

# Trent Park Conservation Area Management Proposals

Approved February 2015



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Reviewed and updated February 2014

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# **TRENT PARK CONSERVATION AREA MANAGEMENT PROPOSALS**

## **THE MANAGEMENT OF CONSERVATION AREAS IN ENFIELD**

### **The Purpose of Conservation Area 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.

### **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 and as such they will be given considerable weight in the determination of planning applications affecting the 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

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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).

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), 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

In line with the NPPF and Enfield's Policy Draft 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. (Draft 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).

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.

## **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.

## **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.

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.<sup>5</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.

### **Summary of special interest**

The key factors that give the Trent Park Conservation Area its special interest are summarised in **Section 3 (p.54) 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 (May 2013), the current boundaries are considered to be appropriate with one exception. The site of The Cottage, 17 Games Road is a detached from the rest of the Trent Park Conservation Area (although it is contiguous with LB Barnet's Monken Hadley Conservation Area). Following the demolition of the original 19th century house and its replacement with a modern housing development, the site no longer retains any special architectural or historic character. It is therefore recommended that this area be considered for de-designation.

### **Summary of issues**

The particular issues affecting the conservation area at present, which need to be addressed, are summarised in **Section 4 (p.56) of the Character Appraisal**, as follows:

- *Issues associated with the largely vacant former University buildings and their surroundings*
- *The need for integrated management of the designated historic landscape and its setting*

- *The lack of protection afforded to important unlisted buildings in the Conservation Area*
- *The poor standard of treatment of roads, paths and outside spaces*
- *The poor quality of signage*

### **Priorities for action**

**Based on the detailed assessment provided by the Trent Park 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 Register of Buildings at Risk in London contains four entries within the Trent Park Conservation Area: the terrace of Trent Park, statue of Hercules and Autaeus, the statue of Samson defeating a Philistine and the registered park itself. The statues were both conserved in 2012 and will be removed from the next Register. The repair of the terrace is the highest priority for action in the conservation area. It is understood however, that the combination of partial vacancy of the former campus, the poor condition of certain structures, and the erosion of natural features and historic planting mean that the park is could still be considered "at risk" if the terrace were to be repaired.

### **Building repair and maintenance**

Several important structures around the mansion, including the Long Garden and the swimming pool, are in a poor state of repair. Their repair should be prioritised. Alterations have caused significant damage to the character of other key buildings, most notably the stables. Reinstatement of these to their historic appearance would significantly improve the character of the area

### **Development pressures/opportunities**

The core of the conservation area, the former campus, will inevitably be subject to some development pressure as the new owners establish themselves in the coming years. A masterplan or development brief (as required by the Council prior to submission of any planning application) should reflect the following key features of the site, in addition to the principles set out in the Council's policy statement<sup>6</sup> and the English Heritage/Garden History Society report<sup>7</sup>.

- the hierarchy of significance in the central part of the Conservation Area, in which the most significant element is the mansion itself, followed by the immediate setting of formal gardens and stables. The wider parkland landscape is the next most significant area, with both the mansion and its immediate setting being closely associated, with key views into and from, the parkland. The ancillary area is the least significant.

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<sup>6</sup> London Borough of Enfield: *Discover Trent Park Campus*, July 2012

<sup>7</sup> English Heritage/Garden History Society: *The Designed Landscape at Trent Park Middlesex*, 2012:

- the limited capacity of the site for new built development, if its fundamental character is to survive. There would be a point beyond which new development reaches a critical mass and, however sensitively sited and designed, would inevitably overwhelm the character of the place as an historic mansion in a designed landscape setting. This is not only an issue of the footprint or height of buildings, but also of the increased numbers of people and traffic using the site.
- that any significant expansion should be linked to the removal of the most damaging modern buildings from around the mansion. The most intrusive are those closest to it, which disrupt outward views of the formal landscaping: the Jebb and Bevan blocks. The Music block, which obstructs vistas from the long garden, also has a highly negative impact, followed by the Sassoon Hall, which has a seriously detrimental effect on the setting of the mansion, due to the way it overlooks the long garden. These four are the priority for removal as part of any negotiated agreement for any expansion elsewhere. Lake View, Repton and Wisteria blocks are less damaging, as they are placed away from key views of and from the mansion and are relatively small in terms of bulk and massing. The former Students Union and Gubbay Hall are the least harmful of the 'negative' buildings. They form a building line around the daffodil lawn; this is well screened by trees and does not intrude into significant views.
- important views from and of the mansion and its environs, including key long views from the wider parkland, which should be preserved and, where possible, enhanced. The most significant of these are those of the mansion from the daffodil lawn and from the terrace in front of the mansion north across the park. Also of great significance are views of the mansion from the parkland to the north. It is not only desirable that the immediate parkland setting of the mansion be enhanced when viewed from this direction, but also vital that the mansion's pre-eminent position in the landscape is not compromised by higher buildings behind it. The fall of the lawns to the north means that even relatively low buildings appear dominant when viewed from below.
- the preservation of the relationships between significant historic elements. The historic pattern of mansion surrounded by formal gardens, which in turn are surrounded by parkland, forms an important aspect of the character of the Conservation Area. To the east of the mansion, the progression from mansion and stables through the long garden and wisteria walk to parkland has been damaged by the insertion of a car park. Nevertheless, these remain important elements of the landscape and their setting and relationship to the house and parkland should be preserved and, where possible, enhanced.
- the ancillary area, as the area of least significance, is likely to be able to absorb some new development. There are, however, certain characteristics

that are important to preserve. These include the visual separation between the mansion and the ancillary area, and the enclosed nature of the walled garden, which should be recovered on the west side. Proposals should nonetheless seek to preserve buildings making a positive contribution to the character of the area and to respect the rural character of long distance views of this area from Oakwood.

- The preservation and enhancement of the historic integrity of the designed landscape as a whole, by restoring the links between the former campus, the country park and the golf course between these areas, reinforcing historic routes, complementary signage and street furniture, the restoration/enhancement of key views from the mansion and long views of it from the wider parkland, and a co-ordinated design and landscape management policy, including guidance on the design of new buildings. This integrated approach should be a primary consideration in any master plan or development brief for the former campus.

### **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 matching 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.

### **Street furniture, signage and advertising**

At present, this is a major negative factor in all parts of the area. A comprehensive scheme of new signage and street furniture for the entire Conservation Area, specifically designed to enhance the character of the area, should form part of the masterplan or development brief for the former University campus and associated planning approvals should be subject to conditions requiring the removal of redundant street furniture and signage, and approval of the design and location of any new items, to conform with the over-arching design strategy. Steps should also be taken to reduce street furniture and signage to a minimum and to place necessary, but utilitarian, items, such as bins, in locations that minimise their impact on the area as a whole.

### **Parking**

Large areas within the historic landscape have been given over to poorly detailed car parking, although the more recent car parks for visitors to the country park have been located discreetly. Any redevelopment should ensure that carparking is carefully designed so as to minimise its visual impact; additional car parking should be kept to a minimum, and consideration should be given to relocating the parking provision in front of the Jebb wing and from the former farm-yard site.

### **Trees and planting**

Where historic tree planting has been lost, consideration should be given to its reinstatement in line with EH/GHS (2012). Where new planting will not damage

the historic designed landscape it may be considered to screen buildings that intrude on the historic character of the site.

### **Highways/transport**

The route and detailed design of new routes such as the "Greenway" cycle path should have particular regard for the conservation of heritage assets including listed buildings, their settings, and registered parks and gardens; and for the protection of landscapes and views of heritage merit. Surfacing materials and colours should be in keeping with the character and appearance of the conservation area, and new signage and street furniture kept to a minimum

### **Proposals for listing**

No new buildings have been identified that merit submission for the statutory list. Since 2006, Ferny Hill Farmhouse and barn have been added to the statutory list at grade II. The Council will invite local amenity societies to carry out further research on the stables with regard to the attribution to the 'rogue Goth' architect S.S. Teulon. If this is substantiated and clear evidence of his work survives *in situ*, a new request for listing may be appropriate.

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

When the Council has adopted criteria for the inclusion of buildings on the Local List under the LDF, it is recommended that Dairy House and its attached dairy and 337-345 Cockfosters Road be considered for inclusion.

### **Article 4(2) Direction**

In order to protect the special architectural character of houses within the conservation area an Article 4(2) 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