjeman, Ernő Goldfinger, and Yehudi Menuhin, reinforcing its literary, artistic, and architectural heritage.

The site itself, along with a handful of other mid 20th century buildings break with the general historic character of the area due to its scale and massing. The building itself has been altered over time resulting in the loss of all its original windows. Much of its principal elevation is shielded from views in the summer months due to the tall trees that line the street. It is considered to contribute a neutral amount to the significance of the area, having a modest and restrained appearance, set amongst a verdant green landscape.

4. Identification of Heritage Assets and Significance Assessment

There are a number of larger buildings in the surrounding area that reflect the massing of the building on the site. The following oblique aerial views illustrate a number of buildings within the conservation area that incorporate mansard roofs. While this roof form is not a dominant characteristic of the area, it nonetheless represents a recurring and recognisable feature within the local townscape. Its presence contributes to the architectural variety of the conservation area and reflects established patterns of development.



Figure 12 Oblique aerial photograph looking west showing the site (red) and other buildings in the area that have mansard roof forms.

4. Identification of Heritage Assets and Significance Assessment



Figure 13 Princess Elizabeth House to the south of the site with its mansard roof.



Figure 14 Modern and historic terraces on 'The Bank' showing mansard roof forms.



Figure 15 Furnival House showing mansard roof.



Figure 16 Houses on the corner of Cholmeley Crescent and Cholmeley Park showing mansard roof forms.



Figure 17 Flats opposite the site showing mansard roof construction.

5. Proposals and Assessment of Impact

This section of the report should be read in conjunction with Work in Progress's Design and Access Statement and drawing pack which provides an overview of the evolution and rationale behind the proposals.

Proposals

The proposals seek to modify the existing hipped roof form of the building to provide additional accommodation. The changes include the raising of the overall height of the roof (albeit at a lower level to the current roof apex) with a two tiered mansard roof form. The structure would be clad in slates and feature fenestration details that follow the window details below.

Impact

Elm Court is a relatively plain mid-20th-century block, and the new roof level is designed as a continuation of the established vertical hierarchy rather than a disruptive element. By aligning with the existing façade divisions and maintaining consistent window proportions, the loft reads as a natural progression of the building's form.

To the facade, the rhythm of the windows at roof level is carefully designed to reflect and reinforce the arrangement below. The dormer windows within the mansard roof are vertically aligned with the windows on the lower storeys, maintaining a consistent axial relationship that preserves the building's symmetrical composition. This alignment ensures visual continuity across the façade, allowing the roof extension to read as a coherent and integrated part of the overall design.

Each dormer is proportioned to echo the scale and spacing of the windows beneath, albeit adapted to suit the mansard form. The inclusion of balconies within the dormers introduces a subtle variation, but the underlying rhythm remains intact. The circular window at the centre of the roof adds a focal point that mirrors the central entrance below, reinforcing the vertical hierarchy and symmetry of the elevation. Together, these elements create a harmonious façade where the roof-level fenestration complements the established architectural language of the building.

The current roofline is visually weak and the proposed roof alteration introduces a more defined crown, giving the elevation a clearer top and improving its overall composition. The sympathetic material palette helps to ensure the roof can integrate seamlessly with the conservation area.



Figure 18 Showing proposed facade, including changes to the roof form.

5. Proposals and Assessment of Impact

Within Cholmeley Park and the wider Highgate Conservation Area, there are precedents for roof alterations and dormer additions. While some historic terraces suffer from obtrusive dormers, Elm Court is a later building with less architectural sensitivity. Adding a loft floor here does not compromise historic fabric but instead rationalises a modern block to sit more comfortably alongside neighbouring properties of greater scale.

The conservation appraisal notes that incremental changes can erode character, but it also recognises that sympathetic, well-detailed interventions can enhance cohesion. In this case, the roof addition is subordinate, avoids excessive bulk, and maintains the stepped roofline rhythm of the street.

The Highgate Conservation Area derives its significance from the interplay of historic architecture, planned suburban development, and open landscape. Elm Court is not a key heritage asset but a neutral contributor.

The impact on the significance of the Highgate Conservation Area is therefore considered to be neutral. The scheme would not harm the architectural balance of Elm Court, or its relationship with neighbouring properties. Consequently we see no heritage reason why the Council should not support the application.

Appendix 1: Legislation, Planning Policy and Guidance

Legislation

Legislation regarding Listed Buildings and Conservation Areas is set out in the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) (the 1990 Act).

Section 16(2) states that in considering whether to grant listed building consent for any works the local planning authority or 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.

Section 66(1) states that, in considering whether to grant planning permission for development that affects a listed building or its setting, the local planning authority (LPA) or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the listed building or its setting or any features of special architectural or historic interest that it possesses.

Section 72(1) states that, in the exercise of planning functions, special attention should be paid to the desirability of preserving or enhancing the character or appearance of conservation areas.

The term “preserve”, within the context of Section 66, has been defined within *South Lakeland District Council v Secretary of State [1992]*, where it was held that the “desirability of preserving” creates a presumption against harmful changes, but not a presumption against any change. Case law has established that the preservation of the setting of a listed building requires considerable importance and weight (i.e. the Barnwell Manor judgment) and that a decision-maker who has worked through the paragraphs of the NPPF in accordance with their terms will have complied with the statutory duty set out in the 1990 Act (i.e. the judgment in *Jones v Mordue & Others [2015]*).

In the judgment for *Palmer v Herefordshire Council ([2016] EWCA Civ 106)*, a discussion on the balance between harm and benefit to a listed building was undertaken. It was accepted that “where proposed development would affect a listed building or its settings in different ways, some positive and some negative, the decision-maker may legitimately conclude that although each of the effects as an impact, taken together there is no overall adverse effect on the listed building or its setting”. In essence, where there is some harm and some benefit, these should be given the same weight, and where they are equal in measure, the effect on the listed building would be neutral, and thus its significance would be preserved.

This approach was confirmed in *City & Country Bramshill Ltd v Secretary of State for Housing, Communities And Local Government & Ors [2021]*. In this case Lord Justice Lindblom concluded that ‘the considerable importance and weight to the desirability of preservation [of the special architectural or historic interest of a listed building or its setting], should tip the scales to produce an unequal balance in its favour. However, the SoS should still take account of the actual severity of any change, or scale of change as the Mayoral SPG puts it, and so the extent of impact, as well as the relevance to its significance, and the

importance of the asset. The overall weight to be given to any harm, and the conflict with policy, should be a product of these factors.’

National Planning Policy Framework (2024)

The policies relevant to heritage are outlined within chapter 16, ‘Conserving and Enhancing the Historic Environment’. The NPPF places much emphasis on ‘significance’ which it defines as:

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

The NPPF directs local planning authorities to require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting and the level of detailed assessment should be ‘proportionate’ to the assets’ importance. (Paragraph 194).

Paragraph 207 states that the significance any heritage asset that may be affected by a proposal should be identified and assessed. This includes any assets affected by development within their settings. This Significance Assessment should be taken into account when considering the impact of a proposal, ‘to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal’.

Paragraph 212 requires that ‘When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.’

It is then clarified that any harm to the significance of a designated heritage asset, either through alteration, destruction or development within its setting, should require, “clear and convincing justification” (Paragraph 213). This paragraph outlines that substantial harm to grade II listed heritage assets should be exceptional, rising to ‘wholly exceptional’ for those assets of the highest significance such as scheduled monuments, Grade I and grade II* listed buildings or registered parks and gardens as well as World Heritage Sites.

Paragraphs 214 and 215 discuss different levels of harm caused to heritage assets and requires a balance to be applied in the context of heritage assets, including the recognition of potential benefits accruing from a development. In the case of non-designated heritage assets. In relation to non-designated heritage assets, paragraph 216 requires a Local Planning Authority to make a “balanced judgement” having regard to the scale of any harm or loss and the significance of the heritage asset.

With regards to conservation areas and the settings of heritage assets,

paragraph 219 requires Local Planning Authorities to look for opportunities for new development to enhance or better reveal their significance.

Planning Practice Guidance

This guidance supports the NPPF and reiterates the importance of conserving heritage assets in a manner appropriate to their significance. Key elements of the guidance relate to assessing harm. An important consideration should be whether development proposals adversely affect a key element of the heritage asset’s significance:

‘it is the degree of harm, rather than the scale of development that is to be assessed’. The level of ‘substantial harm’ is stated to be a high bar, which may not arise in many cases. Whether development proposals cause substantial harm will be a judgment in the decision-taking process, having regard to the circumstances of the case and by applying the relevant NPPF policies. Such harm may arise from works to the heritage asset or from development within its setting. Setting is defined as:

the surroundings in which an asset is experienced, and may be more extensive than the curtilage.

A thorough assessment of the harm development proposals will have on this setting needs to consider, and be proportionate to, the heritage asset’s significance and the degree to which any changes enhance or detract from that significance, and the ability to appreciate and experience it.

Regional Planning Policy

The London Plan (2021)

Key extracts from the London Plan relating to this application are outlined below:

Policy D1 London’s form and characteristics

A. Development Plans, area-based strategies and development proposals should ensure the design of places addresses the following requirements:

Form and layout

- 1) use land efficiently by optimising density, connectivity and land use patterns
- 2) enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions

Quality and character

- 12) respond to the existing character of a place by identifying the special and

Appendix 1: Legislation, Planning Policy and Guidance

valued features that are unique to the locality and respect, enhance and utilise the heritage assets and architectural features that contribute to the local character

13) be of high quality, with architecture that pays attention to detail, and gives thorough consideration to the practicality of use, flexibility, safety and building lifespan through appropriate construction methods and the use of attractive, robust materials which weather and mature well.

Policy HC1 Heritage conservation and growth

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.

Local Planning Policy

Haringey Local Plan Strategic Policies 2017

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. Where archaeological excavation is required, findings should be published, disseminated, and used as the basis for archaeological interpretation on site.
- 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. All development shall protect the Strategic view from Alexandra Palace to St Paul's Cathedral as protected in the London Mayoral "London View Management Framework" Revised SPG, July 2010, and key local views.

Haringey Development Management DPD, 2017

DM9– Management of the Historic Environment states (*inter alia*):

Haringey's Heritage Assets

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:

- a The priority given to sustaining and enhancing the significance of a heritage asset and its setting;
- b Character appraisals and management plans or other guidance, where they are available;
- c The preservation or reinstatement of original or historic form, fabric, function or character of the asset and its setting;
- d The relationship with adjoining and neighbouring uses, particularly where these are heritage assets of significance in their own right;
- e The desirability of securing a viable use for a heritage asset consistent with its conservation;
- f An understanding of and respect for significance of heritage assets as parts of measures to mitigate and adapt to climate change; and
- g The contribution that the sensitive utilisation of heritage assets can make to sustainable regeneration.

Conservation Areas

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) (HNP)

DH1 – Design and Heritage

Requires development to respect the character and appearance of the Highgate Conservation Area and emphasises the importance of rooflines, building heights, and materials in maintaining heritage significance.

Highgate Conservation Area Character Appraisal and Management Plan December 2013

The aim of this document is to define and safeguard the special architectural and historic interest of Highgate by providing a detailed analysis of its character, built form, landscape, and development patterns. It identifies the features that contribute to the area's significance; including its rich architectural heritage, varied topography, green spaces, and long views and sets out principles to guide sensitive change. The appraisal informs planning decisions by highlighting positive and negative contributors, promoting high-quality design, and ensuring that new development conserves or enhances the area's distinct identity and historic value.

Guidance Notes

Conservation Principles, Policies, and Guidance (English Heritage, April 2008)

This document outlines Historic England's approach to the sustainable management of the historic environment. While primarily intended to ensure consistency in their own advice and guidance through the planning process, the document is commended to LPAs to ensure that all decisions about change affecting the historic environment are informed and sustainable. This document was published in line with the philosophy of PPSS, yet remains relevant with the NPPF and PPG, the emphasis placed upon the importance of understanding significance to properly assess the effects of change to heritage assets. Guidance within the document describes a range of 'heritage values' that constitute a heritage asset's significance to be established systematically; the four main heritage values include: aesthetic, evidential, communal or historical. The document emphasises that:

considered change offers the potential to enhance and add value to places...it is the means by which each generation aspires to enrich the historic environment

Historic Environment Good Practice Advice in Planning Notes

GPA 2: Managing Significance in Decision-Taking in the Historic Environment (March 2015)

This document provides advice on the numerous ways in which decision-making in the historic environment can be undertaken, emphasising that the first step for all applicants is to understand the significance of any affected heritage asset and the contribution of its setting to its significance. In line with the NPPF and PPG, this document states that early engagement and expert advice in considering and assessing the significance of heritage assets is encouraged, stating that:

...application proposals that affect the historic environment are much more likely to gain the necessary permissions and create successful places if they are designed with the knowledge and understanding of the significance of the heritage assets they may affect.

The advice suggests a structured staged approach to the assembly and analysis of relevant information, this is as follows:

- Understand the significance of the affected assets;
- understand the impact of the proposal on that significance;
- avoid, minimise, and mitigate impact in a way that meets the objectives of the NPPF
- look for opportunities to better reveal or enhance significance;
- justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change;
- 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.

Appendix 1: Legislation, Planning Policy and Guidance

The advice reiterates that direct physical change may affect heritage assets, or by change in their setting. Assessment of the nature, extent, and importance of the significance of a heritage asset and the contribution of its setting at an early stage can assist the planning process resulting in informed decision-taking.

- Maximising enhancement and minimising harm;
- Making and documenting the decision and monitoring outcomes.

This document sets out the recommended steps for assessing significance and the impact of application proposals upon a heritage asset, including examining the asset and its setting and analysing local policies and information sources. In assessing the impact of a development proposal on the significance of a heritage asset the document emphasises that the cumulative impact of incremental small-scale changes may have as great an effect on the significance of a heritage asset as a larger scale change.

GPA 3: The Setting of Heritage Assets (December 2017) (2nd Edition)

This advice note focuses on the management of change within the setting of heritage assets. This guidance updates that previously published by English Heritage (The Setting of Heritage Assets 2011) in order to ensure that it is fully compliant with the NPPF and is largely a continuation of the philosophy and approach of the 2011 document. It does not present a divergence in either the definition of setting or the way in which it should be assessed.

Setting is defined 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’. The guidance emphasises that setting is not a heritage asset or a heritage designation and that its importance lies in what it contributes to the significance of the heritage asset itself. Elements of setting may make a positive, negative or neutral contribution to the significance of a heritage asset.

While setting is largely a visual concept, with views considered to be an important consideration in any assessment of the contribution that setting makes to the significance of an asset, setting, and thus the way in which an asset is experienced, can also be affected by other environmental factors, including historic associations.

This document states that the protection of the setting of a heritage asset need not prevent change and that decisions relating to such issues need to be based on the nature, extent and level of the significance of a heritage asset. It is further stated that the contribution made to an asset’s significance by their setting will vary depending on the nature of the asset and its setting. Different heritage assets have the capacity to accommodate changes and, therefore, setting should be assessed on a case-by-case basis. Although not prescriptive in setting out how this assessment should be carried out, Historic England recommend using a ‘5-step process’ to assess any effects of a development proposals on the setting and significance of a heritage asset:

- Identifying the heritage assets affected and their settings;
- Assessing whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s);
- Assessing the effect of the development proposals on the significance of the heritage asset(s);