

505-511 Archway Road
London N6 4HX

Heritage, Townscape and Visual Impact Assessment



April 2025

Consultancy for the
Historic Built Environment

KMHHeritage

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1. Introduction

1.1 This Heritage, Townscape and Visual Impact Assessment has been prepared by KMHeritage on behalf of Haringey Council in support of proposals for 505-511 Archway Road, London N6 4HX ('the site').

1.2 This report should be read in conjunction with the accompanying drawings and Design & Access Statement prepared by MEPK Architects as well as accompanying application documents.

The Proposed Development

1.3 Planning permission is sought for:

'Redevelopment of existing car-wash site to provide 16 new homes for Council rent comprising a 4-storey apartment building fronting Archway Road, and two 2-storey houses fronting Baker's Lane with associated refuse/recycling and cycle stores, amenity space and landscaping.'

Purpose

1.4 The purpose of this report is to assess the proposals against national and local policies and guidance relating to the historic built environment and architectural and urban design.

Organisation

1.5 This introduction is followed by a description of the history of the site in Section 2 and its heritage and townscape significance in Section 3. Section 4 sets out the relevant national and local policy and guidance relating to the historic built environment. An analysis is provided in Section 5 of the Proposed Development and its potential effect in heritage and townscape terms. Section 6 examines the proposal in terms of policy and guidance, and Section 7 is a summary and conclusion.

Authorship

1.6 The author of this report is Anne Roache MA MSc. Anne is a built environment conservation professional who began her career at Jones Lang LaSalle and went on to gain broad experience working for leading commercial organizations in the fields of property, planning and law. She specialises in the architectural and social history of London.

2 The site and its surroundings

- 2.1 This section of the report describes the history and development of the site and its surroundings.

The site: summary description

- 2.2 The site, which is owned by Haringey Council, is located within the Highgate Conservation Area, at its northern edge (Sub-area 3). It lies at the junction of Archway Road and Bakers Lane and makes up the south eastern portion of a large, triangular-shaped island block bounded by Archway Road, Bakers Lane and North Hill.
- 2.3 The site, created during the late-1980s, is currently in use as a car wash. It consists of a collection of non-descript buildings and sheds and a yard (fig. 1). The site holds no heritage significance in itself. Nearby, Nos. 82-86 North Hill are Grade II listed and Nos. 88-90 North Hill, on the corner of Baker's Lane, along with Nos 76, 76A and 78 North Hill are Locally Listed.
- 2.4 The Archway Road is an important arterial route that bifurcates at the Wellington Roundabout into the Great Northern Road and Falloden Way meaning that the site is located at a key junction on a historically significant route into London. The whole island site is, therefore, significant in townscape terms and, with the exception of the houses facing North Hill, is identified by Haringey as an 'enhancement opportunity'.



Figure 1: The Site

Historical development of the area¹

Early History

- 2.5 Situated on the route of the Great North Road giving access to London, the name 'Highgate' is thought to relate to its elevated situation as a hill-top gateway at the entrance into the Bishop of London's Manor of Hornsey where the bishop was apparently levying tolls by 1318. This elevated position, providing healthy air and fine prospects over London, was attractive to the well-to-do who built large houses here although given its location, the village also catered to travellers and was home to many coaching inns from the 17th century onwards including, The Red Lion and the Angel on North Hill, and the White Hart and The Gatehouse on West Hill.
- 2.6 Residential development evolved in a ribbon along the roads approaching Highgate village from the south and by 1815 there were detached houses and gardens as far as the new Archway bridge², as well as along much of Southwood Lane and some of Jackson's Lane. Buildings also stretched half-way along the north-east side of North Hill and formed two more groups further north, probably including the Wellington Inn at the junction with Archway Road.

Creation of Archway Road

- 2.7 Archway Road was created in 1812/13 as a bypass around Highgate Village, so that coaches could avoid the steep climb of the Great North Road up Highgate Hill through the village. Understandably, its construction was vehemently opposed by the local innkeepers, whose custom, as they feared, consequently dwindled.
- 2.8 The existence of Archway Road was probably responsible for the opening of the Wellington Inn c.1826, for the opening by 1828 of the Woodman opposite the junction with Southwood Lane and for the spread of housing along North Hill.

¹ Sources include: Baggs, A.P., Bolton, D.K., Hicks, M.A., Pugh, R.A. (1980) 'Hornsey, including Highgate: Highgate', *A History of the County of Middlesex: Volume 6, Friern Barnet, Finchley, Hornsey With Highgate*, Baker, T.F.T and C R Elrington, C.R. (eds) (London, 1980), pp. 122-135 / Cherry, B. & Pevsner, N. (1998) *The buildings of England: North*.

² The original, brick-built, single-arched bridge of 1813 was replaced in 1900 by the current cast-iron Hornsey Lane Bridge

- 2.9 In the mid-1860s Highgate, away from its hilltop village centre, straggled along the old roads very little development north of the Archway Bridge³ except at the foot of Southwood Lane, where there were a few cottages. Park and farmland stretched out behind the large houses of the wealthy interspersed with Brickfields, a key industry in the booming Victorian city (fig. 2⁴).



Figure 2: The northern extent of Archway Road 1863-1869

- 2.10 The difficult, hilly topography meant that unlike other London suburbs, the railway arrived slightly late to Highgate with its station opening on the branch line from Finsbury Park in 1867. This meant that Highgate did not see the mid-century building boom of serried streets of 'middle-class' housing generally associated with the arrival of the railway. A small working-class enclave did develop at the foot of North Hill however, near the Wellington Inn and the erstwhile brickfields, the municipal depot and the G.N.R.'s sidings north east of Archway Road.

³ A brick and stone bridge carrying Hornsey Lane over Archway Road was erected in 1813 to the design of John Nash. This was replaced in 1900 by the present stone, steel and iron bridge by Sir Alexander Binnie for the London County Council.

⁴ OS Middlesex Sheet XII Surveyed: 1863 to 1869, Published: 1873

- 2.11 All Saints' church opened in 1864 in a newly cut road (later Church Road) linking North Hill with Archway Road and in 1877 a London School Board school was opened next to Springfield Cottages. By 1894 larger houses, most of them terraced or semi-detached, had spread around All Saints' church to fill Bishop's and Bloomfield Roads. Terraces were developed in Archway Road, near the corner of Talbot Road, in 1892 and by 1894 they lined the south side of Archway Road from the foot of North Hill to Southwood Lane with more houses from the foot of Jackson's Lane to the Archway cutting. By the end of the 19th century, the southern end of Archway Road had developed into a successful shopping destination, ably serving the burgeoning middle-class suburb and this character was to spread northwards throughout the early years of the 20th century (fig. 3⁵).



Figure 3: The northern extent of Archway Road c.1893

Twentieth Century

⁵ OS London III.41.3 Surveyed: 1893, Published: 1894

- 2.12 To the south of Archway Road, the much older thoroughfare of North Hill contains enclaves of council-built housing amongst the earlier 18th century and 19th century houses. The two-storey red brick terraces and cottage-style flats around Kenwood Road were built 1902 by Hornsey Borough Engineer E. J. Lovegrove. Later groups in Gaskill Road (1913) are more simply detailed. North of here, the 1970s terraces on Toyne Way are by Robert Harrison of Haringey Architect's Department. With their pantiled roofs and tile hung upper walls, they are a self-conscious revival of the early-20th century vernacular style.
- 2.13 The 'Archway Road Project', conceived in the mid-1960s, was the key, major, influence on the built environment of the area for almost 30 years. The project developed supported by the then Ministry of Transport envisaged the development of Archway Road between Archway bridge (the boundary with the London County Council) and the Wellington Inn junction, as a motorway-standard dual carriageway. The proposal would have meant the demolition of around 170 houses and shops and a commitment deterioration in the local environment.
- 2.14 The original rationale of the scheme was the need to provide an efficient through route from the North into London to enable heavy goods vehicles to reach the River Thames docks. The inner London docks, of course, began to close during this period, and therefore much of the industry that the road was supposed to serve disappeared. The road was also to have been part of a wider scheme to link the southern end of the M1 to the rest of the motorway network via an inner London motorway. A vociferous campaign against the proposals, numerous public inquiries, coupled with the Ministry's (and later the Department of Transport's) inaction in the face of changing economic reality, visited an unfortunate and protracted period of blight upon the Archway Road and its environs.
- 2.15 Speaking in the House of Commons in May 1984, Jeremy Corbyn MP, noted:
- 'The people of the area have suffered many years of blight because of the proposal to build the road. Houses are not being repaired and people living in property owned by the Department of Transport on the Archway road see their homes deteriorating badly and the Department doing nothing about it.'

‘The Government can lift the blight in two ways: first, by lifting the line orders for north London, which placed the blight on many houses; and, secondly, by announcing that they are abandoning any future plans to build a road through the Archway area.’⁶

- 2.16 The road plan was finally shelved in March 1990 but this was not in time to save the Wellington Inn⁷ which had been demolished in 1988 and replaced with an Esso petrol station, known as ‘the Wellington Service Station’.

505-511 Archway Road

- 2.17 The site itself began to be developed in the second half of the 19th century. The Wellington Inn (1826) can be seen to the north of the site in the OS map of 1873 and a few houses have been built on North Hill (fig. 4⁸). Early railway sidings are to the north of Archway Road. A photograph from 1880 illustrates how Wellington Inn looked during this period (fig. 5⁹).



Figure 4: The Wellington Inn junction, Archway Road c.1863 (Site outline is indicative)

⁶ Hansard HC Deb 11 May 1984 vol 59 cc1268-76 <https://api.parliament.uk/historic-hansard/commons/1984/may/11/archway-road-north-london-inquiry>

⁷ Wellington Inn had been rebuilt in the 1920s.

⁸ OS Middlesex Sheet XII Surveyed: 1863 to 1869, Published: 1873

⁹ pubshistory.com/Middlesex/Highgate/WellingtonInn.shtml



Figure 5: The Wellington Inn, c.1880

- 2.18 By 1893, there are a variety of buildings on the southern half of the triangular site including, on the site itself, what appear to be two double-fronted houses with steps up, set in large gardens. Behind these, facing North Hill, is the terrace of 7 - two-storey houses which remain there today (fig. 6¹⁰). A number of shed-type buildings cover the space between the houses and the Inn. Interestingly, the 'Museum of Sanitary Appliances, can be seen based in a large building on the west side of North Hill. This museum dedicated to the story of drainage, was opened in 1892 by Hornsey local board, after a public inspection of its work during a cholera scare. It closed in 1928. To the north side of Archway Road, the railway sidings are extensive.

¹⁰ OS London III.41.3 Surveyed: 1893, Published: 1894



Figure 6: The Site (indicative) and environs c.1893

- 2.19 The 1910 OS shows some smaller buildings - sheds or workshops - in the back gardens making up the site. Municipal and transit infrastructure are an influential presence with a Hornsey Corporation depot to the west and the Archway Road and railway sidings to the north east of the site (fig. 7¹¹).
- 2.20 Little change can be discerned on the site in the 1938 OS however the map does clearly illustrate the laying out of new roads of housing to the east of North Hill (fig. 8¹²). Aerial photographs of the period give some idea of the site's physical manifestation at this time (figs. 9¹³ & 10¹⁴).

¹¹ OS Middlesex XII.5 Revised: 1910 to 1911, Published: 1913

¹² OS Essex Sheet LXXVII Revised: 1938, Published: ca. 1946

¹³ © Historic England [EPW056649] Archway Road and environs, Highgate, March 1938

¹⁴ Layers of London, RAF Aerial Collection 1945-49

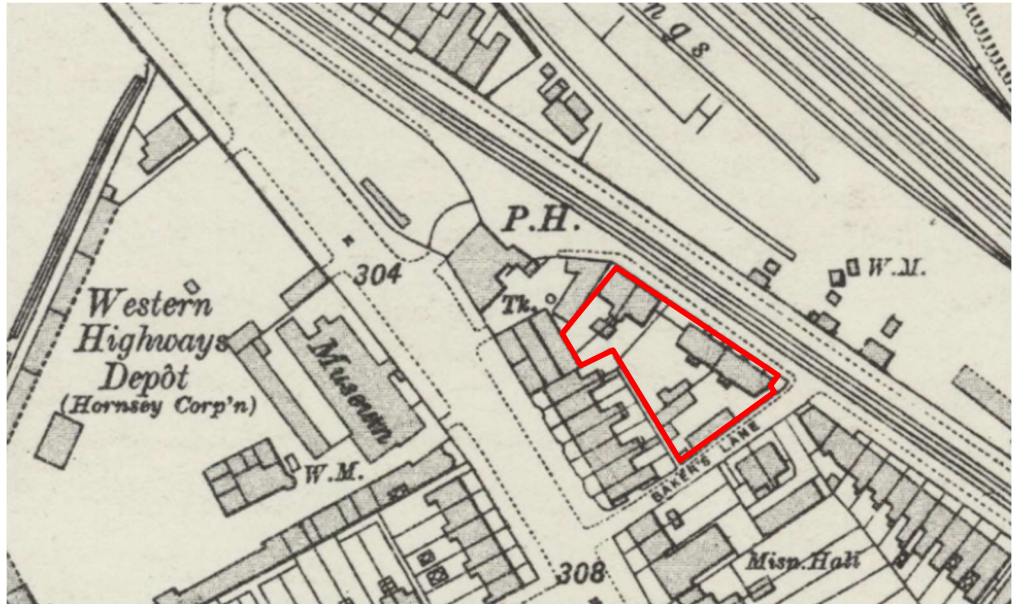


Figure 7: The Site (indicative) and environs c. 1910

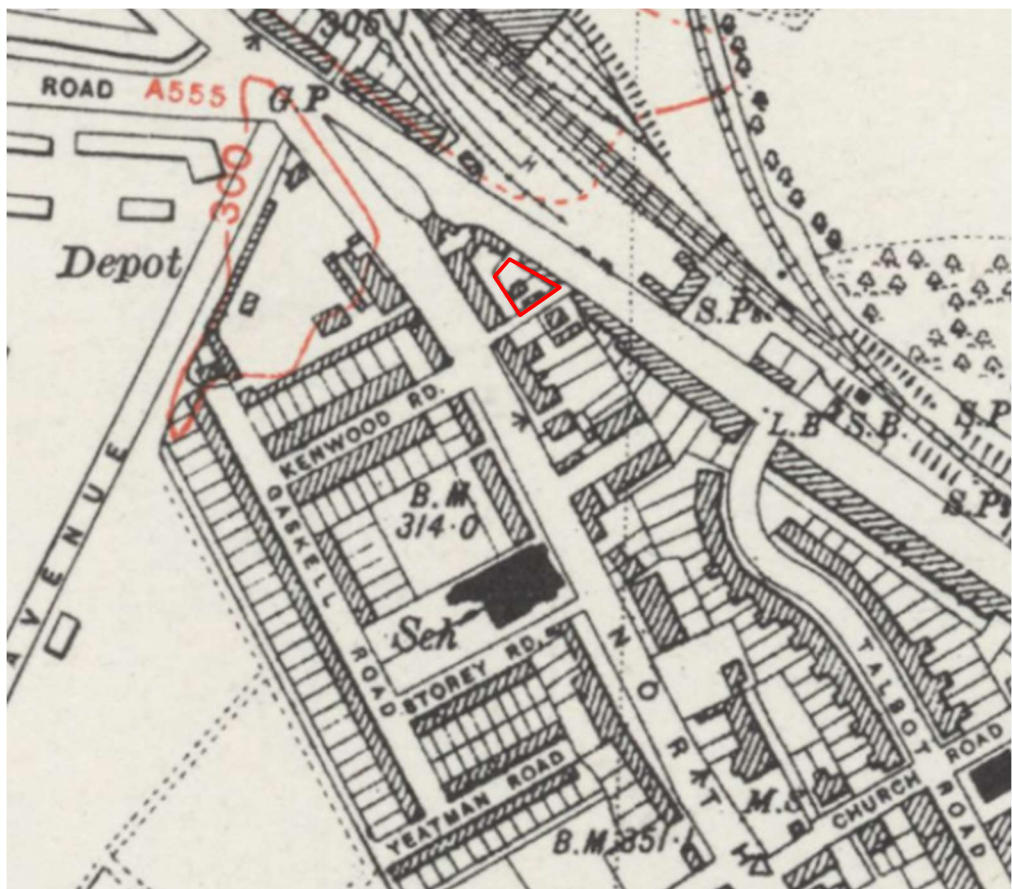


Figure 8: The Site (indicative) and environs c.1938

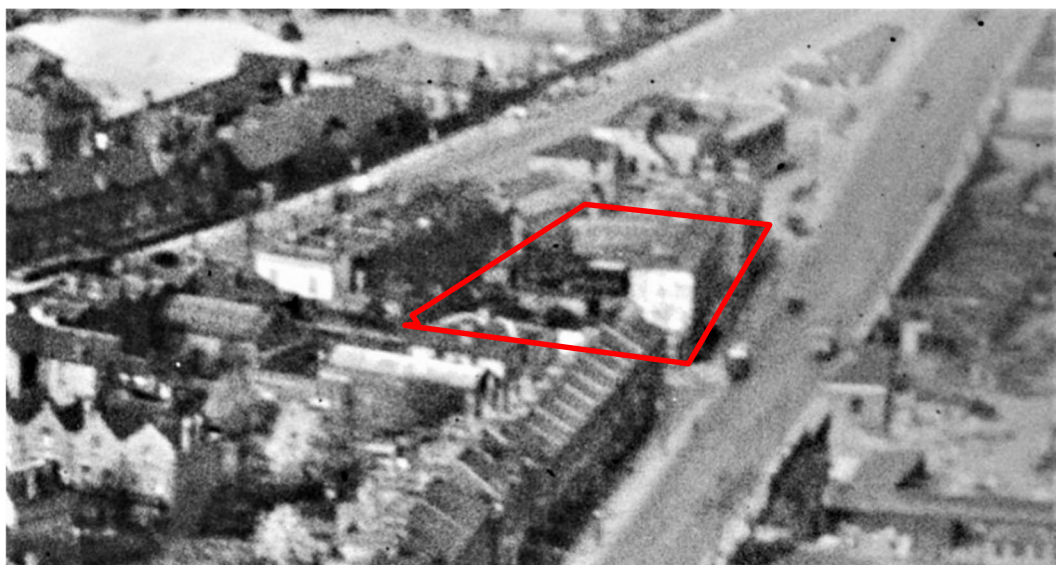


Figure 9: The site and environs, 1938

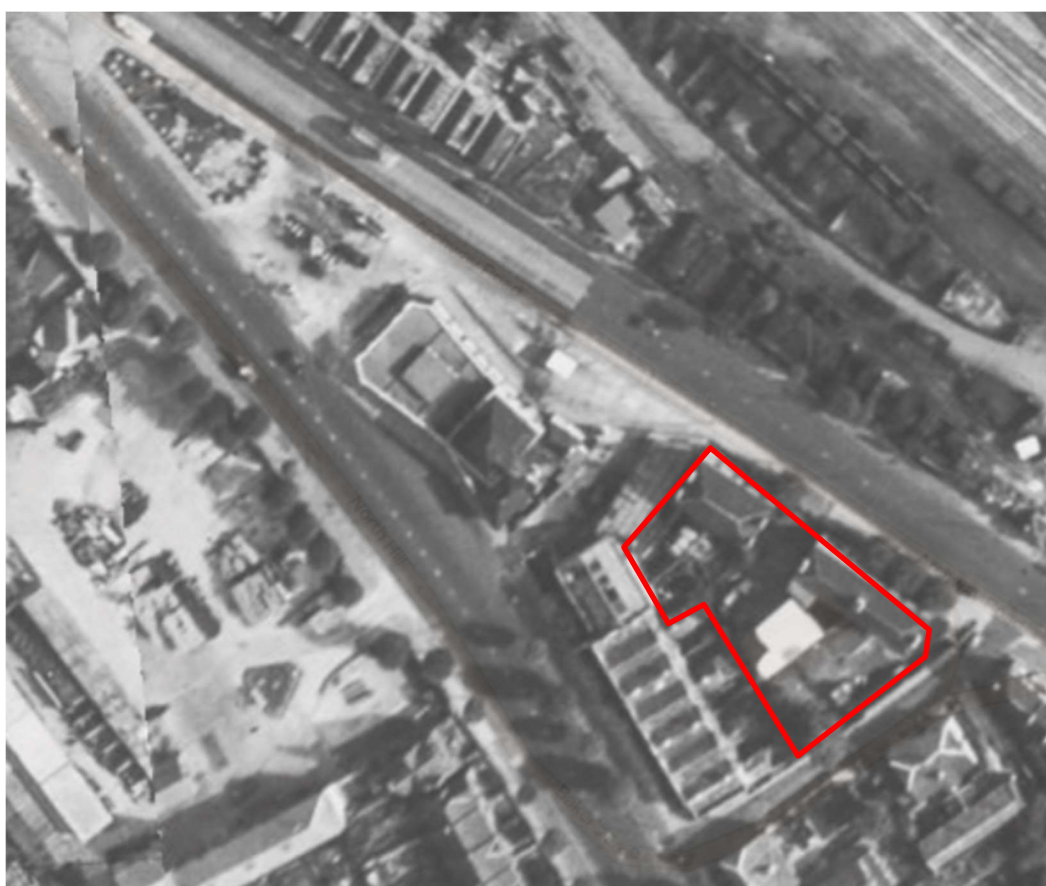


Figure 10: The Site (indicative) and environs, c.1945

Post war period

- 2.21 By 1950, the earlier villas on the site had been extended (fig. 11¹⁵) and it was in one of those houses - 507 Archway Road - that singer, Sir Rod Stewart was born in January 1945. The family are recorded as living above their newsagent shop and a having a builders' yard to the rear so certainly by the mid-20th century these large residences had been converted to have retail premises at ground floor. This part of Archway Road was decidedly commercial in nature. To the north of the triangle a bomb shelter from the Second World War is marked.



Figure 11: The Site (indicative) and environs c.1950

- 2.22 As noted above, the Archway Road Project caused a blight upon the area around the site for the best part of 30 years. This condition was most likely a driver for the demolition, c.1988, of the 19th century houses on the site as well as the Wellington Inn and Hotel. These were replaced with the Wellington Service Station and the car wash premises which now occupies the site.

¹⁵ OS TQ2788 – A Surveyed: 1950, Published: 1952

3 The heritage and townscape context of the site

Introduction

- 3.1 The heritage context of the site has been established through a search of the Greater London Historic Environment Record (GLHER), the National Heritage List for England and resources provided by the London Borough of Haringey, as well as other relevant archives and sources.
- 3.2 In order to establish the heritage baseline, a search was undertaken to identify above ground heritage assets within c.500m of the centre of the site. Given the existing topography and townscape character, it was judged that this would be an appropriate area to examine.

Conservation areas

- 3.3 The site is located within the Highgate Conservation Area, at its northern edge, in sub-area 3 (fig. 12). The Conservation Area was designated in 1967 and extended in 1990, to include the Archway, Milton's and Shepherd's Hill sub-areas. The LB Haringey published the Highgate Conservation Area Character Appraisal and Management Plan in December 2013.

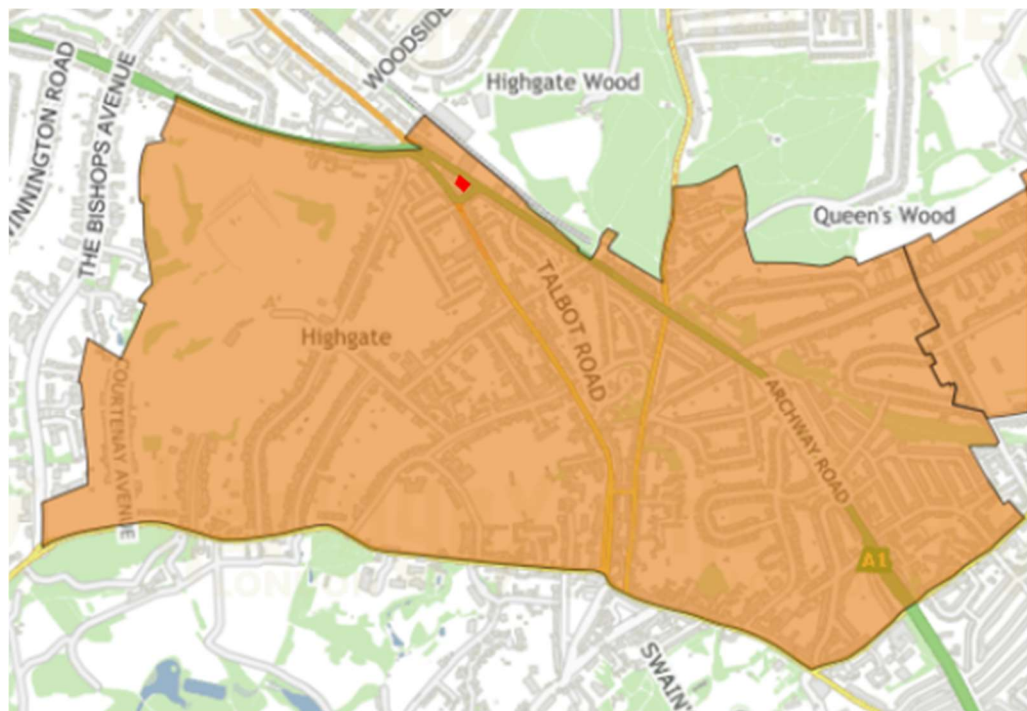


Figure 12: Highgate Conservation Area, Site indicated in red

- 3.4 Highgate Conservation Area is extensive and falls within two London Boroughs: Haringey and Camden. Its character is defined by the relationship of its historic pattern of development, concentrated on the historic village centre; its high percentage of buildings of architectural merit; its extensive green spaces (including Highgate Wood); and its topography which at height affords distant views across London. The village itself is a fine-grained traditional settlement crowning one of the twin hills of north London with the High Street being characterised by small scale terraced houses and traditional shop frontages dating from the 17th to 19th centuries. Away from the busy boundary roads, Highgate's high quality residential areas provide good examples of planned development of various periods including developments by 20th century architects such as Berthold Lubetkin. The conservation area is enhanced by a wealth of open spaces including Highgate Wood, Queens Wood and Highgate Cemetery. Within the Haringey constituent, Highgate Bowl and Highgate Golf Course are major open spaces that provide a marked contrast to the finer-grained urban development around them.
- 3.5 Sub area 3, 'Archway Road', is dominated by the eponymous heavily trafficked A-road. The sub-area does in fact make-up the most extensive area of the Highgate Conservation Area and consists, in the main of late Victorian and Edwardian houses and retail parades which combine shops with flats over. Detailing varies across the building types, which are mainly semi-detached houses and terraces, however they employ a similar set of materials and detailing common to many London suburbs – that includes red brick, red roof tiles, bay windows, stuccoed parapets and rendered quoins – all of which help to create a coherent streetscape.
- 3.6 In terms of topography, Archway Road, forming the eastern boundary of the sub area rises moderately from the junction with Cromwell Avenue to a shoulder at the junction with Southwood Lane. From here it falls less steeply towards Bacons Lane. West of Archway Road the land again rises steeply towards the Highgate Ridge
- 3.7 Much of the land east of Archway Road, between Shepherds Hill to opposite the Talbot Road junction is heavily wooded thus ameliorating, to some extent, the impact of the traffic on the neighbourhood and making a highly positive contribution to the

neighbourhood's overall environment. To the west are well kept residential streets with generous gardens.

- 3.8 Archway Road has some important and unusual historical buildings of the late 19th century including the former St Augustine's Church which is home to Jacksons Lane Community Centre (GII) and the Grade II listed villa at 225 Archway Road. There are designated locally important views around Cromwell Avenue and Southwood Avenue looking east. There are also a number of Locally Listed buildings and positive contributors in and around the sub-area.
- 3.9 The large volume of heavy traffic and prolonged uncertainty about the future development of the Archway Road, has resulted in a low quality environment and streetscape and many shops and properties have a neglected appearance with a proportion of shops being empty. Detracting features include the general low quality public realm, empty retail units, loss of architectural details, uPVC windows, poorly maintained facades and so on.
- 3.10 The site, although not mentioned within the conservation area appraisal, could legitimately be placed within the list of detracting elements. The nature of its open yard, its anomalous business use and poor street presence creates a negative space in townscape terms, and in its unkempt state, clearly detracts from the character and appearance of the conservation area and the setting of the nearby listed and locally listed buildings.
- 3.11 Sub Area 1 'Highgate Village' encompasses North Hill and extends as far as the rear of the site. North Hill is an old established road and home to a number of listed and Locally Listed buildings. Nos. 82 to 86 (even) North Hill are a late 18th century trio of Grade II listed terraced houses of yellow stock bricks whilst Nos. 88 and 90 are a locally listed stucco-fronted semi-detached pair from the early 19th century. Numbers 96 to 108, to the rear of the site, form a terrace of two-storey early 19th century cottages, rare survivors which contribute in a very positive manner to the character of this part of the Highgate Conservation Area. Adjacent to these is the Esso petrol station, a considerable detracting element at the gateway to the conservation area. North Hill road carries two bus routes and its junction with Bakers Lane is part of a busy gyratory system. The resulting heavy traffic detracts from North Hill and this part of the Conservation Area as a whole.
- 3.12 Sub-area 6 'Gaskell Road' covers the northern end of North Hill nearest the site comprising the Gaskell estate, a well preserved

group of streets laid out in the early 20th century with a unified design and layout and Toyne Way, a small development of council housing built by Haringey in the 1970s. The area is a very good example of a successful and well designed estate of social housing which has kept its character virtually unaltered.

Listed buildings

- 3.13 Buildings and structures are listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for their special architectural or historic interest.
- 3.14 There are no listed buildings on the site.

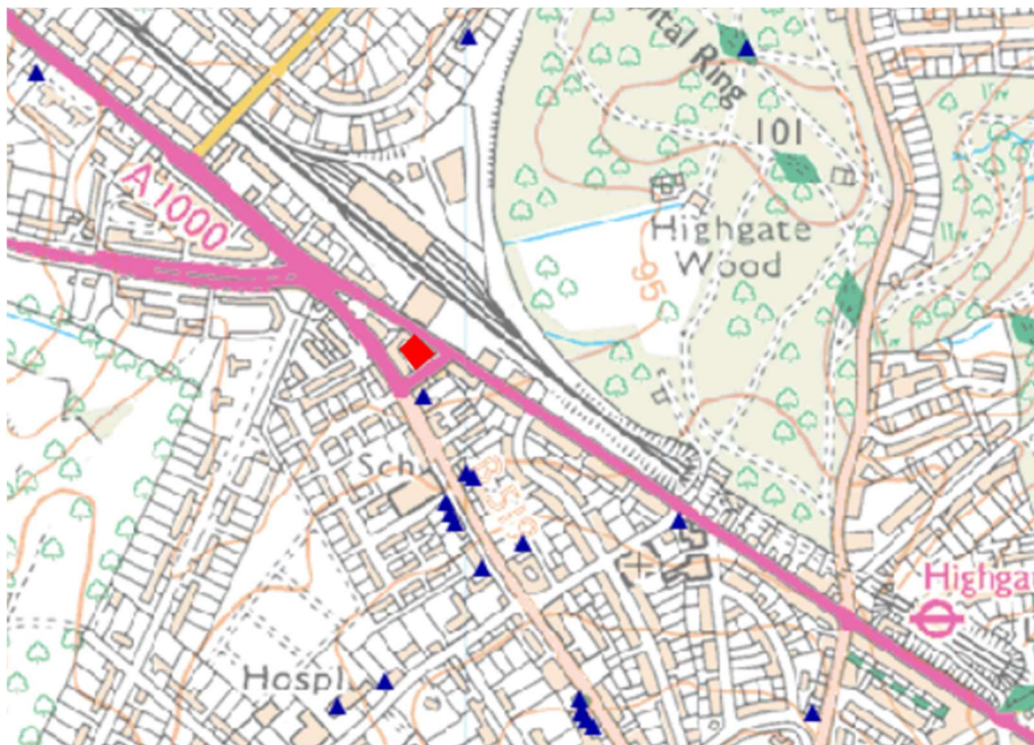


Figure 13: Listed buildings ▲ within c.500m of the site (indicated in red)

- 3.15 There are a number of listed buildings, all Grade II, within c.500m of the site (fig. 13). These are late 18th to mid-19th century residential properties and street furniture:
- Great North Road: Blenheim Lodge;
 - North Hill: 60, 43/45, 47 & 49, 50-54, 51, 53 & 55, 57 (North Hill House), 62 & 64, 82-86, 109-119, 131, 133-139, 141 & 143;
 - Lanchester Road: 49;

- Southwood Lane: 123/125;
- View Road: 9, 15;
- Church Road Cattle Trough and Highgate Wood Drinking Fountain.

Non-designated heritage assets

- 3.16 National Planning Policy Guidance defines a 'non-designated heritage assets' as buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets.
- 3.17 Haringey defines a 'non-designated heritage asset' as a building, structure or designed space which is deemed by the local authority to be of local architectural or historic interest and formally placed upon its Local List.¹⁶
- 3.18 The following locally listed buildings fall within c.100m of the site are included in Haringey's Local Heritage List: Consultation Draft (2021):
- North Hill: Nos. 88 & 90, 123 and 125, 159 to 177;
 - Aylmer Road: Aylmer Court, Manor Court, Whittington Court.

Heritage landscape

- 3.19 Highgate Wood is a 28ha Ancient Woodland, located in the LB Haringey. Muswell Hill Road forms the eastern boundary of the Wood and separates it from Queen's Wood to the east. To the south and south west the Wood is bordered by the back gardens of properties on the Archway Road and the London Underground Storage Line. Properties on Lanchester Road, Woodside Avenue and Holt Close form the Wood's northern boundary.
- 3.20 Highgate Wood was acquired by the Corporation of London in 1886 from the Ecclesiastical Commissioners under the Highgate and Kilburn Open Spaces Act 1886. It was publicly dedicated as 'an open space for ever' in October 1886 by Lord Mayor, Sir John Staples. Highgate Wood continues to be owned and managed by the City of London Corporation through the

¹⁶ LB Haringey Local List, online: www.Haringey.gov.uk/local-list

Hampstead Heath, Highgate Wood and Queen's Park Management Committee.

- 3.21 Highgate Wood (excluding the sports ground) is designated as Ancient Woodland and Ancient Semi Natural Woodland on the National Inventory of Ancient Woodlands, which is maintained by Natural England; and a locally designated Ecologically Valuable Site (Metropolitan Importance), Historic Park, Area of Archaeological Importance and Metropolitan Open Land.

Heritage significance

Assessing heritage significance: concepts and terminology

- 3.22 Listed buildings and conservation areas are 'designated heritage assets', as defined by the National Planning Policy Framework (the NPPF). Other buildings and structures identified as having heritage significance can be considered as 'non-designated heritage assets', and this includes locally listed buildings.
- 3.23 Heritage 'significance' is defined in the NPPF 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'.
- 3.24 The Historic England 'Historic Environment Good Practice Advice in Planning Note 2' puts it slightly differently – as 'the sum of its architectural, historic, artistic or archaeological interest'.
- 3.25 'Conservation Principles, Policies and Guidance for the sustainable management of the historic environment' (English Heritage, 2008) describes a number of 'heritage values' that may be present in a 'significant place'. These are evidential, historical, aesthetic and communal value.
- 'Architectural interest', 'artistic interest' or 'aesthetic value'*
- 3.26 The NPPF describes how a building may have 'architectural' and 'artistic interest' in varying degrees. 'Conservation Principles' applies the term 'aesthetic value'. In respect of design, 'Conservation Principles' says that 'design value... embraces composition (form, proportions, massing, silhouette, views and vistas, circulation) and usually materials or planting, decoration or detailing, and craftsmanship'.

3.27 The present buildings on the site - a collection of modern, low, open-fronted brick sheds with corrugated roofs which form the car wash premises along with a red brick perimeter wall - have no architectural interest or value.

3.28 The site's surroundings do however possess architectural interest to varying degrees and this is represented most clearly in the heritage assets located closest to the site, c.50m to the south: Nos. 82-86, North Hill, a late-18th century terrace of three, three storey houses which are Grade II listed and the Locally Listed Nos. 88 & 90 North Hill, two, two storey early 19th century cottages.

'Historic interest' or 'Historical value' and 'Evidential value'

3.29 The buildings on the site have no historical significance. The site represents the erasure of a part of the historic 19th century city which had still been legible until the 1980s.

3.30 The site's surroundings do possess historic interest by virtue of the area's significance as a part of the northern expansion of London during the late 18th century, the underlying urban grain, and the historical value of surviving heritage assets (Listed and Locally Listed buildings as noted above).

3.31 In terms of Historic England's 'Conservation Principles', the site and its surroundings provide us with '*evidence about past human activity*'. By means of their fabric, design and appearance they are a physical record of social and economic change and lifestyles, telling the story of how the area evolved over an extended period of time and evidencing the overlaying of later development onto the greenfield sites that surrounded 18th century London.

Townscape character and significance

3.32 The site is located at a key junction on an historically significant route into London and the whole island site is, therefore, significant in townscape terms. The townscape in the vicinity of the site is dominated and defined by the Archway Road, described Pevsner as 'an uncomfortably busy route taking the A1 in to the city'.¹⁷

3.33 Archway Road is long, almost 2.5km in length, and largely residential in nature. Its built environment is characterised by late Victorian and Edwardian terraces and retail parades and

¹⁷ Cherry, B. & Pevsner, N. (1998) The buildings of England: North.

dominated at its southern end by the high, screening walls of the Archway cutting and the road's safety barriers.

- 3.34 Approaching the site from the south, from the junction of Church Road, the eastern side of Archway Road is dominated by the green scrubby land adjacent to the railway lines which form a buffer between the road and Highgate Wood. On the western side, sturdy terraces of Edwardian houses give way at the junction with Talbot Road to a less homogenised character with Edwardian terraces being interspersed with late-Victorian double-fronted houses, many open to the street with hard standing for parking rather than front gardens. Towards the junction with Bakers Lane are smaller two-storey late-19th century terraced houses. On the eastern side, low rise industrial sheds and builders yards echo the earlier brickfields that were here.
- 3.35 Wellington Junction and its open petrol station forecourt creates a less than fitting marker of the northern extent of the Highgate Conservation Area. East of the junction, a terrace of large, late-19th century houses fronts the railway sidings and Highgate Wood beyond. To the north of the Junction, Falloden Way takes over as the A1 and Archway Road segues into the Great North Road which reverts to a more suburban nature of well-kept homes situated behind large front gardens. To the west of the junction, is the low-rise 1970s council housing development around Toyne Way and to its north, early 20th century blocks of flats mark the corner with Falloden Way. The Highgate Golf club lies behind. Despite the open green spaces in its hinterland, Archway Road never loses its sense of intense urbanisation.
- 3.36 The character of the site itself is very different from the 'predominantly red brick Victorian shops with flats above' described as the general character of Archway Road in the Highgate Conservation Area appraisal. It is also clearly different from the townscape and which creates the ethos of the extensive conservation area. Heavily impacted by its situation between the A1 and the railway infrastructure, the site has a liminal nature, bearing no relationship to the core residential development around it and clearly still suffering from the blight of the ill-fated road widening scheme of the 1960s.
- 3.37 The site's immediate surroundings are a mixture of residential and commercial. The much older North Hill being characterised with two and three storey, brick built, 19th century houses (numbers 82-86 are listed) including the terrace of 7, two-

storey 19th century houses on the western side of the site. On the south side of Bakers Lane is a low rise modern extension to an older building facing onto North Hill. Opposite, on the north eastern side of Archway Road, are low-rise commercial sheds and a large builders' merchant.

Summary

- 3.38 The site is located within the Highgate Conservation Area and whilst it holds no heritage significance in itself, it holds high townscape significance by virtue of its location at a major road junction.
- 3.39 The site is anomalous with the prevailing character of this very large conservation area – which is verdant, residential and home to high quality and historically significant buildings – and is, in its present form, a detracting element within the conservation area.
- 3.40 The site falls within the setting of a number of listed and locally listed buildings, mainly situated along North Hill although few of these will have any meaningful intervisibility with the site.

4 The legislative, policy and guidance context

Introduction

4.1 This section of the report briefly sets out the range of national and local policy and guidance relevant to the consideration of change in the historic built environment.

4.2 Section 6 demonstrates how the proposed scheme complies with statute, policy and guidance. Not all the guidance set out in this section is analysed in this manner in Section 6: some of the guidance set out below has served as a means of analysing or assessing the existing site and its surrounding, and in reaching conclusions about the effect of the proposed development.

The Planning (Listed Buildings and Conservation Areas) Act 1990

4.3 The legislation governing listed buildings and conservation areas is the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act'). The following sections are relevant in this case:

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

Section 72(1): with respect to any buildings or other land in a conservation area, decision makers are directed that 'special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area'.

The National Planning Policy Framework

4.4 The National Planning Policy Framework (NPPF) was first published in 2012 with the most recent update being published on 12 December 2024.¹⁸

¹⁸ First published on 27 March 2012 and subsequently updated, most recently on 12 December 2024. Ministry for Housing, Communities and Local Government (2024) *National Planning Policy Framework*. Online: www.gov.uk/guidance/national-planning-policy-framework

- 4.5 Chapter 12 of the National Planning Policy Framework, 'Achieving well-designed places', deals with design. It begins:
- 'The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process' (paragraph 131).'
- 4.6 Paragraph 135 sets out a series of expectations regarding design quality and advises that 'planning policies and decisions should ensure that developments:
- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
 - c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
 - d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
 - e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
 - f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.'
- 4.7 Chapter 16 of the National Planning Policy Framework: 'Conserving and enhancing the historic environment' deals with Heritage Assets describing them as 'an irreplaceable resource' that '*should be conserved in a manner appropriate to their*

significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations' (paragraph 202).¹⁹

- 4.8 Paragraphs 203-206 discuss the responsibilities of the local authority towards plan making and the historic environment.
- Proposals affecting heritage assets
- 4.9 Paragraph 207 brings the NPPF in line with statute and case law on listed buildings and conservation areas. It says that:
- ‘In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance.’
- 4.10 In terms of the local authority, paragraph 208 requires that they:
- ‘identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.’
- 4.11 Further: ‘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’ (paragraph 209).
- 4.12 Paragraph 210 says that ‘In determining applications, local planning authorities should take account of:
- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

¹⁹ The policies set out in this chapter relate, as applicable, to the heritage-related consent regimes for which local planning authorities are responsible under the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as to plan-making and decision-making.

- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.’

- 4.13 Paragraph 211 adds ‘in considering any applications to remove or alter a historic statue, plaque, memorial or monument (whether listed or not), local planning authorities should have regard to the importance of their retention in situ and, where appropriate, of explaining their historic and social context rather than removal’.

Considering potential impacts

- 4.14 Paragraph 212 advises local planning authorities 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.’
- 4.15 Paragraph 213 continues: ‘Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:
- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
 - b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.’²⁰
- 4.16 In terms of proposed development that will lead to substantial harm to (or total loss of significance of) a designated heritage asset, paragraph 214 states that ‘local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial

²⁰ Non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.

public benefits that outweigh that harm or loss, or all of the following apply:

(a) the nature of the heritage asset prevents all reasonable uses of the site; and

(b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and

(c) conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and

(d) the harm or loss is outweighed by the benefit of bringing the site back into use.'

- 4.17 It continues 'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use' (paragraph 215).
- 4.18 In considering the effect of an application on the significance of a non-designated heritage asset the local authority should employ a 'balanced judgement' in regard to the scale of any harm or loss and the significance of the heritage asset (paragraph 216).
- 4.19 Paragraph 217 requires that 'Local planning authorities should not permit the 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'.
- 4.20 Where a heritage asset is to be lost, the developer will be required to 'record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible' (paragraph 218).²¹
- 4.21 In terms of development within the setting of heritage assets, paragraph 219, advises 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. Proposals that preserve those elements of the

²¹ Copies of evidence should be deposited with the relevant historic environment record, and any archives with a local museum or other public depository.

setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably’.

- 4.22 It goes on however that ‘Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. 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 214 or less than substantial harm under paragraph 215, 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’ (paragraph 220).
- 4.23 Finally, paragraph 221 requires that the onus will be on local planning authorities to ‘assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies’.
- 4.24 The setting of a heritage asset is defined in the NPPF as:
 ‘The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral’.²²

Planning Practice Guidance

- 4.25 Planning Practice Guidance²³ provides streamlined guidance for the National Planning Policy Framework and the planning system. It includes guidance on matters relating to protecting the historic environment in the section entitled ‘Conserving and Enhancing the Historic Environment’. It is subdivided into sections giving specific advice in the following areas:
- Overview: historic environment
 - Plan making: historic environment
 - Decision-taking: historic environment
 - Designated heritage assets

²² <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

²³ Ministry of Housing, Communities and Local Government, Online: www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment

- Non-designated heritage assets
- Heritage Consent Processes and
- Consultation and notification requirements for heritage related applications.

4.26 PPG discusses the setting of heritage assets as follows:

‘The setting of a heritage asset is defined in the Glossary of the National Planning Policy Framework.

All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not. The setting of a heritage asset and the asset's curtilage may not have the same extent.

The extent and importance of setting is often expressed by reference to the visual relationship between the asset and the Proposed scheme and associated visual/physical considerations. Although views of or from an asset will play an important part in the assessment of impacts on setting, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust, smell and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting. The contribution may vary over time.

When assessing any application which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset's significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation.’

Historic England's Planning Advice²⁴

Good Practice Advice

4.27 The guidance provide 'information on good practice to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the National Planning Practice Guide (PPG)'.

4.28 These notes are:

- GPA 1: The Historic Environment in Local Plans (2015);
- GPA 2: Managing Significance in Decision-Taking in the Historic Environment (2015);
- GPA 3: The Setting of Heritage Assets (2nd ed., 2017);
- GPA 4: Enabling development and heritage assets (2020).

GPA 3: The Setting of Heritage Assets

4.29 This note provides guidance regarding the setting of heritage assets and how to assess the effect of change on that setting.

4.30 The guidance echoes the definition of 'setting' in the NPPF as 'the surroundings in which [the asset] is experienced' and continues: 'its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral'.

4.31 The guidance provides, at Paragraph 12, a step-by-step methodology for identifying setting, its contribution to the significance of a heritage asset, and the assessment of the effect of proposed scheme on that significance.

- Step 1: identify which heritage assets and their settings are affected;
- Step 2: assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s);

²⁴ Historic England, *The Planning System*, Online: historicengland.org.uk/advice/planning/planning-system

- Step 3: assess the effects of the Proposed Development, whether beneficial or harmful, on that significance;
- Step 4: explore the way to maximise enhancement and avoid or minimise harm;
- Step 5: make and document the decision and monitor outcomes.

4.32 The document then sets out how the step-by-step methodology is used and considers each step in more detail.

Historic England Advice Notes

4.33 This set of advice notes covers various planning topics in more detail and at a more practical level.²⁵ The documents most relevant to the proposed scheme are:

4.34 The documents most relevant to the proposed scheme is

- HEAN 1 - Conservation Areas;
- HEAN 12- Statements of Heritage Significance: Analysing Significance in Heritage Assets.

Conservation Principles, Policies and Guidance for the sustainable management of the historic environment

4.35 This document²⁶ has been referred to in Section 3 of this report. Its stated aim is primarily to help English Heritage – now Historic England - to ensure consistency of approach in carrying out their role as the Government’s statutory advisor on the historic environment in England.

The London Plan

4.36 The London Plan 2021 was adopted in March 2021. It is the overall strategic plan for London, and sets out an integrated economic, environmental, transport and social framework for the development of the city over the next 20-25 years

4.37 Chapter 3 ‘Design’ deals with overarching themes in relation to design in the built environment and provides a range of policies concerning the design of new development in London. Policy D3 ‘Optimising site capacity through the design-led approach’ requires that development proposals should:

²⁵ Historic England Advice Notes: historicengland.org.uk/advice/planning/planning-system

²⁶ English Heritage (2008) *Conservation principles, policies and guidance for the sustainable management of the historic environment*.

‘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.’ Further that proposals 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.’

4.38 Policy D4 ‘Delivering good design’ expounds upon the upon the procedures which will be used to oversee this ambition.

4.39 Section C (1) requires that development proposals address ‘Visual Impacts’ as follows:

a) the views of buildings from different distances:

i. long-range views – these require attention to be paid to the design of the top of the building. It should make a positive contribution to the existing and emerging skyline and not adversely affect local or strategic views

ii. mid-range views from the surrounding neighbourhood – particular attention should be paid to the form and proportions of the building. It should make a positive contribution to the local townscape in terms of legibility, proportions and materiality

iii. immediate views from the surrounding streets – attention should be paid to the base of the building. It should have a direct relationship with the street, maintaining the pedestrian scale, character and vitality of the street. Where the edges of the site are adjacent to buildings of significantly lower height or parks and other open spaces there should be an appropriate transition in scale between the tall building and its surrounding context to protect amenity or privacy.

b) whether part of a group or stand-alone, tall buildings should reinforce the spatial hierarchy of the local and wider context and aid legibility and wayfinding

c) architectural quality and materials should be of an exemplary standard to ensure that the appearance and architectural integrity of the building is maintained through its lifespan

d) proposals should take account of, and avoid harm to, the significance of London’s heritage assets and their settings.

Proposals resulting in harm will require clear and convincing justification, demonstrating that alternatives have been explored and that there are clear public benefits that outweigh that harm. The buildings should positively contribute to the character of the area

e) buildings in the setting of a World Heritage Site must preserve, and not harm, the Outstanding Universal Value of the World Heritage Site, and the ability to appreciate it

f) buildings near the River Thames, particularly in the Thames Policy Area, should protect and enhance the open quality of the river and the riverside public realm, including views, and not contribute to a canyon effect along the river g) buildings should not cause adverse reflected glare

h) buildings should be designed to minimise light pollution from internal and external lighting.'

4.40 Chapter 7 'Heritage and Culture' defines 'Heritage significance' (para 7.1.7) as

'the archaeological, architectural, artistic or historic interest of a heritage asset. This may can be represented in many ways, in an asset's visual attributes, such as - form, scale, materials, and architectural detail, design and setting, as well as through historic associations between people and a place, and, where relevant, the historic relationships between heritage assets.' It goes on to say that 'development that affects heritage assets and their settings should respond positively to the assets' significance, local context and character to protect the contribution that settings make to the assets' significance. In particular, consideration will need to be given to mitigating impacts from development that is not sympathetic in terms of scale, materials, details and form'.

4.41 In terms of development proposals, Policy HC1 'Heritage conservation and growth', says that:

'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.'

Haringey's Local Plan

4.42 Haringey's development plan is made up of the Strategic Policies, Development Management Policies, Site Allocations and Tottenham Area Action Plan, alongside the London Plan. The London Borough of Haringey adopted its Strategic Policies and Development Management Plan in July 2017. Work began on drafting a new Local Plan, in November 2020. A draft local plan for further consultation was expected in late 2024.

4.43 Policy DM9: Management of the Historic Environment

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.

Listed and Locally Listed Buildings

F. 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:

- a. Do not lead to substantial harm or total loss of their significance;
- b. Retain and repair existing features and fabric, or, if missing, replace them in a sympathetic manner;
- c. Do not harm the structural integrity or stability of the building or that of adjoining buildings or structures; and
- d. 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.

G. 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.

5 The Proposed Development and its effect

Introduction

- 5.1 This section of the report assesses the Proposed Development and its possible effect upon the heritage significance and townscape character of the surrounding context described earlier in this report.
- 5.2 Pre-application advice was sought from Haringey Council in respect of the proposals and the ongoing evolution of the design in response to this advice is detailed in the Design & Access Statement prepared by MEPK Architects. The scheme has also been reviewed by Haringey's Design Review Panel, and adjusted accordingly. Consultation has also taken place with the Highgate Society and their feedback has been taken into consideration in the final proposal.

The Proposed Development

- 5.3 Planning permission is sought for:
 - 'Redevelopment of existing car-wash site to provide 16 new homes for Council rent comprising a 4-storey apartment building fronting Archway Road, and two 2-storey houses fronting Baker's Lane with associated refuse/recycling and cycle stores, amenity space and landscaping.'
- 5.4 The Proposed Development is fully described in the drawings and Design & Access Statement, and in other application documents.
- 5.5 The proposal will, inevitably, be seen in the setting of some of the heritage assets in the vicinity of the site. The question is not that it can be seen, but the quality of what is actually seen, the architectural design and demeanour of the development, the degree to which its design is respectful or deferential to its neighbours, and so on. Mere visibility does not automatically equate to harm; such a concept or rule does not form any part of the planning system, whether in respect of heritage assets or otherwise. With this in mind, the visual effects of the proposed scheme upon such assets has been tested in a set of three townscapes views, agreed with Haringey Council as below.

Townscape views

- 5.6 Three viewpoints have been chosen to represent key lines of visibility of the Proposed Development in both long and closer views within the local context. The assessment of these views considers how the Proposed Development will affect the elements that make up the townscape. It considers the aesthetic and perceptual aspects of the townscape and its distinctive character, including the character and setting of the Highgate Conservation Area and listed and locally listed buildings; the appropriateness of the site for the Proposed Development; and the character of the proposed design.

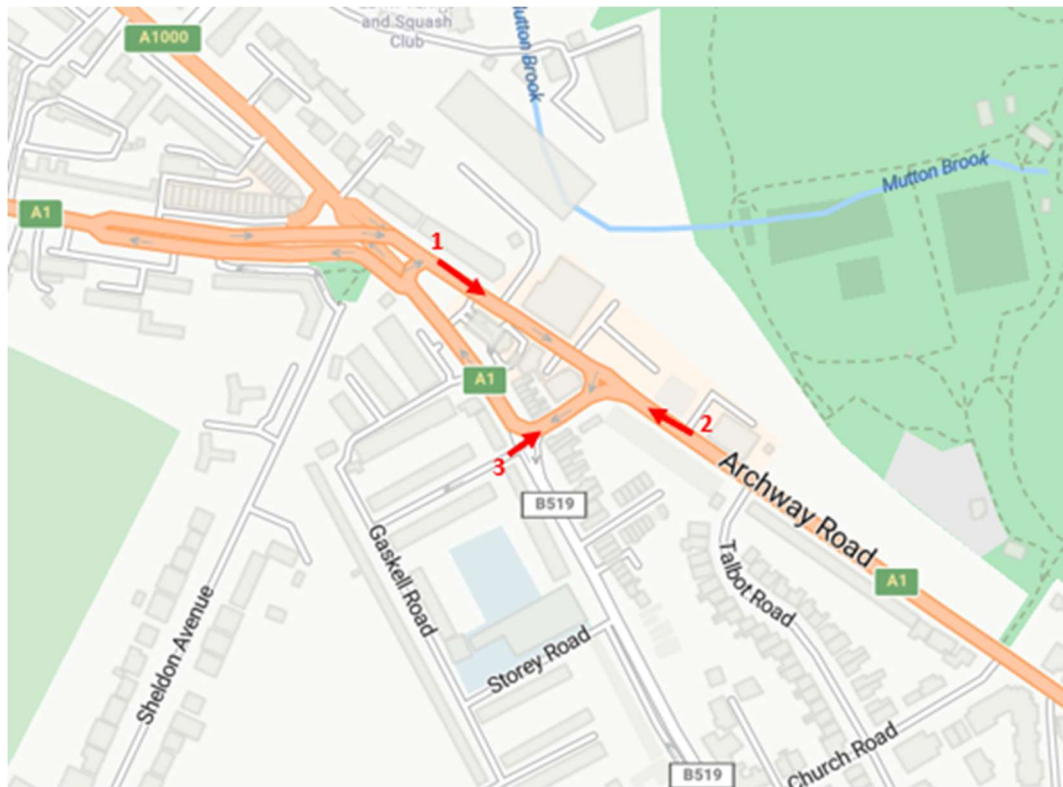


Figure 14: Viewpoints map

View 1: Archway Road looking south east



- 5.1 This view of the Proposed Development is taken from the fringe of the Highgate Conservation Area looking into it. The urban character is clear with Archway Road running through the centre of the image and the Esso petrol station and forecourt dominating the right hand side. To the left are the 3-storey above basement, 19th century terraced houses that run along the north east side of Archway Road, each set back from the pavement behind a small front areas. There is nothing about the existing townscape which speaks of the character of the conservation area (as discussed in Section 2 above).
- 5.2 The Proposed Development can be seen in the centre of the view. It is taller than its surroundings however the low lying Esso garage creates an uncharacteristic break in what is primarily a residential streetscape of 3 to 4 storey buildings. Travelling southwards from the Great North Road or Aylmer Road to join Archway Road the streetscape is one of mainly 3-storey residential development, most of which is executed in red brick. In this context, the 4-storey, red brick, Proposed Development references and respects that precedent.
- 5.3 The slightly angled roof design helps to mitigate its height and the horizontality of the flank fenestration helps to ground the building within its surroundings.

- 5.4 The new building is a clear marker of the important Bakers Lane junction, acting as a way finder on a part of the Archway Road that is bereft of clear landmarks.

View 2: Archway Road looking North West



- 5.5 This view of the Proposed Development is taken within the Highgate Conservation Area. The urban character is clear with Archway Road running through the centre of the image. This is a very ordinary urban scene and again, there is nothing about the existing townscape which speaks of the character of the conservation area.
- 5.6 On the left side of the image is the end of the Victorian terrace which runs as far as Baker's Lane. In the far distance is the red brick Aylmer Parade at the junction of Archway Road, Aylmer Road and the Great North Road.
- 5.7 The Proposed Development can be seen in the centre of the view. It is taller than its surroundings however it represents a clear marker of the important Bakers Lane junction, acting as a way finder on a part of the Archway Road that is bereft of clear landmarks. The 3-storey element on the junction is lower than the ridge line of the Victorian terraced houses opposite so as to allow them to continue to be read much as they are now and the contrasting light coloured fenestration and spandrel panels are a contextual nod to the regular fenestration of those older houses. The low lying Esso garage and the wide open

Wellington Junction create an unusual openness to the north of the site.

- 5.8 Travelling northwards along Archway Road towards the site, it is normal to see a larger building marking important road junctions. This is the case at Southwood Lane with red brick mansion blocks of 4-storeys either side of the junction and at Bishops Road with a part 5/part 7-storey modern block marking the junction. In this context, the Proposed Development references and respects that precedent.

View 3: North Hill looking west along Bakers Lane



- 5.9 This view of the Proposed Development is taken within the Highgate Conservation Area and the glimpses of the 19th century terraces that lie to the south and west of the site speak of the older character of this part of the conservation area. The busy urban character of this junction between Bakers Lane and North Hill with the Archway Road beyond remains clear.
- 5.10 To the left of the view is part of the early 19th century terrace, Nos. 96-108 North Hill which lie to the west of the site. To the right of the view is the locally listed No. 88 North Hill. The trees of Highgate Wood can be seen in the distance rising above the builders yard and railway lines that run parallel with Archway Road.

The Proposed Development is seen in the centre of the view. The two, red brick, 2-storey houses proposed for Bakers Lane

reflect the scale and typology of the older townscape in this part of the conservation area and are a positive and contextually sensitive addition to the townscape. The corner of the building that addresses Bakers Lane and Archway Road is 3-storeys to help the transition to the 4-storey block fronting Archway Road. In this way the building gently steps down towards the more sensitive part of the streetscape.

Effect on heritage significance

- 5.11 The site has no heritage designation so there is no direct effect from the development on any heritage asset.
- 5.12 The site is located within the Highgate Conservation Area therefore there will be an effect upon its character and appearance. This effect is discussed below and is found to be positive.
- 5.13 The site lies within the setting of designated and non-designated heritage assets. The 'setting' of a heritage asset is defined in the NPPF as:

'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'
- 5.14 The site in its present form is assessed as detracting from the setting of the heritage assets discussed in section 2 above. The site represents the erasure of a part of the historic 19th century city which had still been legible until the 1980s. The creation of the Wellington service station and car wash swept this away, depriving the surviving heritage assets of a part of their setting which had aided the legibility of their heritage significance against a broader historic backdrop.
- 5.15 The 1980s development did not replace what it removed - the open nature of the site is at odds with the kind of historic, verdant open space represented by, for instance, Highgate Woods or Waterlow Park – it is an alien feature in a hitherto intact historic townscape, in terms of its void space where built form should exist and which makes it at odds with its context.
- 5.16 It is clear, therefore, that reinstating a missing piece of streetscape, would be a positive and potentially enhancing measure – the restoration of built form to the setting of heritage assets which historically possessed such a built setting.

Clearly any project to develop the site would not sensibly be a simple or pure 'restoration' of a preceding, lost condition, however. That would be neither useful nor necessarily desirable.

- 5.17 The Proposed Development seeks to introduce a highly positive and contextually sensitive building into the context of the Highgate Conservation Area. It will create a general datum of built form broadly consistent with the general scale of the area, albeit with some taller elements. The proposal places the 4-storey element of the scheme on Archway Road, and the lower, 2- and 3-storey elements, on Baker's Lane. This allows the development to step down as it extends into the more characterful part of the conservation area and articulate a successful response to the scale of the houses on North Hill.
- 5.18 A number of design moves have been made to mitigate any adverse effects upon setting of heritage assets that might be claimed in response to the proposal. In its height, materiality and fenestration, the building draws on the character and appearance of the conservation area. Façades of red brick reflect that character whilst contrasting precast concrete detailing provides additional depth to its form by balancing the expressed vertical brick piers. Contrasting glazed brick is introduced to the main entrances reinforcing the historical mansion block references and creating areas of interest at street level. The overall mass of the development is broken down by means of simple glazed frontages to the circulation cores which alleviate the solidness of the masonry bays. The southern gable end picks up on the unusual geometry of the site providing strength and interest at this prominent corner.
- 5.19 It is recognised that the character of London is one of contrasts, of historic and modern buildings, and that modern buildings of high design quality do not necessarily harm the settings of historic assets. This development will represent a change in the setting of the conservation area and other heritage assets - something that is entirely legitimate – and not a diminution. Improving the overall appearance and utility of the site, will lead to an improvement in setting for the nearby listed and locally listed buildings and will not only preserve but will enhance the character and appearance of the surrounding conservation area.
- 5.20 It is reasonable to assess that the proposal for the site will preserve and enhance the setting, character and appearance of

the Highgate Conservation Area including the setting of nearby listed and locally listed buildings.

- 5.21 The Proposed Development, notably, creates a positive context for the potential redevelopment of the petrol station site that, as suggested by the conservation area appraisal, would further significantly improve this key entrance point to the Highgate Conservation Area.

Effect on townscape significance

- 5.22 As has been noted, the townscape significance of the site lies primarily in its location at a key junction on the A1 and as an entry point to the Highgate Conservation Area. It also derives a degree of townscape significance from being part of the setting of designated and non-designated heritage assets.
- 5.23 The present configuration of the site does not make the most of this key location and the result is an underwhelming contribution to townscape.
- 5.24 The proposed heights, massing and appearance of the proposal, although a new element, will be read as an appropriate addition to the townscape, which responds sympathetically to the finer urban grain of the surrounding older townscape, grounding the building within the neighbourhood and offering new streetscapes and vistas. The building will serve as a clear marker of the important Bakers Lane junction, on a part of the Archway Road that is bereft of clear way-finding landmarks.
- 5.25 The Proposed Development will have a positive effect upon townscape significance and quality, adding visual interest and reinforcing the area's historical grain. It will reinforce a sense of place in this part of Archway Road by virtue of its distinctive but contextually appropriate design.

Summary

- 5.26 The site offers itself as a means of meeting various current planning objectives, and in this case the principal objective is to provide an amount of affordable housing in a sustainably designed and contextually appropriate new development. Optimising the site in that way proposed makes sense in urban design and townscape terms; the urban scale of this part of Haringey is varied with buildings of many different scales, ages and styles, co-existing in the area around the site.
- 5.27 The conclusion of that assessment is that the effect of the Proposed Development upon the character and appearance of

the Highgate Conservation Area and on the setting of other nearby heritage assets will be positive and enhancing. Their heritage significance is safeguarded, sustained and enhanced. The character and appearance of the conservation area will be preserved and enhanced.

- 5.28 The effect upon the setting of built heritage assets further from the site will be neutral, given the lack of intervisibility and/or the degree of separation from the site in terms of distance, and their heritage significance will thus be similarly safeguarded and sustained (by having no effect).
- 5.29 The Proposed Development will have a positive effect upon townscape significance and quality, adding visual interest and reinforcing the area's historical grain. It will reinforce a sense of place in this part of Archway Road by virtue of its distinctive but contextually appropriate design.

6 Compliance with policy and guidance

Introduction

- 6.1 This report has provided a detailed description and analysis of the heritage and townscape significance of the site and its context and has described how the proposed scheme would affect that heritage and townscape significance.

The Planning (Listed Buildings and Conservation Areas) Act 1990

- 6.2 The conclusion of our assessment, contained in previous sections in this report, is that the proposed works preserve the special architectural and historic interest of nearby listed buildings by preserving their setting and the character and appearance of the Highgate Conservation Area. The proposed development thus complies with Sections 66(1) and S.72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

The National Planning Policy Framework

Design

- 6.3 The Proposed Development would be wholly consistent with Chapter 12 of the NPPF 'Achieving well-designed places'. It is a good example of a design which 'will function well and add to the overall quality of the area' and be 'sympathetic to local character and history, including the surrounding built environment while not preventing or discouraging appropriate innovation or change (such as increased densities);' as sought by Paragraph 135 of the NPPF. It will 'establish or maintain a strong sense of place' and 'optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development'.

Specific requirements of the NPPF in respect of heritage assets

- 6.4 This report has referred to and used a detailed description and analysis of the significance of the site and its heritage context, as required by Paragraph 207 of the National Planning Policy Framework.
- 6.5 The proposal satisfies paragraph 210 in making a sustainable and positive contribution to the community and economic vitality of this part of Haringey as well as a positive contribution to local character and distinctiveness.

6.6 The Proposed Development is a good example of what is sought by Paragraph 219 of the NPPF in that it would represent a *‘new development within Conservation Areas ...and within the setting of heritage assets [which will] enhance or better reveal their significance’* and will *‘preserve those elements of the setting that make a positive contribution to the asset’*.

6.7 In summary, the Proposed Development very definitely strikes the balance suggested by the NPPF – it intervenes in the Highgate Conservation Area in a manner commensurate to its special interest and heritage significance and certainly preserves and enhances that interest.

The level and nature of ‘harm’ caused by The Proposed Development

6.8 Having concluded that the Proposed Development will preserve and enhance the relevant designated heritage assets, we now consider whether harm – in the sense used by the National Planning Policy Framework – is caused to heritage assets.

6.9 As outlined in Section 4, the NPPF identifies two levels of potential ‘harm’ that might be caused to a heritage asset by a development: ‘substantial harm (or total loss of significance)’ or ‘less than substantial’ harm. Both levels of harm must be caused to a designated heritage asset – in this instance the Highgate Conservation Area. Harm to non-designated heritage assets is not allocated a level.

6.10 The only potential for ‘substantial harm’ (NPPF para. 214 of the NPPF) would be if the Proposed Development caused the loss of something central to the special interest of the conservation area. The proposal evidently does not give rise to this level of harm.

6.11 Similarly, we also do not believe that any ‘less than substantial harm’ (NPPF para. 215) to the conservation area or setting of listed buildings is caused by the scheme.

6.12 If harm is assessed it can only be credibly assessed as being at the lower end of the spectrum of less than substantial harm. If that is the case, the substantial public benefits flowing from the Proposed Development would clearly outweigh that low level of less than substantial harm, thus fully satisfying the NPPF.

Historic England guidance on the setting of heritage assets

6.13 In completing our assessment, we have followed the step-by-step methodology provided in Historic England’s Historic

Environment Good Practice Advice in Planning Note 3 which is addressed as follows:

- Step 1: identify which heritage assets and their settings are affected:
This is done in Section 2 and 3 of this report.
- Step 2: assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s):
This is discussed in Section 3.
- Step 3: assess the effects of the Proposed Development, whether beneficial or harmful, on that significance:
This is undertaken in Sections 5 and 6 of this report.
- Step 4: explore the way to maximise enhancement and avoid or minimise harm:
This formed part of the design process and pre-application discussions with the local planning authority, QRP and local amenity groups, and the design evolved in response to that advice.
- Step 5: make and document the decision and monitor outcomes:
The submission documents, in particular the Design & Access Statement and this Heritage, Townscape and Visual Impact Statement record the scheme as amended following design development prior to and during an application for planning permission being made.

The London Plan

- 6.14 The proposed scheme would be consistent with the London Plan and fully complies with its Design (Chapter 3) and Heritage (Chapter 7) policies.
- 6.15 The proposed scheme will be of the highest architectural quality and responds to Policy D3 '*Optimising site capacity through the design-led approach*' by '*positively responding to local distinctiveness and successfully responding to the existing character of the place and in that respects, enhances and utilises the heritage assets and architectural features that contribute towards the local character.*'

- 6.16 It would also be consistent with Policy HC1 Heritage Conservation and Growth in that the applicants have sought to identify, understand and conserve the historic environment and the proposals clearly conserve the significance of nearby heritage assets, and their settings, by being *'sympathetic to their significance and appreciation within their surroundings'*.

Haringey's Local Plan

- 6.17 The proposal fully respects and comply with the LB Haringey's' policy DM9 in relation to Heritage. The development is a high quality design that respects local context and character and will preserve and enhance the character and appearance of the Highgate Conservation Area.
- 6.18 This report has shown how the significance of surrounding heritage assets, including any contribution made to their setting, has been taken into consideration in the design of the proposed works thus satisfying Haringey's Planning Guidance in relation to Design.

7 Summary and conclusions

- 7.1 The site, which is owned by Haringey Council, is located at the northern edge of the Highgate Conservation Area at the junction of Archway Road and Bakers Lane and makes up the south eastern portion of a large, triangular-shaped island block bounded by Archway Road, Bakers Lane and North Hill. The site is currently in use as a car wash.
- 7.2 Planning permission is sought for the Proposed Development which comprises of:
- ‘Redevelopment of existing car-wash site to provide 16 new homes for Council rent comprising a 4-storey apartment building fronting Archway Road, and two 2-storey houses fronting Baker’s Lane with associated refuse/recycling and cycle stores, amenity space and landscaping.’
- 7.3 The purpose of this report is to assess the proposals against national and local policies and guidance relating to the historic built environment and architectural and urban design.
- 7.4 The Proposed Development would affect the setting of heritage assets in different ways and with different impacts however we conclude that these impacts will be positive. The character and appearance of the Highgate Conservation Area and the setting of nearby heritage assets will be safeguarded, sustained and enhanced.
- 7.5 The Proposed Development will have a positive effect upon townscape significance and quality, adding visual interest and reinforcing the area’s historical grain. There will be a clear enhancement in the quality of the local townscape via the introduction of a high-quality piece of architectural design that carefully responds to its context, and which is imaginative in its massing, elevational design and use of materials. The new building will reinforce a sense of place in this part of Archway Road by virtue of its distinctive and contextually sensitive design.
- 7.6 The Proposed Development will preserve the special architectural or historic interest of nearby Listed buildings by preserving their setting (by not having any effect), and it therefore complies with S.66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. By preserving and enhancing the character and appearance of the Highgate Conservation Area it complies with S 72(1) of the Act.

- 7.7 In conclusion, the Proposed Development is found to be consistent with legislation and the heritage policies of the National Planning Policy Framework, the London Plan and the Haringey Local Plan.

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