

Montagu Road Cemeteries Conservation Area

Management Proposals



Reviewed and updated

Approved
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THE MANAGEMENT OF CONSERVATION AREAS IN ENFIELD

This document is based on the report prepared by Drury McPherson Partnership in 2013-14. The text was reviewed and revised by Enfield Council in 2015 and the conclusions and recommendations are those drawn up by the Council.

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.

Historic England (formerly English Heritage) Guidance on Management Proposals

Historic England's guidance on the management of conservation areas is contained in *Understanding Place: Designation, Appraisal and Management of Conservation Areas* (2011)¹. 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 2006²) 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

¹ Available from Historic England (formerly English Heritage) website, www.helm.org.uk

² English Heritage *Guidance on the management of conservation areas* (2006).

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 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). The Development Management Document, containing detailed policies for the determination of planning applications, was adopted 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, Historic England 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

service³. 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, 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.

³ <https://new.enfield.gov.uk/services/planning/planning-applications/pre-application-advice/>

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.

The Community Infrastructure Levy (CIL) is a system for securing developer contributions through the planning system. It allows local authorities (and the Mayor of London) to charge a levy on new development in their area. Funds raised from the Levy are used to provide essential infrastructure identified on the CIL Regulation 123 List. It is anticipated that an Enfield CIL will be in place in Spring 2016. A proportion of CIL monies collected can be spent on neighbourhoods, the Neighbourhood Proportion of the CIL has most potential to contribute to historic buildings or other heritage assets.

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 Guidance⁴ 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

⁴http://www.enfield.gov.uk/downloads/download/2362/streetscape_policy_and_guidance

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 Portal⁵.

Archaeology

More than one-third of the area of the Borough is designated as an Area of Archaeological Importance⁶. 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 Historic England 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.

⁵ <http://www.planningportal.gov.uk/permission/commonprojects/antenna>

⁶ DMD (Adopted version) 2014, Appendix 5.1

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.

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.⁷

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.

⁷ http://www.enfield.gov.uk/download/downloads/id/7058/tree_strategy

MONTAGU ROAD CEMETERIES CONSERVATION AREA

MANAGEMENT PROPOSALS

Summary of special interest

The key factors that give the Montagu Road Conservation Area its special interest are summarised in **Section 3 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, the current boundaries are confirmed.

Summary of issues

1.1 Current issues can be summarised as follows:

- *Borderline status of the conservation area and further deterioration*
- *Apparent lack of commitment through investment into historic value of site as manifest in its architecture by owner/ user groups*
- *Urgent need for repair, restoration and enhancement measures across the three cemeteries, including the chapel building, former ohalim (prayer halls), Bet Tabarah (mortuary chapel), small structures and facilities, entrances and boundaries.*
- *Alternative, more appropriate methods for ensuring security are needed*
- *A more positive approach is needed for signage*

Priorities for action

Based on the detailed assessment provided by the Montagu Road Cemeteries 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:

Grants

As noted in the Appraisal document, the hope was that designation of this Conservation Area would encourage applications for grants to help maintain and improve the condition of the three cemeteries. Regrettably, that has not yet been realised. Following on from research by Dr Sharman Kadish (2015) on the significance of the Jewish cemeteries in the Conservation Area it has become evident that they are of greater significance than previously understood. The Council will work with owner and user groups across the three cemeteries to investigate the

potential for grant applications to secure the long-term future of the Conservation Area and encourage its enhancement.

Buildings at Risk

Historic England's 2014 Register of Heritage at Risk in London contains no entries within the Montagu Road Cemeteries Conservation Area. However, the former Tottenham Park chapel has deteriorated so that it requires immediate remedial action. The condition is such that significant areas of rebuilding may be required to bring the structure back into sustainable use. The chapel's form and location are of key importance to the significance of the conservation area and could merit such intervention. The Council will work with owner and user groups and seek the advice of Historic England to try to secure a sustainable future for all buildings across the Conservation Area to conserve and enhance its character.

Development pressures/opportunities

The cemeteries are privately-owned and maintained, with variable results. There are no apparent pressures for new building within the conservation area; the principal development pressure appears to be for more graves within the Tottenham Park cemetery. As identified in the appraisal, new graves in this cemetery are increasingly arranged in an apparently haphazard fashion at odds with the former orthogonal plan of the original layout, new structures are appearing and pathways are being eroded.

There is no similar pressure for new graves in the Western and Federation cemeteries, which are closed to new burials.

Architectural detail

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.

The potential and actual loss of both architecture and architectural detail is the single most important threat to the character of the Conservation Area.

Original architectural details, particularly windows, have been lost to uPVC replacement in other buildings in the Area. As there are so few buildings these have a noticeably harmful effect upon its appearance. The appropriate replacement of these details should be encouraged.

Boundary treatments

Boundary treatments across the Conservation Area are inconsistent and create a real barrier to its appreciation from the outside. Where possible, the reinstatement of a more open aspect to the Conservation Area will be encouraged, using permeable boundary treatments with views into and out of it.

Inappropriate materials such as blockwork and palisade security fencing will not normally be permitted and where possible their replacement with appropriate substitutes will be encouraged.

Security

CCTV cameras are highly visible on boundaries and add to the visual clutter in the Area. Where they are necessary, consideration will be given to locations that optimise function and minimise environmental intrusion will be encouraged and alternative approaches to security considered, including measures to encourage over-looking.

Pathways

The three cemeteries all have paths of varying dimensions running through them, which are highly distinctive elements of the built landscape. In Tottenham Park Cemetery in particular these are being eroded, to the detriment of the character of this designed landscape. In other places their condition has deteriorated so that they are difficult to walk across. Where possible, the retention, repair and reinstatement of the paths will be encouraged across all three cemeteries.

Ancillary services

Refuse storage and structures associated with the maintenance of graves have proliferated in the cemeteries and add to the visual clutter of the Conservation Area. Sensitively designed bin screens and watering-can structures could do much to improve the situation and where possible, should be encouraged.

Parking

There is little provision for cars in any of the three cemeteries, but parking should be discouraged where it has a harmful effect on the significance of the Area.

Trees and planting

Trees play an important part in maintaining the character of the Conservation Area. There appears to have been some tree loss in the Tottenham Park cemetery in particular since the previous appraisal. The felling of trees should be resisted where possible and appropriate replacement planting encouraged where not, to maintain this important green border to the area.

Small scale planting of bushes and borders in the Jewish cemeteries would enhance the visitor experience.

Signage

There is currently a lack of good signage in the Area, particularly at entrances. Appropriately designed and situated signs would help to improve legibility and enhance the Conservation Area, particularly if combined with boundary and security improvements.

Proposals for listing / local listing

The two Prayer Halls (*Obalim*) and the Mortuary (*Bet Tabarah*) remain of sufficient interest to be considered for the Enfield Local List.

Article 4 direction

There is no requirement for an Article 4 Direction.

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
- Engage with the private owners of the Jewish cemeteries to discuss the conservation area status (as recognition of the contribution of the Jewish community to local, London and national life) and the negative consequences of the lack of maintenance.
- Consider opportunities for the Jewish Cemeteries as an educational and cultural resource through limited public access on an appointment basis for school parties, civic groups and genealogical societies and on Heritage Open Days.
- Encourage the private owners of the Jewish cemeteries to consider the adoption of the maintenance plan for Jewish cemeteries as set out in the Jewish Heritage UK's Code of Practice for Good Jewish Cemetery Maintenance.