

# Grange Park 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 and as such they will be

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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).

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, 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

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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>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.

## **GRANGE PARK CONSERVATION AREA MANAGEMENT PROPOSALS**

### **Summary of special interest**

The key factors that give the Grange Park Conservation Area (hereafter the Conservation Area) its special interest are summarised in **Section 3.0** of the Character Appraisal. These are the things that make up the character and appearance of the area "which it is desirable to preserve and 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 has been no major development since 2008, although a number of houses have undergone extensions. The Article 4 direction has brought most of the issues identified in 2008 under planning control.

The particular issues affecting the Conservation Area at present, which need to be addressed, are set out in **Section 4.0 of the Character Appraisal**. These can be summarised as follows:

- *Extensive paving over of front gardens of larger houses*
- *Loss of traditional boundaries and front garden planting*
- *Inappropriate replacement of traditional joinery with crudely detailed uPVC*
- *At The Grangeway shops, poor quality fascias, shopfronts and windows, and intrusive additions; some buildings are poorly maintained.*
- *Unattractive setting and outside areas at Grange Park station*
- *Installation of photo-voltaic roof panels*

## **Priorities for action**

Based on the detailed assessment provided by the Grange 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 2014 Register of Heritage at Risk in London contains no entries within the Grange Park Conservation Area.

## **Building repair and maintenance**

Inappropriate replacement of traditional high quality joinery and signage, and damage to the fabric, particularly at The Grangeway's commercial properties and the site adjacent to the railway bridge, threatens the special character of the area. Guidance to owners and occupiers on the maintenance and upgrading of traditional joinery would help to prevent this.

### **Development pressure/opportunities**

The main pressure is for side and rear extensions to houses, particularly those which have so far retained their original form. The Article 4 Direction in place since 2008 enables management of the size, form and materials of extensions, which should respect the original designs and enable them to retain their distinctiveness.

The site next to the railway bridge at the west end (south side) of The Grangeway appears unused and in poor condition, and detracts from the appearance of the Conservation Area. Improvement or sensitive replacement of the buildings and improvement of their setting should be pursued.

Where they are subject to planning control, applications for photo-voltaic installations in inappropriate, publicly visible locations will be resisted.

### **Architectural detail**

The Council will resist the loss of traditional architectural details such as windows, doors, chimneys, decorative external timber, plasterwork and brickwork, a timber gates and boundary walls, and the wooden street signs attached to some houses. Development affecting 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. Applications to remove completely or change the form and appearance of original front boundary walls will be resisted.

It would be desirable to make guidance for owners and occupiers on design, conservation, building maintenance and planning easily and widely accessible, to minimise the risk that inappropriate works are undertaken.

### **Shopfronts**

Where they survive, traditional shopfronts and associated features make an important contribution to the character of commercial frontages at The Grangeway. Their loss should be resisted. New shopfronts should be designed with proportions and details that respect those of the building to which they relate, and employ sympathetic (usually traditional) materials and sign-written fascias. New standard, mass-produced shop-fronts in aluminium or uPVC are not appropriate. Detailed guidance on shopfronts is available on the Council's website.

### **Parking**

Paving over of front gardens for car parking is damaging to the character and appearance of the area, particularly where no planting at all is retained. This is now under planning control but there has been some consolidation of those already paved and none has been returned to planting. Reinstatement of planted or partially 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 planting, and where front gardens parking has been established, partial re-instatement of traditional garden walls and planting will be encouraged.

When applications are received for works to front gardens to provide hardstandings, the area of hardstanding permitted in relation to the size of the garden should be limited, to avoid the dominance of vehicles.

### **Trees and planting**

The views of trees between houses are important to the street scene, and new construction, particularly side extensions, should not obscure these.

Street trees make an important contribution to the character of the Conservation Area, particularly those in the west part of The Grangeway and to the west of the railway bridge in Vera Avenue, and long-term management should aim to ensure their replacement with appropriate species.

### **Article 4 direction**

In order to protect the special architectural character of houses within the Conservation Area, an Article 4 direction has been made covering all the houses in the area. This requires planning permission to 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.

The installation of photo-voltaic panels on roof slopes is permitted development, but it is detrimental to the character of the area and indicates an emerging issue that requires monitoring and guidance. Appropriate measures, including the possible extension of the existing Article 4 direction to control such works, are being investigated by the Council.

### **Monitoring change**

During the lifetime of this appraisal, the Council will work in partnership with the Conservation Area 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*
  - *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*
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