

# The Lakes Estate Conservation Area Management Proposals

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# THE MANAGEMENT OF CONSERVATION AREAS IN ENFIELD

## The Purpose of Conservation Area the Management Proposals

The management proposals set out a framework for managing change in, and the conservation and enhancement of, Enfield's conservation areas, to ensure that they retain the special qualities that led to their designation. It helps to fulfil the Council's duty under section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 to prepare proposals for the preservation and enhancement of conservation areas. These proposals are particularly relevant where there is pressure for development and where cumulative minor changes may be affecting the character or appearance of the conservation area.

## English Heritage Guidance on Management Proposals

English Heritage's guidance on the management of conservation areas is contained in *Understanding Place: Designation, Appraisal and Management of Conservation Areas* (2011)<sup>1</sup>. Although this predates the publication of the National Planning Policy Framework (2012), it is the most up-to-date guidance available. There is no reason to think that its advice on conservation area management (which is largely carried over from earlier guidance published in 2006<sup>2</sup>) is likely to change substantially.

## The London Plan

The Mayor's London Plan (2011, amended 2013) Policy 7.8 seeks to protect the historic environment through the application of appropriate local development management policies which should identify heritage assets (including conservation areas) and ensure that development affecting them should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

## Enfield's Planning Policies

The key national and local planning and development management policies affecting conservation areas are set out in section 1.4 of the conservation area character appraisals. The conservation area appraisals and management proposals have been approved by Enfield Council. The appraisals form part of the "evidence base" for the conservation policies in Enfield's Local Plan. They support the planning policy framework of the Core Strategy and the Development Management Document. The management proposals will be incorporated in the Enfield Design Guide Supplementary Planning Document (SPD) in due course

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<sup>1</sup> Available from English Heritage's website, [www.helm.org.uk](http://www.helm.org.uk)

<sup>2</sup> English Heritage *Guidance on the management of conservation areas* (2006).

and as such they will be given considerable weight in the determination of planning applications affecting the conservation areas.

### **Infrastructure Delivery Plan**

The Infrastructure Delivery Plan (IDP) (2014) is a strategic document that identifies a number of infrastructure needs, including those affecting the historic environment. It amplifies guidance on delivery and funding and provides further detail for identified projects, some in conservation areas.

### **Planning policy delivery**

Since the conservation area character appraisals were published in 2006, the Council's Core Strategy has been adopted (2010), which includes over-arching policies for the protection of the Borough's historic built environment (Core Policy 31). A submission draft Development Management Document, containing detailed policies for the determination of planning applications, is awaiting final adoption in November 2014.

Annual monitoring of conservation areas has been undertaken by the Enfield Conservation Advisory Group and local societies and reported to the Council. The outcomes of this monitoring have been incorporated in the revised character appraisals and management proposals as appropriate.

### **Grants**

Subject to available resources, the Council will work with partners to provide carefully targeted grant-aid to historic buildings and conservation areas, including, where appropriate, English Heritage and Heritage Lottery Fund grants.

### **Design and other Guidance**

The Council's forthcoming Enfield Design Guide will provide advice on alterations to residential properties, including extensions, roof alterations, architectural detailing and appropriate materials. The Design Guide will also include area-specific design advice and it will incorporate these conservation area management proposals. The Council will help owners and their agents to achieve acceptable proposals within conservation areas through the pre-application advice service<sup>3</sup>. In some cases, applicants for major developments will be required to support their applications with a master plan.

### **Planning Decisions**

Planning applications affecting conservation areas will be determined with regard to the National Planning Policy Framework (NPPF) (2012), Enfield's Local Plan,

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the approved conservation area management proposals and the emerging Enfield Design Guide, and having regard to advice from the Council's Conservation Advisory Group. The NPPF is supported by the Government's Planning Practice Guidance: Conserving and enhancing the historic environment (2014).

In line with the NPPF and Enfield's Policy DMD 44 and supporting Appendix 6 applicants for development affecting a heritage asset or its setting should provide a Heritage Statement, describing the significance of any heritage assets affected by development proposals, and the contribution made by their setting, as part of any application affecting a property within a conservation area. The Council will not validate applications where the extent of the impact of the proposal on the significance of any heritage assets affected cannot adequately be understood from the application and supporting documents. The Heritage Statement should contain the information required to assess the impact of the proposals. Detailed requirements are set out in the Appendix on Heritage Statements. (DMD 6.5.7)

### **Enforcement**

The Council will continue to ensure that the planning system is not abused. Planning enforcement by the Council's Planning Enforcement Team will prioritise unauthorised works to listed buildings, protected trees and within conservation areas. The Council will always seek to persuade owners to restore and put right any offending works, but will, where necessary, take enforcement action to achieve those aims. Where there is a demonstrable public interest in so doing, offenders may be subject to criminal prosecution.

Unauthorised works requiring planning permission undertaken four years or more before discovery by the authorities are deemed approved (there is no such limitation on unauthorised works requiring listed building consent or conservation area consent).

Dated photographic records of buildings within conservation areas will be used, where available, to provide evidence for enforcement action.

Where appropriate the Council will also use its powers under S215 of the Town & Country Planning Act 1990 to address properties that adversely affect the amenity of a neighbourhood.

### **Section 106 Agreements**

The Council will continue to use Section 106 Agreements to assist in conserving and enhancing its conservation areas. These are agreements between the Council and a developer, whereby the developer undertakes works or makes a contribution (financial or in kind), to the Council to offset or mitigate any adverse impact of the development on the surrounding social or physical infrastructure. Where a development has an impact on a conservation area, the Council will require the developer to enter into a s.106 Agreement where, on balance, adverse impacts cannot be completely mitigated through the development itself. Receipts

from such agreements may be used, as appropriate, to help deliver the management proposals set down in this document

In the future, once adopted (anticipated 2014) where appropriate the Council will also make use of the Community Infrastructure Levy (CIL), to help fund the provision of infrastructure necessary as a result of development. CIL can contribute to the provision of community infrastructure, including cultural facilities, which could be developed within an historic building or other heritage asset.

## **Highways and the Public Realm**

The Council will respect the special character of conservation areas when undertaking environment improvements to highways and the public realm, including new facilities such as cycle paths, having regard to conservation area character appraisals and these management proposals. Excessive street furniture and standard traffic management features such as railings, coloured surfaces and carriageway markings can be particularly harmful in conservation areas. Wherever possible, the Council will remove unnecessary street clutter in conservation areas. Street patterns that contribute to the special character of conservation areas and historic street and footway surfacing will be retained where possible.

The Council will, wherever possible, use its planning powers and agreements with developers (such as s106, s207 and s.38 Agreements) to secure additional funding to ensure a high standard of works to the public realm within conservation areas. The Council has approved Streetscape Policy and Guidance<sup>4</sup> for the management and maintenance of the public realm, including that within conservation areas.

Street lighting throughout the Borough has been renewed since 2006 under a PFI contract. Where street lighting in a conservation area has been replaced to a non-standard specification, reflecting the special character or appearance of the area, this standard will be maintained in any future replacement scheme.

The Council will normally resist the conversion of front gardens to car parking, where the gardens contribute to the special character or appearance of a conservation area. The introduction of new footway cross-overs, the removal of boundary walls and paving will not normally be allowed, in line with Development Management Policy DMD 46 and Core Policy 30.

## **Satellite dishes**

Planning permission is required for the installation of any satellite dish or communications antenna installed on a chimney, wall, or a roof slope, which faces onto, and is visible from, a road, within a conservation area. Such antennae will

not normally be permitted. Further details are available from the Government's online Planning Portal<sup>5</sup>.

## **Archaeology**

More than one-third of the area of the Borough is designated as an Area of Archaeological Importance<sup>6</sup>. Development proposals should take into account any potential impact they may have on archeological remains. Heritage Statements should include a desk-based assessment of the archaeological interest of the site. Expert assessment may be necessary depending on the significance of both the asset and the proposed works. Advice should be sought from the Council's heritage officers and/or English Heritage regarding the extent of this work.

## **Open Spaces**

In line with the Core Strategy, the Council will protect and enhance existing open spaces in the Borough. Open spaces play a key role in the character of many conservation areas and where they are heritage assets (such as many open spaces in conservation areas), they will be preserved and enhanced, in line with Core Policy 34 and Development Management Policy DMD 71.

## **Trees in Conservation Areas**

The Council will continue to recognise the importance of and protect trees in conservation areas, whether in streets and parks, or on private land in line with Core Policy 30 and Development Management Policy DMD 80.

The Planning (Listed Buildings and Conservation Areas) Act 1990 requires owners to give six weeks notification of any intended works to trees on private land within conservation areas. This is to allow councils to make an assessment of whether the tree in question has sufficient amenity value to be worthy of protection through the serving of a Tree Preservation Order. The Council will ensure that all such trees reported will be carefully assessed and any that are deemed worthy will be so protected.

The Council will ensure that any future necessary replanting will be with species that accord with the prevailing character of the street or area. The Council will continue to manage the growth potential of certain pollarded species.

In conservation areas, trees will be replaced on a like-for-like basis wherever possible, particularly where the replacement is one of a group or avenue of identical species. If possible, modern improved varieties of the species will be chosen where that will reduce the risk to adjacent properties. However, where replanting with the same species is impractical for sound arboricultural reasons, appropriate alternative species will be chosen.

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<sup>5</sup>

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The Council has adopted a Corporate Tree Management Strategy, which provide the basis for works to trees in streets, public parks and elsewhere in the public realm, including those within conservation areas.<sup>7</sup>

### **Monitoring Change**

The Council will monitor change in the Borough's conservation areas, with reference to the conservation area character appraisals and management proposals and in partnership with the Conservation Advisory Group

### **Monitoring the Effectiveness of this Document**

The Council will aim to ensure that the management proposals are kept up-to-date and relevant through five-yearly reviews of the conservation area character appraisals and management proposals.

## **THE LAKES ESTATE CONSERVATION AREA MANAGEMENT PROPOSALS**

### **Summary of special interest**

The key factors that give The Lakes Conservation Area its special interest are summarised in **Section 3 (p.45) of the Character Appraisal**. These are the things that make up the character and appearance of the area which it is desirable to "preserve or enhance" through management action.

### **Conservation Area boundaries**

Following the recent review (July-August 2014), the current boundaries are confirmed.

### **Summary of issues**

The area is generally in good condition and there have been only a few major changes or developments since 2010. A number of residents have undertaken works which have preserved or enhanced the area, by re-instating architectural detail. The Article 4 direction has brought most of the ongoing problems identified in 2010 under control, but it has not wholly prevented them. The Council has the power to reverse unauthorised works but it would be desirable to make guidance for owners and occupiers on design, conservation building maintenance and planning easily and widely available, so as to minimise the risk that inappropriate works are undertaken through ignorance.

The particular issues affecting the Conservation Area at present, which need to be addressed, are summarised in **Section 4 (pp.45-6) of the Character Appraisal**, as follows:

- *The paving-over of front gardens for car parking*
- *Loss of traditional boundaries and front garden planting*
- *Inappropriate replacement of traditional high quality joinery, particularly windows and porches*
- *The painting of original fair-faced brickwork and unpainted render*
- *Inappropriate alterations to roofs*
- *Loss of original high quality shop-fronts and installation of solid external security shutters*
- *The degraded environment of the main streets*
- *Loss of some street trees*
- *The installation of photo-voltaic roof panels*

### **Priorities for action**

**Based on the detailed assessment provided by The Lakes Conservation Area Character Appraisal and the problems and pressures identified by it, the following management actions are proposed over the next 5 years in the Conservation Area in order to preserve and/or enhance its special interest:**

### **Buildings at Risk**

English Heritage's 2014 Register of Heritage at Risk in London contains no entries within The Lakes Conservation Area.

### **Building repair and maintenance**

Inappropriate replacement of traditional high quality joinery, particularly windows and porches threatens the survival of the special character of the area. Guidance to owners and occupiers on the maintenance and upgrading of traditional windows would help to prevent this. Similarly, the painting of fair-faced brickwork and unpainted render is also damaging to the character and appearance of the houses. Replacement of non-original windows and porches with traditional designs and materials will be encouraged.

### **Architectural Detail**

The Council will resist the loss of traditional architectural details such as windows, doors, chimneys, roofs, ridge-tiles and finials, decorative external timber- and plaster-work, and garden path tiles and boundaries. The Council will encourage the reinstatement of traditional details. Development affecting listed and locally listed buildings and buildings identified as making a positive contribution to the character of the area, and buildings affecting their setting, should normally use

appropriate traditional historic materials and detailing. Mass-produced modern materials, such as uPVC and concrete roof tiles, will not normally be appropriate within the Conservation Area. The forthcoming Enfield Design Guide will provide further guidance on appropriate architectural detailing.

### **Development pressures/opportunities**

There are no major development sites within the Conservation Area, but there is continuing pressure to sub-divide larger houses, and potentially, to redevelop existing buildings. Sub-division need not be damaging to the character of the area if it is undertaken without alteration to the appearance of traditional houses and it does not lead to additional parking, especially in front gardens. The architectural and visual impact of any such proposal on the character and appearance of the Conservation Area will therefore be considered carefully by the Council, and subdivision will not be acceptable if it fails to preserve or enhance them. The creation of new residential units within existing blocks will be subject to similar controls. The introduction of box-dormers, roof-lights which are obtrusive, non-traditional roof coverings, visible from the public realm, and the demolition of original chimneys, will normally be resisted.

Photo-voltaic panels have been installed to the front roof pitch of a property in Broomfield Avenue. These panels are highly intrusive and visually damaging to the traditional roofscape of the area. Micro-generation is emerging as an issue that requires monitoring and guidance. Such work is not subject to control under Article 4 directions. Appropriate measures, including the possible extension of the existing Article 4 direction to control such works and ensure that equipment is appropriately sited, are being investigated by the Council.

### **Shopfronts**

Where they survive, historic shopfronts make an important contribution to the character of the commercial frontages within the Conservation Area. Their loss will be resisted. New shopfronts should be designed with proportions and details that respect those of the buildings to which they relate, and employ sympathetic (usually traditional) materials. New, mass-produced, standard shop fronts in aluminium and uPVC are not appropriate. Solid external metal security shutters are damaging to the character and appearance of the area and will be resisted by the Council. The removal of those already installed would enhance the character of the Conservation Area. Detailed guidance on shopfronts has been produced by the Council and is available on the Council's website.

### **Public Realm**

The mews street to the rear of the shops in Alderman's Hill is degraded and blighted by litter. It should be a priority for enhancement. The setted road-way should be preserved and repaired. Old cast iron street name signs should be retained where they survive.

### **Boundary treatments**

The area is characterised by distinctive brick front garden boundaries, often incorporating clinker, which should be preserved where they survive and reinstated where they have been lost, when the opportunity arises.

### **Parking**

Paving-over of front gardens for car-parking is damaging to the character and appearance of the area. This is now controlled and no more gardens have been paved since 2010, but there has been a consolidation of those already paved, and none has been returned to planting. Reinstatement of planted front gardens will be encouraged when the opportunity arises. New front garden parking will be resisted by the Council. The visual impact of existing off-street parking is exacerbated by the loss of traditional boundaries and front garden planting, and where front garden parking has been established, partial reinstatement of traditional garden walls and planting will be encouraged.

### **Open spaces**

The Conway Recreation Ground is the only open space within the Conservation Area and plays a valuable role in the environment. It is designated as Local Open Space in the 2010 Adopted Core Plan and will be protected as such.

### **Trees and planting**

Some street trees have been lost and their replanting with appropriate matching species, in line with Council policy, would help to maintain the green suburban character of the area.

### **Proposals for listing/local listing**

Palmers Green Railway Station and Palmers Green Congregational Church, Fox Lane are recommended for inclusion on the local list when it is revised.

### **Article 4 direction**

In order to protect the special architectural character of houses within the Conservation Area, an Article 4 direction has been made to cover the properties shown on the map below. This requires that planning permission must be sought to change windows, doors, roof coverings, to paint or render brick facades and to erect, alter or demolish a boundary fence or wall on frontages of dwelling houses that face a highway, footpath or public open space.

### **Monitoring change**

During the lifetime of the appraisal, the Council will work in partnership the Conservation Advisory Group to monitor and record the management of the Conservation Area (within available resources), to:

- Survey, review and monitor works and development, with regard to the heritage significance of the area as set out in the appraisal (a programme for undertaking these tasks will be agreed annually with the Council's Heritage Officer.)

- Review and monitor the design quality of proposals for which planning permission is sought
- Review appeal decisions
- Review the maintenance and safeguarding of highways, trees and greenery