

site and better reveals significance.

The new residential building

- 5.34 The application proposals introduce new buildings on the site of the existing laundry (a modern single storey building of limited significance). The layout of the proposed apartment building has been informed by the surrounding trees and the structured layout of the rest of the site, being an organised and rigid layout. The height of the proposals has been fixed to ensure that the apartment building will not be visible above the ridge line of the almshouses when viewed from the opposite side of the landscaped space in front of the almshouses. This is confirmed in figure 5.3 which provides an accurate visual representation of the proposals where the development is indicated in a wireline. This shows that the proposals will be wholly obscured from view.
- 5.35 Through the removal of the modern 1970s almshouses and their replacement with an almshouse set at a right angle, allows a key view and access opened up to the land to the rear which will allow the new apartment building to be properly incorporated into the site. This area has always appeared somewhat as a left over space, being a irregular shaped space with a rigid layout of buildings imposed on it. This approach allows for the site to be better used whilst maintaining and enhancing the fundamental heritage significance of the site.
- 5.36 During the consideration of the application, and in response to comments made by Officers, louvred screens have been added to the new residential building. these will not be visible from the grassed space at the centre of the almshouses and have been designed as an integral part of the building.
- 5.37 The modern buildings will include high quality materials which have been outlined in the Architect's Initial Design Proposals and which will ensure that the new elements remain in deference to the listed buildings but are also high quality interventions into the conservation area. Figure 5.4 shows the apartment building in the context of the rear of the almshouses to the south of the site. In the view, the positive change that takes place to the rear of the almshouses is visible, and the design of the apartment building can be appreciated. In such views, there is a clear intent to be informed by the listed buildings, with the string course above ground, first and second floor, as well as the openings, the proportions of which have been informed by the listed buildings. The apartment building will be a high quality addition to the site and would preserve the significance of the listed buildings and the character and appearance of the conservation area.

The corner pavilions

- 5.38 The corner pavilions are the final element of the proposed development. These continue with the subtle response to the underlying heritage values of the site, using the listed buildings to inform appearance, but doing so in a modern manner. As figure 5.5 shows, the corner pavilions will not be visible from large parts of the landscaped area in front of the listed building, and will only be glimpsed in views. Where they are seen, they will be seen in the context of the listed buildings, being in a similar brick whilst also using strong courses to ensure that the design is informed by the listed buildings. The height of the pavilions has been kept below the height of the almshouses, which will remain as the dominant elements in views from the surrounding area.

- 5.39 As such, the proposals will preserve the significance of the listed buildings within the site.

Changes during the course of consideration the application

- 5.40 During the course of the consideration of the application and following discussions with the local planning authority, the proposed development has been amended to respond to comments made by the conservation officer. Many of these changes have been considered earlier in this assessment, which includes the alterations to the proposed rear extensions as well as the use of insulation within the individual properties to enhance the environmental performance of the properties.
- 5.41 In addition, a number of other amendments to the submitted scheme are proposed, which are considered below.
- New disabled car spaces on the green – these are provided in response to highways comments. The current car parking arrangement on the site is informal which can allow for the estate road to be full of uncontrolled parking. Formalising the car parking arrangement will allow for better management and there would be an improvement over the existing situation of uncontrolled parking;
 - ASHPs to the almshouses – these are discretely located on the almshouses and will allow for the increased environmental performance of the buildings without any impact on the significance of the listed building.
- 5.42 These changes, which are a direct response to comments received from the Council, will preserve the significance of the listed buildings, and in the case of the car parking, will bring formality to a current informal parking arrangement.

5.43

Effect on the Tottenham Magistrates Court (grade II)

- 5.44 The significance of the Tottenham Magistrates Court has been set out in section 4 of this report. In that section, it was concluded that the application site only contributes to the significance of the listed building by it forming part of the extended setting of the site, which also includes the wider urban surroundings. The effect arising on the listed building are indirect, that is that there will only be effects on setting.
- 5.45 The application proposals will preserve the significance of the Magistrates Court through a development that in itself preserves the Almshouse listed buildings.

Effect on the Bruce Castle & All Hallows Conservation Area

- 5.46 The application site makes a positive contribution to the character and appearance of the Bruce Castle Conservaiton Area. The effect on the conservation area is contiguous with the listed building itself. That is, that if the application proposals are concluded to preserve the significance of the listed building, there will be a corresponding effect on the conservation area. That is the conclusion here - that the proposed development will preserve the character and appearance of the conservation area.

Considerations against Legislation and Policy

Statutory Duties

- 5.47 The Planning (Listed Buildings and Conservation Areas) Act 1990 places duty upon the decision maker in determining applications for planning permission to have special regard to the desirability of preserving the character and appearance of conservation areas.
- 5.48 This statement has identified the significance of the designated heritage assets which could be affected by the application proposals and concludes that the proposals will preserve the significance of the listed buildings and the conservation area and there is an opportunity for the better revealing of significance through a carefully designed scheme that builds upon the heritage significance of the site. The proposals are therefore wholly in accordance with the statutory duty.

NPPF (2023)

- 5.49 The significance of the heritage assets (both designated and non-designated), as required by paragraph 200 of the NPPF, has been set out in Section 3 of this report. In accordance with paragraph

203 of the NPPF, the application proposals will conserve the significance of the listed buildings and the conservation area.

- 5.50 The conservation of heritage assets has, in line with paragraph 205 of the NPPF, been given great weight and provides an opportunity for new development to better reveal the significance of the conservation area (paragraph 212). Accordingly, the application proposals are in accordance with the NPPF.

London Plan (2021)

- 5.51 This report has demonstrated that the application proposals have sought to optimise the site capacity through a design-led approach, based on a comprehensive understanding of the surrounding heritage and townscape sensitivities. It has also assessed the visual impacts of the proposed development on these identified heritage and townscape receptors, taking account of and avoiding any harm to the significance of the identified heritage assets and their settings. The proposals will conserve the significance of the identified heritage asset and are therefore in full accordance with the heritage policies of the newly adopted London Plan 2021.

Local Policy

- 5.52 As demonstrated in this Statement, the proposals will, as a minimum preserve the significance of the listed building and the character and appearance of the conservation area. The proposals are therefore wholly in accordance with the heritage policies of the Local Plan.

6. Conclusions

- 6.1 The application proposals involve direct change to the listed buildings within the site, comprising the separately listed grade II Lodge/Gatehouse and the grade II listed Chapel and Almshouses. These proposals have been developed over a number of years, dating back to the October 2016 approval which allowed for the substantial alteration of the interiors of the Almshouses to provide improved residential accommodation. The relevance of the 2016 alterations is that it was accepted as part of the previous application that the interiors of the listed building held no significance and did not contribute to significance.
- 6.2 These latest proposals are a further refinement of those earlier proposals and have been subject to pre-application discussion for a number of years. This has included presentations to the Council's Quality Review Panel on several occasions.
- 6.3 The proposals have been informed by a detailed understanding of the significance of the heritage assets that have the potential to be affected by the proposals. This is limited to the listed buildings (two listed building entries) within the site and the Bruce Grove Conservation Area within which the site is located.
- 6.4 The proposals involve the refurbishment of the listed buildings which includes rear extensions and internal alterations to provide enhanced residential development for the site. The important element here is that the greatest degree of change, being the extensions to the rear, would not effect the key element of significance of the almshouses, being their appearance from the landscaped area in front of the almshouses. It is this that makes the greatest contribution to significance, being the consistent appearance and use of materials. To these front elevations, the proposals involve the refurbishment of the listed buildings which will improve and better reveal their significance.
- 6.5 The modern additions to the site include the corner pavilions, apartment block and new almshouse (in place of the 1970s modern almshouse). These additions have all been designed to be clearly read as new additions to the site, with a commonality of appearance and materials, informed by the historic significance of the site.
- 6.6 The corner pavilions have been designed as discrete elements which would only be glimpsed from the landscaped area in front of the site. These would build upon the historic significance of the site whilst also adding to the residential mix of the site.
- 6.7 The new almshouse replaces an early 1970s almshouse (which was added with limited respect for the significance of the site). The new building is rotated through 90 degrees to improve the legibility of the new apartment building behind. This new apartment building would be obscured from view from the landscaped space in front of the almshouses and would therefore not affect the significance of this area.
- 6.8 Overall, the proposals offer an opportunity to better reveal the significance of the listed buildings through a careful package of works which will restore and refurbish key elements of interest, particularly when viewed from the landscaped space to the front. The new additions to the site have been carefully considered and have a commonality of architectural languages which has been informed by the significance of the site.
- 6.9 The proposals are therefore considered to be in accordance with heritage planning policy, comprising the NPPF and the development plan.

Appendix A: Heritage Planning Policy Context

Legislation

Planning (Listed Building and Conservation Areas) Act 1990

Legislation regarding buildings and areas of special architectural and historic interest is contained within the Planning (Listed Buildings and Conservation Areas) Act 1990.

The relevant legislation in this case extends from Section 16 of the 1990 Act which states that in considering applications for listed building consent, the local planning authority shall have special regard to the desirability of preserving the Listed Building or its setting or any features of special architectural or historic interest which it possesses.

Section 66 further states that special regard must be given by the authority in the exercise of planning functions to the desirability of preserving or enhancing Listed Buildings and their setting.

According to Section 69 of the Act a Conservation Area is an “area of special architectural or historic interest the character and the appearance of which is desirable to preserve or enhance”. It is the duty of Local Authorities to designate such areas and to use their legal powers to safeguard and enhance the special qualities of these areas within the framework of controlled and positive management of change.

Section 69 further states that it shall be the duty of a local planning authority from time to time to review the past exercise of functions under this section and to determine whether any parts or any further parts of their area should be designated as conservation areas; and, if they so determine, they shall designate those parts accordingly. Adding, The Secretary of State may from time to time determine that any part of a local planning authority’s area which is not for the time being designated as a conservation area is an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance; and, if he so determines, he may designate that part as a conservation area.

Further to this Section 72 of the 1990 Act states that in exercising all planning functions, local planning authorities must have special regard to the desirability of preserving or enhancing the character and appearance of Conservation Areas. Further provisions are detailed in Section 74 of the Act.

Recent case law¹ has confirmed that Parliament’s intention in enacting Section 66 (1) was that decision-makers should give “considerable importance and weight” to the desirability of preserving the setting of listed buildings, where “preserve” means “to do no harm”. This duty must be borne in mind when considering any harm that may accrue and the balancing of such harm against public benefits

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

as required by national planning policy. This can also logically be applied to the statutory tests in respect of conservation areas. Similarly, it has also been proven that weight must also be given to heritage benefits.

National Planning Policy

National Planning Policy Framework (NPPF) December 2023

The National Planning Policy Framework (NPPF) was published on the 20th of December 2023 and sets out the Government’s planning policies for England and how these are expected to be applied. It has purposefully been created to provide a framework within which local people and Local Planning Authorities (LPAs) can produce their own distinctive Local and Neighbourhood Plans which reflect the needs and priorities of their communities.

When determining Planning Applications, the NPPF directs LPAs to apply the approach of presumption in favour of sustainable development; the ‘golden thread’ which is expected to run through the plan-making and decision-taking activities. It should be noted however, that this is expected to apply except where this conflicts with other policies combined within the NPPF, inclusive of those covering the protection of designated heritage assets , as set out in paragraph 11 of the NPPF. Within section 12 of the NPPF, ‘Achieving well-designed and beautiful places’, Paragraphs 131 to 141, reinforce the importance of good design in achieving sustainable development by ensuring the creation of inclusive and high-quality places. This section of the NPPF affirms the need for new design to function well and add to the quality of the area in which it is built; establish a strong sense of place; and respond to local character and history, reflecting the built identity of the surrounding area.

Section 16, ‘Conserving and Enhancing the Historic Environment’, Paragraphs 195-214, relate to developments that have an effect upon the historic environment. These paragraphs provide the guidance to which local authorities need to refer when setting out a strategy for the conservation and enjoyment of the historic environment in their Local Plans. This should be a positive strategy for the conservation and enjoyment of the historic environment and should include heritage assets which are most at risk through neglect, decay or other threats. It is also noted that heritage assets should be conserved in a manner appropriate to their significance .

The NPPF advises local authorities to take into account the following points when drawing up strategies for the conservation and enjoyment of the historic environment. These considerations should be taken into account when determining planning applications:

- The desirability of sustaining and enhancing the significance of heritage assets and preserving them in a viable use consistent with their conservation;
- The wider social, cultural, economic and environmental benefits that the conservation of the historic environment can bring;

- The desirability of new development in making a positive contribution to local character and distinctiveness;
- Opportunities to draw on the contribution made by the historic environment to the character of a place.

Paragraph 197 of the NPPF states that when considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.

In order to determine applications for development, Paragraph 200 of the NPPF states that LPAs should require applicants to describe the significance of the heritage assets affected and the contribution made by their setting . Adding that the level of detail provided should be proportionate to the significance of the asset and sufficient to understand the impact of the proposal on this significance.

According to Paragraph 201, LPAs should also identify and assess the significance of a heritage asset that may be affected by a proposal and should take this assessment into account when considering the impact upon the heritage asset.

Paragraph 202 adds that where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.

Paragraphs 205 to 214 consider the impact of a proposed development upon the significance of a heritage asset. Paragraph 205 emphasises that when a new development is proposed, great weight should be given to the asset’s conservation and that the more important the asset, the greater this weight should be. It is noted within this paragraph that significance can be harmed or lost through the alteration or destruction of the heritage asset or by development within its setting.

Paragraph 208 advises that where a development will cause less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Paragraph 209 notes that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. Adding, that in weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraph 210 stipulates that local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

In addition, Paragraph 212 notes that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage

Sites and within the setting of heritage assets to enhance or better reveal their significance. Adding, proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

Paragraph 213 importantly clarifies that not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Adding, loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 207 or less than substantial harm under paragraph 208, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

The NPPF therefore continues the philosophy of that upheld in PPS5 in moving away from narrow or prescriptive attitudes towards development within the historic environment, towards intelligent, imaginative and sustainable approaches to managing change. English Heritage (now Historic England) defined this new approach, now reflected in the NPPF, as 'constructive conservation'. This is defined as 'a positive and collaborative approach to conservation that focuses on actively managing change...the aim is to recognise and reinforce the historic significance of places, while accommodating the changes necessary to ensure their continued use and enjoyment.' (Constructive Conservation in Practice, English Heritage, 2009).

National Guidance

Planning Practice Guidance (NPPG) 2019

Planning Practice Guidance (PPG) was introduced by the Government as a web-based resource on 6th March 2014 and is updated regularly, with the most recent update on 23rd July 2019. The PPG is intended to provide more detailed guidance and information with regard to the implementation of national policy set out in the NPPF.

It reiterates that conservation of heritage assets in a manner appropriate to their significance is a core planning principle. It also states, conservation is an active process of maintenance and managing change, requiring a flexible and thoughtful approach. Furthermore, it highlights that neglect and decay of heritage assets is best addressed through ensuring they remain in active use that is consistent with their conservation.

Importantly, the guidance states that if complete, or partial loss of a heritage asset is justified, the aim should then be to capture and record the evidence of the asset's significance and make the interpretation publicly available.

Key elements of the guidance relate to assessing harm. It states, an important consideration should be whether the proposed works adversely affect a key element of the heritage asset's special architectural or historic interest. Adding, 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 that may not arise in many cases. Essentially, whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the NPPF.

Importantly, it is stated harm may arise from works to the 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 impact of proposals upon setting needs to take into account, and be proportionate to, the significance of the heritage asset and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

The PPG makes clear that the delivery of development within the setting of heritage assets has the potential to make a positive contribution to, or better reveal, the significance of that asset.

Finally, the PPG provides in depth guidance on the importance of World Heritage Sites, why they are importance and the contribution setting makes to their Outstanding Universal Value. The PPG also provides guidance on the approaches that should be taken to assess the impact of development on the Outstanding Universal Value of World Heritage Sites.

Historic England Guidance - Overview

On the 25th March 2015 Historic England (formerly English Heritage) withdrew the PPS5 Practice Guide. This document has been replaced with three Good Practice Advice in Planning Notes (GPAs), 'GPA1: Local Plan Making' (Published 25th March 2015), 'GPA2: Managing significance in Decision-Taking in the historic Environment' (Published 27th March 2015) and 'GPA3: The Setting of Heritage Assets (December 2017).

The GPAs provide supporting guidance relating to good conservation practice. The documents particularly focus on the how good practice can be achieved through the principles included within national policy and guidance. As such, the GPAs provide information on good practice to assist LPAs, planning and other consultants, owners, applicants and other interested parties when implementing policy found within the NPPF and PPG relating to the historic environment.

In addition to these documents, Historic England has published several core Advice Notes (HEAs) which provide detailed and practical advice on how national policy and guidance is implemented. These documents include; 'HEAN1: Conservation Area Appraisal, Designation and Management (Second Edition, February 2019)', 'HEAN2: Making Changes to Heritage Assets' (25th February 2016) and 'HEAN3: The Historic Environment and Site Allocations in Local Plans' (30th October 2015). In addition to these 'HEAN4: Tall Buildings' (December 2015), 'HEA:#N7: Local Heritage Listing: Identifying and Conserving Local Heritage (Second Edition, January 2021), 'HEAN10: Listed Buildings and Curtilage' (21st February 2018) and, 'HEAN12: Statements of Heritage Significance' (October 2019). Collectively, these Advice Notes provide further information and guidance in respect of managing the

historic environment and development within it.

Historic England Good Practice Advice Note 1 (GPA1): The Historic Environment in Local Plans (March 2015)

This document stresses the importance of formulating Local Plans that are based on up-to-date and relevant evidence in relation to the economic, social and environmental characteristics and prospects of an area, including the historic environment, as set out by the NPPF. The document provides advice on how information in respect of the local historic environment can be gathered, emphasising the importance of not only setting out known sites, but in understanding their value (i.e. significance). This evidence should be used to define a positive strategy for the historic environment and the formulation of a plan for the maintenance and use of heritage assets and for the delivery of development, including within their setting, that will afford appropriate protection for the asset(s) and make a positive contribution to local character and distinctiveness.

Furthermore, the Local Plan can assist in ensuring that site allocations avoid harming the significance of heritage assets and their settings, whilst providing the opportunity to 'inform the nature of allocations so development responds and reflects local character'.

Further information is given relating to cumulative impact, 106 agreements, stating 'to support the delivery of the Plan's heritage strategy it may be considered appropriate to include reference to the role of Section 106 agreements in relation to heritage assets, particularly those at risk.' It also advises on how the heritage policies within Local Plans should identify areas that are appropriate for development as well as defining specific Development Management Policies for the historic environment. It also suggests that a heritage Supplementary Planning Document (SPD) can be a useful tool to amplify and elaborate on the delivery of the positive heritage strategy in the Local Plan.

Historic England Good Practice Advice Note 2 (GPA2): Managing Significance in Decision-Taking in the Historic Environment (March 2015)

This document provides advice on the numerous ways in which decision-taking 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 'development 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:

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

The advice reiterates that heritage assets may be affected by direct physical change 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.

This document sets out the recommended steps for assessing significance and the impact of development 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.

Crucially, the nature and importance of the significance that is affected will dictate the proportionate response to assessing that change, its justification, mitigation and any recording which may be necessary. This document also provides guidance in respect of neglect and unauthorised works.

Historic England Good Practice Advice Note (GPA3): The Setting of Heritage Assets (December 2017)

This is used to understand the surroundings of a heritage asset which may contribute to its significance. It aids practitioners with the implementation of national policies and guidance relating to the historic environment found within the NPPF and PPG, once again advocating a stepped approach to assessment.

It amalgamates 'Seeing the History in the View' (2011) and 'Setting of Heritage Assets' (2015) forming one succinct document which focuses on the management of change within the setting of heritage assets.

The guidance is largely a continuation of the philosophy and approach of the

previous documents, albeit now with a greater emphasis on the contribution that views to and from heritage assets make to their significance. It reaffirms that setting should be understood as the way in which an asset is experienced.

The guidance emphasises that setting is not a heritage asset, nor a heritage designation, and that its importance lies in what it contributes to the significance of the heritage asset. It also states that elements of setting may make a positive, negative or neutral contribution to the significance of the heritage asset.

While setting is largely a visual term, 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 noise, vibration and odour, while setting may also incorporate perceptual and associational attributes pertaining to the asset's surroundings.

This document provides guidance on practical and proportionate decision making with regards to the management of proposed development and the setting of heritage assets. It identifies 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, as well as further weighing up the potential public benefits associated with the proposals. It clarifies that changes within the setting of a heritage asset may have positive or neutral effects.

It highlights that the contribution made to the significance of heritage assets by their settings will vary depending on the nature of the heritage asset and its setting and that different heritage assets may have different abilities to accommodate change within their settings without harming the significance of the asset 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, noting that any approach should be demonstrably compliant with legislation, national policies and objectives, Historic England recommend using a '5-step process' in order to assess the potential impact of a proposed development on the setting and significance of a heritage asset, with this 5-step process similar to that utilised in earlier guidance:

Step 1: Identify which heritage assets and their settings are affected

Step 2: Assess the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated

Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it

Step 4: Explore ways to maximise enhancement and avoid or minimise harm

Step 5: Make and document the decision and monitor outcomes

Historic England Advice Note 1 (HEAN1): Conservation Area Appraisal, Designation and Management (Second Edition, February 2019)

First published by English Heritage March 2011 as: Understanding Place: Conservation Area Designation, Appraisal and Management and republished as Conservation Area Appraisal, Designation and Management, Historic England Advice Note 1 2016, Historic England Advice Note 1 (HEA): Conservation Area Appraisal, Designation and Management (Second Edition, February 2019) continues to support the management of change in a way that conserves and enhances the character and appearance of historic areas through conservation area appraisal, designation and management.

This second edition updates the advice in light of the publication of the 2018 National Planning Policy Framework and gives more information on the relationship with local and neighbourhood plans and policies. It is also re-ordered, to underline the staged approach to the appraisal, designation and management of conservation areas, while continuing to offer advice on managing conservation areas so that the potential of historic areas worthy of protection is fully realised. It has also been updated to give more information on innovative ways of handling conservation appraisals, particularly community involvement beyond consultation, character assessment and digital presentation.

This document identifies different types of special architectural and historic interest which contribute to the significance and character of a conservation area, leading to its designation. These include:

- Areas with a high number of nationally designated heritage assets and a variety of architectural styles and historic associations;
- Those linked to a particular industry or individual with a particular local interest;
- Where an earlier, historically significant, layout is visible in the modern street pattern; Where a particular style of architecture or traditional building materials predominate; and
- Areas designated because of the quality of the public realm or a spatial element, such as a design form or settlement pattern, green spaces which are an essential component of a wider historic area, and historic parks and gardens and other designed landscapes, including those included on the Historic England Register of parks and gardens of special historic interest.

Change is inevitable, and often beneficial, and this document provides guidance in respect of managing change in a way that conserves and enhances conservation areas. It also identifies ways in which suitable areas can be identified for designation as new conservation areas or extensions to conservation areas through historic characterisation studies, production of neighbourhood plans, confirmation of special interest and setting out of

recommendations.

Historic England Advice Note 2 (HEAN2): Making Changes to Heritage Assets (February 2016)

The purpose of this document is to provide information in respect of the repair, restoration and alterations to heritage assets. It promotes guidance for both LPAs, consultants, owners, applicants and other interested parties in order to promote well-informed and collaborative conservation.

The best way to conserve a building is to keep it in use, or to find an appropriate new use. This document states that ‘an unreasonable, inflexible approach will prevent action that could give a building new life...A reasonable proportionate approach to owners’ needs is therefore essential’. Whilst this is the case, the limits imposed by the significance of individual elements are an important consideration, especially when considering an asset’s compatibility with Building Regulations and the Equality Act. As such, it is good practice for LPAs to consider imaginative ways of avoiding such conflict.

This document provides information relating to proposed change to a heritage asset, which are characterised as:

- Repair;
- Restoration;
- Addition and alteration, either singly or in combination; and
- Works for research alone.

Historic England Advice Note 12 (HEA12): Statements of Heritage Significance (October 2019)

HEA12: Statements of Heritage Significance covers the National Planning Policy Framework requirement for applicants for heritage and other consents to describe heritage significance to help local planning authorities to make decisions on the impact of proposals for change to heritage assets.

The document states that understanding the significance of heritage assets, in advance of developing proposals for their buildings and sites, enables owners and applicants to receive effective, consistent and timely decisions. It explores the assessment of significance of heritage assets as part of a staged approach to decision-making in which assessing significance precedes designing the proposal(s).

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

Conservation Principles outlines English Heritage’s approach to the sustainable management of the historic environment. While primarily

intended to ensure consistency in English Heritage’s own advice and guidance through the planning process, the document is commended to local authorities 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 PPS5 and is currently in the process of being updated. Nevertheless, it remains relevant to the current policy regime in that emphasis is placed upon the importance of understanding significance as a means to properly assess the effects of change to heritage assets. The guidance describes a range of heritage values which enable the significance of assets to be established systematically, with the four main ‘heritage values’ being: evidential, historical, aesthetic and communal. The Principles emphasise 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’ (paragraph 25).

Strategic Policy

The London Plan 2021

The new London Plan was adopted in March 2021. The Plan forms part of the strategic Development Plan and sets out an integrated economic, environmental, transport and social framework for the development of London over the next 20-25 years. It replaces all previous versions of the London Plan.

The concept of Good Growth, growth that is socially and economically inclusive and environmentally sustainable, underpins the new London Plan 2021, ensuring that it is focused on ‘sustainable development’ for future generations.

Policy D1 ‘London’s form, character and capacity for growth’ places a duty on the London Boroughs to define an area’s character at a local level in order to understand its capacity for growth. Policy D1 states that a Borough’s area assessment should cover the urban form and structure the area (for example the existing townscape qualities including building height and density), as well as the historical evolution and the identification of heritage assets, including an assessment of their significance and contribution to local character. Assessments should also identify important views and landmarks.

Policy D3 ‘Optimising site capacity through the design-led approach’ seeks every new development to make the most efficient use of land by optimising its capacity, through a ‘design-led approach’. A design-led approach to optimising site capacity should be based on an evaluation of the site’s attributes, its surrounding context and its capacity for growth to determine the appropriate form of development for that specific site. Good design and good planning are intrinsically linked, with the form and character of London’s buildings and spaces must be appropriate for their location, fit for purpose, respond to changing needs of Londoners, be inclusive and make

the best use of the finite supply of land. Development should be designed to respond to the special characteristics of its locality, which could include a predominant architectural styles/building material; architectural rhythm; distribution of building forms and heights; and heritage, architectural or cultural value. In specific regard to heritage, Policy D3 states development should ‘respond to the existing character of a place by identifying the special and valued features and characteristics that are unique to the locality and respect, enhance and utilise the heritage assets and architectural features that contribute towards the local character’.

Chapter 7 of the Plan sets out the relevant policies concerning development within the historic environment, stating that the built environment, combined with its historic landscapes, provides a unique sense of place within the city, whilst layers of architectural history provide an environment that is of local, national and international value. The Plan seeks to identify and promote sensitive management of London’s heritage assets, in tandem with the promotion of the highest standards of architecture, maintaining the blend of old and new that contributes to the city’s unique character. Policy HC1: ‘Heritage conservation and growth’ states:

- A. Boroughs should, in consultation with Historic England, local communities and other statutory and relevant organisations, develop evidence that demonstrates a clear understanding of London’s historic environment. This evidence should be used for identifying, understanding, conserving, and enhancing the historic environment and heritage assets, and improving access to, and interpretation of, the heritage assets, landscapes and archaeology within their area.
- B. Development Plans and strategies should demonstrate a clear understanding of the historic environment and the heritage values of sites or areas and their relationship with their surroundings. This knowledge should be used to inform the effective integration of London’s heritage in regenerative change by:
 - 1. setting out a clear vision that recognises and embeds the role of heritage in place-making
 - 2. utilising the heritage significance of a site or area in the planning and design process
 - 3. integrating the conservation and enhancement of heritage assets and their settings with innovative and creative contextual architectural responses that contribute to their significance and sense of place
 - 4. delivering positive benefits that conserve and enhance the historic environment, as well as contributing to the economic viability, accessibility and environmental quality of a place, and to social wellbeing.
- C. Development proposals affecting heritage assets, and their settings,

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

- D. Development proposals should identify assets of archaeological significance and use this information to avoid harm or minimise it through design and appropriate mitigation. Where applicable, development should make provision for the protection of significant archaeological assets and landscapes. The protection of undesignated heritage assets of archaeological interest equivalent to a scheduled monument should be given equivalent weight to designated heritage assets.
- E. Where heritage assets have been identified as being At Risk, boroughs should identify specific opportunities for them to contribute to regeneration and place-making, and they should set out strategies for their repair and re-use.

Policy HC3 'Strategic and Local Views' concerns the protection of viewpoints within the city, recognising the significant contribution views make to the image and character of London at the strategic level, with the Mayor seeking to protect the composition and character of these views. Policy HC3 specifically states:

- A. Strategic Views include significant buildings, urban landscapes or riverscapes that help to define London at a strategic level. They are seen from places that are publicly-accessible and well-used. The Mayor has designated a list of Strategic Views (Table 7.1) that he will keep under review. Development proposals must be assessed for their impact on a designated view if they fall within the foreground, middle ground or background of that view.
- B. Within the designated views, the Mayor will identify landmarks that make aesthetic, historic, cultural or other contributions to the view and which assist the viewer's understanding and enjoyment of the view.
- C. The Mayor will also identify Strategically-Important Landmarks in the views that make a very significant contribution to the image of London at the strategic level or provide a significant cultural orientation point. He will seek to protect vistas towards Strategically-Important Landmarks by designating landmark viewing corridors and wider setting consultation areas. These elements together form a Protected Vista. Each element of the vista will require a level of management appropriate to its potential impact on the viewer's ability to recognise and appreciate the Strategically-Important Landmark. These and other views are also subject to wider assessment beyond the Protected Vista.

- D. The Mayor will also identify and protect aspects of views that contribute to a viewer's ability to recognise and appreciate a World Heritage Site's authenticity, integrity, and attributes of Outstanding Universal Value. This includes the identification of Protected Silhouettes of key features in a World Heritage Site.
- E. The Mayor has prepared Supplementary Planning Guidance on the management of the designated views – the London View Management Framework Supplementary Planning Guidance (LVMF SPG). The Mayor will, when necessary, review this guidance.
- F. Boroughs should include all designated views, including the protected vistas, in their Local Plans and work with relevant land owners to ensure there is inclusive public access to the viewing location, and that the view foreground, middle ground and background are effectively managed in accordance with the LVMF SPG.
- G. Boroughs should clearly identify local views in their Local Plans and strategies. Boroughs are advised to use the principles of Policy HC4 London View Management Framework for the designation and management of local views. Where a local view crosses borough boundaries, the relevant boroughs should work collaboratively to designate and manage the view.

Essentially the London Plan 2021 seeks to celebrate London's rich history, ensuring the character of an area underpins how it will grow and develop in the future. The Plan encourages the enhancement of the historic environment and looks favourably upon proposals which seek to maintain the significance and setting of the city's heritage assets.

Local Planning Policy

Haringey's Local Plan: Tottenham Area Action Plan (2017)

Objective 7: Enhancement of heritage assets

Tottenham has a number of significant heritage assets which are facing pressures from development, some of which are in poor and vulnerable condition, underused and facing an uncertain future. Heritage buildings, and the conservation area which lines the high street, are important markers of the past and are assets which add value to the character of the high street. Therefore, we will promote the enhancement of heritage assets through appropriate heritage led redevelopments as part of the overall regeneration of Tottenham to ensure these buildings are enhanced through new development. Conservation Areas will be actively managed, and regularly reviewed as regeneration progresses to ensure resources are effectively targeted in this area.

Policy AAP5: Conservation and Heritage

The Council will seek to deliver growth and regeneration in Tottenham through well-managed and balanced change whilst ensuring historic environments continue to contribute to the needs of local communities. To achieve this aim the Council will seek to strengthen the historic and local character of Tottenham by conserving and enhancing heritage assets, their setting, and the wider historic environment. This includes reviewing Conservation Area Appraisals and Management Plans where appropriate. Proposals for new development will be required to:

- Reflect, where available and relevant, character and heritage appraisals, statements and management plans for the area and/or heritage assets;
- Identify and positively respond to the distinctive character and significance of heritage assets and their settings, whilst balancing the need to sensitively facilitate neighbourhood regeneration and renewal;
- Maximise opportunities for integrating heritage assets within new development and enhance connectivity between them;
- Put heritage assets to viable uses consistent with their conservation, including through the adaptive re-use of vacant historic buildings, reinstating street frontages and historic street patterns, wherever possible.

All development proposals should demonstrate an understanding of the local historic environment and clearly consider the proposal's physical and functional impact on this environment, as well as the wider area. The Council will seek to ensure that all proposals consider opportunities for adaptive re-use of existing assets, where viable, as well as the sensitive integration of new development within the existing urban and historic fabric.

In Tottenham, the historic environment forms an important part of the area's character and contributes to residents' sense of place and local identity. Continued economic deprivation of the area has led to some loss of architectural features and detailing that has compromised the significance of some assets. The above policy seeks to positively maximise the investment and regeneration opportunities in managing historic environment with particular emphasis on integrating assets with development schemes and bringing redundant buildings back into use. The policy recognises the need to balance continuity and the preservation of local distinctiveness and character with historic environments as active living spaces that respond to the needs of local communities.

All development proposals should demonstrate an understanding of the local historic environment and clearly consider the proposal's physical and functional impact on this environment, as well as the wider area. The requirements of AAP5 will be considered alongside Policy DM9.

Haringey Local Plan: Spatial Strategy (2013)

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 Local Plan: Development Management DPD

Policy DM9: Management of the Historic Environment

Haringey’s Heritage Assets

- Development that conserves and enhances the significance of a heritage asset and its setting will be supported.
- Proposals affecting a designated or nondesignated 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.
- When considering the impact of proposals on the historic environment, the Council will have regard to:
 - o The priority given to sustaining and enhancing the significance of a heritage asset and its setting;
 - o Character appraisals and management plans or other guidance, where they are available;
 - o The preservation or reinstatement of original or historic form, fabric, function or character of the asset and its setting;

- o The relationship with adjoining and neighbouring uses, particularly where these are heritage assets of significance in their own right;
- o The desirability of securing a viable use for a heritage asset consistent with its conservation;
- o An understanding of and respect for significance of heritage assets as parts of measures to mitigate and adapt to climate change; and
- o The contribution that the sensitive utilisation of heritage assets can make to sustainable regeneration.

Conservation Areas

- 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.
- 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.

Listed and Locally Listed Buildings

- In addition to (A-C) above, the Council will seek opportunities to secure the future of listed buildings particularly those on the ‘Heritage at Risk’ register, provided they:
 - o Do not lead to substantial harm or total loss of their significance;
 - o Retain and repair existing features and fabric, or, if missing, replace them in a sympathetic manner;
 - o Do not harm the structural integrity or stability of the building or that of adjoining buildings or structures; and
 - o Extensions are restricted to less significant parts of the building, relate sensitively to the original building and do not adversely affect the internal or external appearance or character of the listed building, curtilage or its setting.
- Subject to (A-C) above, the Council will seek to protect the local distinctiveness of the Borough by sustaining and enhancing the significance of locally listed buildings.

Studio 11.2.1
The Leather Market
11-13 Weston Street
London
SE1 3ER

1st Floor
1 Canon Harnett Court
Wolverton Mill
Milton Keynes
MK12 5NF

www.smithjenkins.co.uk

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