CHAPTER 19: HERITAGE



INTRODUCTION

19.01 Our historic environment is a valued resource to both current and future generations. It adds to the beauty of our environment through its design and craftmanship, preserves stories of past lives and events that hold meaning for local communities, and contains archaeological evidence that furthers our understanding of past human activity.

19.02 The National Planning Policy Framework identifies that heritage assets are an irreplaceable resource and requires that they should be conserved in a manner appropriate to their significance. Further it is clear that that Local Plans should set out a positive strategy for the conservation and enjoyment of the historic environment. This Local Plan seeks to deliver on these requirements. Rather than preventing growth, it recognises the historic environment as an enabling resource for placemaking and heritage thus forms a key pillar of our 'Culturally Rich borough' Placemaking Priority.

19.03 The historic environment supports an inclusive economy by providing a unique competitive advantage, setting our town centres and high streets apart from those in other boroughs. It also contributes to our health and wellbeing, shaping the character of our places, providing a sense of identity and belonging, and enabling us to understand our shared past, in all its diversity. Many of our heritage assets are public buildings and spaces that facilitate social integration.

19.04 We also recognise the need to contribute to a fairer and more sustainable and resilient borough by being proactive in both reducing inequities in access to the use and enjoyment of our historic environment and ensuring our heritage assets can sensitively respond to the climate emergency.

19.05 The Council has been very active in conservation-led placemaking, particularly in the east of the borough where more heritage assets are identified as being at risk. Successful funding bids have supported several heritage and conservation projects. These include the North Tottenham Townscape Heritage Initiative to restore historic buildings in North Tottenham, and the Tottenham High Road Heritage Action Zone to unlock the economic potential of the Bruce Grove District Centre through heritage.

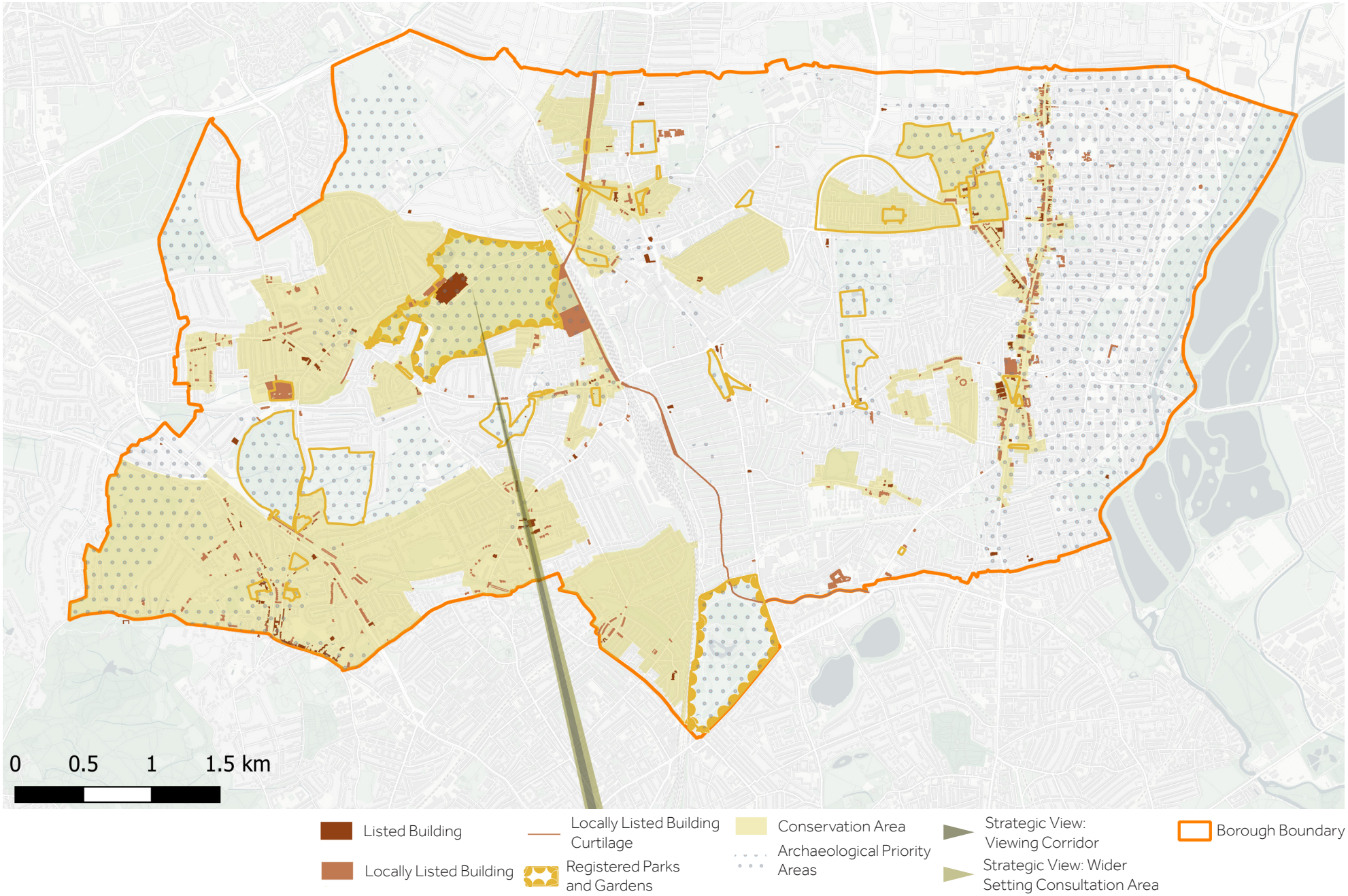


FIGURE 202 | Map of Heritage Designations

Policy HE1: Built Heritage Conservation Charter

Conservation Charter

A. All proposals affecting heritage assets must conserve the significance of those heritage assets, including any contribution made by their setting. The Council will support proposals which achieve this and;

(1) are informed by, and respond appropriately to, a robust assessment of the significance of the heritage assets affected

(2) invest in conservation-led area placemaking, using the historic environment as the basis for good design and positive change

(3) bring heritage assets at risk back into beneficial use consistent with their conservation

(4) increase inclusive access to the historic environment to promote its beneficial use and enjoyment for all

(5) support climate change mitigation and adaptation

(6) promote high-quality architecture, streets and open spaces which positively complement the historic environment.

Heritage Impact Statements

B. All proposals impacting a designated or non-designated heritage asset must submit a Heritage Impact Statement. The Heritage Impact Statement must:

(1) describe the historic significance of those assets concerned, including any contribution made by their setting

(2) provide an assessment of the impact of the proposed development on those assets and their setting

(3) have regard to the cumulative impact of incremental changes to those assets, including any contribution made by their setting

(4) where a proposal will lead to any harm to, or loss of the significance of a heritage asset, provide a clear and convincing planning justification for this

19.06 This policy contributes to the Haringey Placemaking objectives as follows:

A FAIR PLACE

Improve inclusive access to the historic environment

A HEALTHY & SAFE PLACE

Enhance the historic environment's contribution to sense of place and belonging

A SUSTAINABLE & RESILIENT PLACE

Ensure protection of our historic environment for current and future generations

Enable our heritage assets to sensitively respond to the challenges of the climate emergency

Supporting Text

Conservation Charter

19.07 The borough's historic environment is an irreplaceable resource which is key to delivering sustainable development in line with the Haringey Placemaking Framework. The Conservation Charter requires that proposals conserve the significance of the heritage assets which make up the borough's historic environment: Listed Buildings, Registered Parks and Gardens, Conservation Areas, and non-designated heritage assets. The Conservation Charter also sets the Council's positive planning strategy for sustaining the borough's historic environment and optimising the enjoyment of heritage assets by both communities and visitors. it. Locally specific opportunities to achieve this are identified in the neighbourhood chapters and within supporting documents, including Conservation Area Appraisals and Management Plans.

19.08 The historic environment is one of the main components of Haringey's distinctiveness. The Council recognises the considerable social, cultural and environmental benefits well-preserved historic buildings and areas bring to the borough. Haringey's historic environment is in many cases valued and well maintained but is also threatened by development pressure, incremental and insensitive change, poorly considered alterations and poor workmanship.

19.09 Proposals are expected to identify and take opportunities to realise these benefits by maintaining assets in good condition or rescuing them where they are not. The Council will support proposals which positively contribute to the preservation, restoration and enhancement of the borough's heritage assets, in accordance with Historic England's 'Constructive Conservation' principles.

19.10 To support delivery of the Conservation Charter, the Council will:

- take account of established best-practice guidance from Historic England, national amenity societies and other organisations when determining applications for the alteration of heritage assets and/or new development within a heritage setting;
- produce appraisals and design guidance documents with the input of local groups and other parties, to support Local Plan policies and to enable high quality development within the historic environment;
- continue the identification of local heritage assets with the input of local people, groups and national amenity societies to ensure recognition and protection of the quality of the built historic environment of the borough;
- continue to work in partnership with Historic England, neighbouring boroughs and other relevant groups on the protection and enhancement of the historic environment.

19.11 The Council's approach to heritage assets is an integrated and balanced one which gives great weight to the preservation of heritage assets as required by both legislation and national planning policy but at the same time recognises the importance of heritage assets in the context of delivering other key Local Plan objectives. The Council is particularly keen that heritage assets can contribute to addressing the climate emergency and recognises that to make many heritage assets fit for contemporary use they may require changes to deliver energy efficiencies and greater resilience to climate change.

19.12 Where this is the case, proposals should demonstrate adherence to Historic England's published technical guidance. Both technical considerations and significance vary greatly from building to building therefore there is no one-size fits all approach to the retrofit of heritage assets. As advocated by Historic England,

Haringey supports a 'whole-building approach' to the renovation and/or adaptation of historic buildings, that demonstrates an understanding of a building in its context, and the thermal and ventilation requirements of the historic building fabric, to find balanced solutions that save energy, preserve and sustain heritage significance, and maintain a comfortable and healthy indoor environment. Certain retrofit strategies, specifically those for modern construction, are not always appropriate for all historic buildings. Some works to improve energy efficiency (particularly internal and external wall insulation and underfloor insulation) can cause dampness within a building's structure if they are not properly specified. The Council expects applicants to take specialist advice to guard against maladaptation when considering such interventions. Proposals should have regard to relevant policies in the Climate Emergency and Buildings chapter of the Local Plan.

Heritage Impact Statements

19.13 Applicants are required to submit a Heritage Impact Statement where a proposal impacts a designated and/or non-designated heritage asset including its setting. These should be included as part of the Design and Access Statement, where both documents are required. The Heritage Impact Statement must describe the significance of any heritage assets affected, including any contribution made by their setting, and provide an assessment and justification of the impact of the proposal on the assets and their setting, explaining how complies with the policies set out in this chapter. The assessment and justification should, where appropriate, include opportunities to enhance the significance, beneficial use and enjoyment of the heritage asset and their setting and/or improve inclusive access to them.

19.14 The incremental loss of architectural and other design details has a cumulative negative impact on heritage assets. Heritage Impact Statements should therefore consider the impact of incremental changes and how this can be avoided or mitigated. Where opportunities arise through new development, proposals should seek to reinstate or restore original features including through the removal of harmful alterations or other inappropriate additions. The reinstatement of historic assets should be done using traditional, original, or historic materials, with the guidance of specialist advice and craftsmanship. Conjectural replacement or reinstatements will be resisted.

19.15 Statements should be prepared by someone of appropriate expertise and make use of available resources including local lists, Greater London Historic Environment Register (GLHER), Archaeological Priority Area Appraisals, Conservation Area Appraisal Management Plans, and the London Gardens Trust inventory. The level of detail provided in statements should be proportionate to the importance of the asset, having regard to its significance. The level of detail should be no more than is sufficient to understand the potential impact of the proposal on the significance of the heritage asset(s). The Council strongly advises applicants to seek the advice of specialist historic consultants, particularly where a proposal is likely to result in significant harm to an asset. The Council also encourages applicants to consult with amenity organisations including the Georgian Group, the Victorian Society, the 20th Century Society, the London Parks and Gardens Trust and other local heritage societies, including Haringey's Conservation Area Advisory Committees.

Policy HE2: Listed Buildings

A. Development proposals affecting listed buildings and their contributing setting will be supported where they:

(1) preserve the special interest of those listed buildings and their contributing setting from harm and conserve their significance;

(2) preserve or reinstate original or historic form, fabric, function or character of those listed buildings and their setting;

(3) do not harm the structural integrity or stability of those listed buildings or that of adjoining buildings or structures; and

(4) restrict proposed alternations and extensions to less significant parts of those listed buildings, so that they relate sensitively to the original buildings and do not adversely affect the internal or external appearance or character of those listed buildings, curtilages or their setting;

B. When considering the impact of proposals on listed buildings and their contributing setting, the Councill will have regard to:

(1) the great weight given to the conservation of listed buildings and their contributing setting;

(2) the desirability of securing a viable use for those listed buildings consistent with their conservation; and

(3) opportunities to secure the future of listed buildings, particularly those on the Historic England 'Heritage at Risk' register.

Supporting text

19.16 A list of statutorily listed buildings is published on **Historic England's website**. Haringey has a diverse range of listed buildings, from the grand 16th century manor house of Bruce Castle (grade I listed) to the 19th century granite cattle trough on Wood Green High Road (grade II listed). Statutorily listed buildings are designated because of their national significance and special architectural or historic interest. Development affecting listed buildings must be supported by a robust Heritage Impact Statement.

19.17 Historic England and the Council maintain a **Heritage at Risk Register** which identifies listed buildings at risk for a variety of reasons including poor structural condition, vacancy or deterioration of fabric. The Council will work proactively with owners and other stakeholder so support the refurbishment, repair and positive use of Haringey buildings on the register. Appropriate temporary uses will also be considered if this could prevent deterioration or improve the likelihood of sustainable re-use.

19.18 The Council will support changes of use of listed buildings where this is causing the least harm to the significance of the building and its setting, and where the use will help secure the building's long-term viability. Restoration of the original use is encouraged where this would enhance the building's significance.

19.19 Where proposals may impact listed buildings and their contributing settings, it is important to engage early with the Council's conservation officers.

Policy HE3: Registered Parks and Gardens

A. Development proposals affected registered parks and gardens will be supported where they:

(1) preserve the special features of interest of those parks and gardens and their contributing setting from harm and conserve their historic significance.

(2) preserve or reinstate original or historic form, function, special features or character of those parks or gardens;

(3) preserve the setting of those registered parks or gardens and views across, into and out of them;

(4) do not harm the structural integrity or stability of historic buildings or structures which form part of the special character of those parks or gardens

B. When considering the impact of proposals on registered parks and gardens and their contributing setting, the Councill will have regard to:

(1) the great weight given to the conservation of a registered park or garden and its setting;

(2) opportunities to secure the future of registered parks and gardens.

Supporting text

19.20 Registered Parks and Gardens are designated because of their special historic interest. Development affecting Registered Parks and Gardens must be supported by a Heritage Impact Statement.

19.21 Haringey has 36 historic parks and gardens. Both Alexandra Palace Park and Finsbury Park are on the National Register of Parks and Gardens of Historic Interest, maintained by Historic England. These parks and open spaces serve a wider than local catchment and are of strategic importance in a London context.

19.22 National registration means that special consideration should be given to the landscape in the planning process. The Council will consult Historic England and The Gardens Trust on most applications in respect of registered parks and gardens as well as other organisations it considers may have a particular interest in the proposed development.

19.23 Temporary events can also have impacts on Registered Parks and Gardens and where these require planning permission they should also be assessed against this policy.

Policy HE4: Conservation Areas

A. Development proposals, within or otherwise affecting conservation areas, will be required to preserve and, where possible, enhance the character and appearance of those conservation areas and their settings.

B. Proposals for the full or partial demolition of buildings within conservation areas must be robustly justified having regard to the significance of those buildings to the conservation area as a whole. Demolition of buildings that make a positive contribution will be resisted. Demolition of buildings that negatively contribute will be supported where this enhances the conservation area and is consistent with Policy CE2.

C. Changes of use of buildings located in Conservation Areas will be resisted where such a change would negatively impact upon the character of the Conservation Area.

D. When considering the impact of proposals on Conservation Areas and their settings, the Council will have regard to:

(1) the priority given to protecting and enhancing the character of those Conservation Areas and their setting;

(2) adopted and emerging Conservation Area Appraisals and Management Plans.

Supporting text

19.24 Haringey has 28 Conservation Areas which make a major contribution to the character of the borough's places and the quality of life for our communities. The character and appearance of our conservation areas can be affected by development within them as well as development outside them where it is visible from them such as tall buildings. Changes in patterns of use can also erode the character of an areas. It is therefore important that, whenever possible, uses which contribute positively to the character and appearance of conservation areas are not displaced by development, for instance pubs located in historic buildings.

19.25 The Council is taking a positive approach to the preservation and enhancement of the these conservation areas which includes preparing detailed Conservation Area Appraisal and Management Plans (CAAMPs) in consultation with local residents and other stakeholders. CAAMPs describe the character and significance of the conservation area and include guidance on maintenance and development within them. They are material considerations in determining planning applications affecting conservation areas and their settings. The Council will continue to prepare CAAMPs until all conservation areas are supported by CAAMPs. We have also implemented Article 4 Directions in several of our conservation areas which restrict permitted development rights that otherwise had the potential to gradually erode their character.

19.26 Neighbourhood chapters set out area-specific direction on the preservation and enhancement of our conservation areas. Conservation-led placemaking is fundamental to the Council's placemaking strategy, including where conservation areas overlap with our Placemaking Focus Areas. It is particularly important within the small number of conservation areas currently on the Heritage at Risk register.

Demolition and balancing more recent challenges

19.27 All proposals for demolition should have regard to Policy CE2 and the Council's retrofit-first approach. Façade retention is not considered an appropriate justification for demolition in Conservation Areas as it results in the loss of the original design and wholeness of historic buildings and historic structures and will be generally resisted.

Balancing conservation against other priorities

19.28 While Conservation Area Appraisals and Management Plans provide a key evidence base for protecting the historic environment, it should be noted that they do not necessarily reflect all of the key challenges facing the borough, such as responding to the climate emergency and allowing for alterations and extensions to support housing needs, including family housing.

19.29 The Council will expect applicants to demonstrate how proposals have been designed to address a full range of economic, social and environmental challenges whilst conserving the significance of conservation areas, having regard to advice and relevant guidance documents.

Heritage Impact Statements

19.30 Heritage Impact Statements are required for all applications which impact on conservation areas and their settings. Townscape Visual Impact Assessments will not be accepted in lieu of them.

19.31 Heritage Impact Statements should draw on CAAMPs and other guidance documents to clearly set out the character and features that contribute to their special interest and significance. This includes:

- Elements of built form and architectural interest such as the pattern of development, urban grain, siting, building line, rooflines, boundary treatment, the spaces between buildings, building height, massing, scale, proportion, rhythm, fenestration, and materials;
- Landscape, trees, and gardens (In conservation areas, trees that do not have a Tree Protection Order are also protected);
- Views across, to and from conservation areas; and
- Uses

Policy HE5: Non-Designated Heritage Assets and Archaeology

Non-Designated Heritage Assets

A. Development proposals should seek to conserve and, where possible, enhance and reveal the significance of non-designated heritage assets and their settings including:

(1) locally listed buildings

(2) identified historic street furniture

(3) identified historic parks and gardens

(4) assets identified in Conservation Area Appraisal Management Plans

(5) assets identified in Neighbourhood Plans

(6) other heritage assets identified through the planning application and decision-making process.

B. In assessing the impact of a proposal on non-designated heritage asset and its setting, the Council will have regard to:

(1) its significance,

(2) the impact of the proposal on its significance,

(3) the public benefits of the proposal

(4) the extent to which the proposal and its design has sought to avoid, minimise, and/or remedy impacts on the asset's significance.

Archaeology

C. Development proposals must conserve heritage assets of archaeological interest and their setting by taking acceptable measures proportionate to their significance.

D. Applicants are required to submit an appropriate Archaeological Impact Assessment, and where necessary, a field evaluation where:

(1) initial assessments indicate the site includes or has the potential to include heritage assets with archaeological interest.

(2) the site is within an Archaeological Priority Area

E. Where heritage assets of archaeological interest are found:

(1) priority should be given to preserving and managing the archaeological asset and its setting in situ.

(2) where archaeological remains cannot be preserved in situ they must be excavated, recorded, published, interpreted and displayed through a detailed planning programme of works.

(3) applicants should ensure adequate arrangements for the investigation, recording and archiving of assets of archaeological importance and engage with the relevant advisory organisation, having regard to London Plan policy HC1.

F. Proposals that would adversely affect nationally important archaeological remains or their setting will be refused.

Supporting text

Non-designated heritage assets

19.32 Non-designated heritage assets have a degree of heritage significance that require consideration in planning decisions, however, do not meet the same criteria as designated heritage assets.

19.33 There are several ways in which non-heritage assets can be identified. To provide clarity for applicants, the Council holds a series of lists/ audits of local non-designated heritage assets:

→ The Local List: a list is currently published on the council's website of

over 1100 buildings or structures of architectural or historic interest which make a valuable contribution to the character of an area. A revised list is currently under preparation and will be published in 2026.

- Historic Street Furniture: an audit of the borough's historic street furniture
- Register of Public Parks, Gardens, Squares, Cemeteries and Churchyards of Historic Interest: a register compiled by the London Historic Parks and Gardens Trust in 1996.

19.34 This is not a definitive list of non-designated heritage assets. Positive contributing buildings within Conservation Area Appraisal Management Plans are an indicator of significance and potential identification as non-designated heritage. Heritage assets can also be identified through planning applications, for example, during archaeological investigations. Neighbourhood chapters in the Local Plan also provide an indication of areas and buildings of historic character that should be considered as non-designated heritage assets through the planning application process.

19.35 The Council will continue to maintain its lists and expand them to include additional assets that contain sufficient heritage significance to be considered non-designated heritage assets

19.36 Alterations and extensions to locally listed buildings should retain and where possible restore historic features that contribute to their special interest. They should adopt a retain rather replace approach and, where practical and appropriate, use traditional materials and methods that are in keeping with their special interest. Proposed alterations and extensions should be prioritised on less sensitive parts of the building.

Archaeology

19.37 Haringey has a long and rich archaeological history. A range of heritage assets of archaeological interest have been found in the borough, including flint tools from the palaeolithic period, early Iron Age pottery found at the Town Hall Approach in Tottenham, and a large Roman pottery works within Highgate Wood.

19.38 Archaeological Priority Areas are locations where there is significant known archaeological interest or particular potential for new discoveries. The borough currently has 22 adopted Archaeological Priorities Areas (APAs).

19.39 In 2020, Haringey commissioned Oxford Archaeology Ltd to undertake an expert review of the borough's APAs. The APA Appraisal (March 2021) recommends 30 areas for designation as APAs as part of the New Local Plan. These 30 areas include two Tier 1 areas, which are strongly suspected to contain heritage assets of national importance. This plan proposes to adopt these 30 APAs in accordance with the recommendations of the APA Appraisal.

19.40 Where archaeological assets of national importance are found these will be subject to the same protections as designated heritage assets.

19.41 Archaeological Impact Assessments should identify and describe the significance of the archaeological interest of the site, including any contribution made by the archaeological setting of the site. Any harm or loss of archaeological resource resulting from development will require justification.

19.42 Our archaeological heritage provides a key opportunity for placemaking. Proposals are strongly encouraged to reveal, interpret and present archaeological heritage where this would not impact on its preservation or undermine its significance