

MUNICIPAL YEAR 2016/2017 - REPORT NO. 64

MEETING TITLE AND DATE

Cabinet – 6th September 2016

REPORT OF:

Director of Regeneration and Environment

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Agenda - Part: 1

Item: 9

Subject: Review of Conservation Area Character Appraisals and Management Proposals: Phase 3

Wards: Cockfosters, Edmonton Green, Grange, Haselbury, Upper Edmonton

Key Decision No: KD 4222

Cabinet Members consulted:

Councillors Alan Sitkin and Daniel Anderson

1 EXECUTIVE SUMMARY

- 1.1 The Conservation Area Appraisal and Management Proposals documents for the borough's twenty-two conservation areas have been reviewed and updated. Proposals for the first thirteen conservation areas were approved by Cabinet on 11th February 2015 and for the second six on 17th June 2015. Documents for Phase 3 of the Review have been prepared for the final three conservation areas: Church St, Fore St and Montagu Road Cemeteries Conservation Areas. They have been the subject of extensive consultation with local conservation study groups, the Conservation Advisory Group (CAG) and Historic England (formerly English Heritage), advertised on the Council website and subject to a public meeting on 8th March, 2016.
- 1.2 A modest contraction of the Fore St. Conservation Area south of the North Circular is proposed. Boundaries for Church St and Montagu Road Cemeteries remain unchanged.
- 1.3 The documents are now presented to Cabinet for approval and will replace the existing Conservation Area Appraisals and Management Proposals for the relevant areas, bringing the Review to a conclusion.
- 1.4 Documents for two of the conservation areas considered under Phases 1 and 2 – Hadley Wood and Grange Park – are also presented to Cabinet. The changes proposed to the Hadley Wood and Grange Park documents are concerned with addenda to include map omissions and amend the text accordingly.
- 1.5 Copies of documents are available in the Members' Library and Group Offices or from :
<https://new.enfield.gov.uk/services/planning/heritage-conservation-and-countryside/review-consultation/>

2. RECOMMENDATIONS

2.1. That Cabinet:

Approves the revised Appraisals and Management Proposals for the following three conservation areas subject to minor changes to formatting:

- Church St, Edmonton
- Fore St, Edmonton
- Montagu Road Cemeteries, Edmonton

Approves the addenda for the following two conservation areas approved under Phases 1 and 2 of the Review subject to minor changes to formatting:

- Hadley Wood
- Grange Park

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3. BACKGROUND

- 3.1 The Conservation Area Appraisal (CAA) and Management Proposal (CAMP) documents for the borough's twenty-two conservation areas have been reviewed and updated. Proposals for the first thirteen conservation areas were approved by Cabinet on 11th February 2015 and for the second six on 17th June 2015. Documents for Phase 3 of the Review have been prepared for the final three conservation areas: Church St, Fore St and Montagu Road Cemeteries Conservation Areas.
- 3.2 The documents are based on reports by the Drury McPherson Partnership. Revised documents reflect legislative, policy and physical changes in the last five years and any trends, problems and pressures that have emerged since the documents were published. The CAMPs identify prioritised actions for the next five years.
- 3.3 The CAAs are statements including photographs and maps that describe what it is about the character of each area that is special and that the Council thinks is important to preserve and enhance. CAMPs contain proposals designed to preserve and enhance each of the Borough's conservation areas.
- 3.4 The Appraisals support the Council's commitment in its Local Plan and its duty under Sections 69(1), 69(2) and 71(6) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to review its conservation areas and appraisals and prepare proposals for the preservation and enhancement of conservation areas and to consult the public about those proposals. The Appraisals form a key part of the 'evidence base' for the Local Plan and support and uphold the conservation planning policy framework within it.
- 3.5 Management Proposals documents will, in due course, form part of the Enfield Design Guide, a Supplementary Planning document to the Local Plan. The CAAs and CAMPs are also required to provide an up-to-date policy background to support Development Management decisions, including appeals. The Appraisals and Management Proposals do not currently constitute Supplementary Planning documents but consultation has been informed by the Statement of Community Involvement.
- 3.6 Fore St/Church St was subject to a heritage-led Historic Environment Regeneration Scheme (HERS) in 2002, funded by the Council, English

Heritage (now Historic England) and the European Regional Development Fund (ERDF) in partnership with Haringey Council. Two properties now proposed for exclusion from the conservation area were included in the scheme: 169-171 Fore St (the former Burton's building) and 154 Fore St. This proposed exclusion reflects a change in the management approach, to concentrate on significant groups of historic buildings in the conservation area rather than isolated examples of historic buildings. The implications of the change of approach are reviewed in para 8.

- 3.7 The proposed exclusions from the existing conservation area reflect where the buildings are of more marginal quality or where there has been an erosion of character through loss of detail or inappropriate alteration. The group of buildings on the east side of Fore St now proposed for de-designation is already identified in the existing character appraisal as having a negative impact on the area, with the exception of the upper floors of 134 and 136, and its inclusion was marginal at the time of designation. Where architectural features have been lost this may either have not been reported in time to make enforcement action viable, or there has been insufficient information to support further investigation. Instances include the installation of Upvc windows and shopfront alterations on the section of the west side that is now proposed for de-designation. Enforcement action has been pursued where viable.

4. CONSERVATION AREA APPRAISALS AND MANAGEMENT PROPOSALS

- 4.1 This report seeks Cabinet agreement for the CAAs and CAMPs for the three conservation areas subject to Phase 3 of the Review and for addenda to Hadley Wood and Grange Park which were considered in Phases 1 & 2 of the Review. The changes proposed to the Hadley Wood and Grange Park documents are concerned with addenda to include map omissions and amend the text accordingly.
- 4.2 The CAAs and CAMPs have been subject to consultation and responses and amendments to the documents are summarised in Appendix 1. Once agreed, the CAAs and CAMPs will replace the existing CAAs and CAMPs approved in 2007 and 2009.
- 4.3 Phase 3 will complete the project for the CAA and CAMP Review.

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 An alternative option would be not to update the Conservation Area Appraisal and Management Proposal documents. The documents approved in 2007 and 2009 are now out of date in terms of national planning policy and the recasting of the local planning policy through the Local Plan, Historic England (formerly English Heritage) guidance and changes in the physical fabric of the area since the previous review. These documents do not provide an up-to-date policy background to support Development Management decisions, including appeals. Not to update the documents would make them inconsistent with the documents

for other conservation areas in the borough that have been approved and updated under Phases 1 and 2.

6. REASONS FOR RECOMMENDATIONS

- 6.1 The documents have been through consultation with local conservation area study groups, the Conservation Advisory Group (CAG) and the general public via the website and a public meeting held on 8th March 2016. Montagu Road Cemeteries were initially considered under Phase 1 of the Review but following comment from Historic England (formerly English Heritage) further original research was undertaken on the significance of the Jewish Cemeteries forming part of it. This research has indicated greater surviving historic/architectural significance than previously understood and consequently an earlier recommendation from the consultants to de-designate has been reversed, despite the cemeteries remaining in poor condition.
- 6.2 The Drury McPherson Partnership, consultants for the CAA and CAMP Review, recommended that the continued designation of the Fore St Conservation Area should be reviewed. Accordingly a change is proposed to the boundaries of the Fore St. Conservation Area, to omit sections of the Conservation Area south of the North Circular that have been so altered/eroded as to no longer have sufficient architectural or historic interest to merit designation. The results of the consultation and the changes made are shown in Appendix 1.
- 6.3 The changes proposed to the Hadley Wood and Grange Park documents are concerned with addenda to include map omissions and amend the text accordingly.
- 6.4 The documents are therefore recommended for approval.

7. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS

7.1 Financial Implications

- 7.1.1 Provision for the cost of preparing the documents and consulting on them was included in the Local Plan reserve and has already been spent. This report is mainly seeking the approval of the revised Appraisals and Management Proposals for the conservation areas listed in paragraph 2.1. The approval of these documents does not in itself commit the Council to additional expenditure. Any related proposals with cost implications would need to be subject to separate reports and full financial appraisal.
- 7.1.2 Two properties within the areas proposed for de-designation received grants under the HERS (2002-5) for Fore St; a joint venture between the Council, Haringey Council, English Heritage and the ERDF. No. 154 Fore St received an award of £23,500 and no. 169-171 Fore St received £46,600. The full cost of the scheme, which included fourteen properties, was £610,000. A further scheme for a terrace of ten properties at a cost of £820,000 was completed in 2007.

ERDF guidance indicates a seven year audit period and guidance on the document retention period for capital projects is that they should be kept for the economic life of the project. The HERS scheme ran 2002-2005 and was audited by the ERDF in 2004. In view of the above there is no risk of the grants awarded being recalled.

7.2 Legal Implications

- 7.2.1 The Council has an ongoing duty under Section 69(1)(a) and (2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) to review its conservation areas and under Section 71(1) to formulate proposals for their preservation and enhancement.
- 7.2.2 Non statutory guidance is provided on the level and depth of consultation that is recommended and the report sets out how this has been accommodated.
- 7.2.3 The recommendations contained within this report as to the review of the CAAs and CAMPs fulfil the Council's duty as a local planning authority under Sections 69 and 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 7.2.4 As referred to in paragraph 7.1.2, two properties within the areas proposed for de-designation received grants under the HERS (2002-5) for Fore Street; a joint venture between the Council, Haringey Council, English Heritage and the ERDF. After the period of time which has since elapsed it has not been possible to locate all of the original scheme documents. All the indications are however that the grant funding in respect of the two properties was allocated by June 2004 with conditions lasting for three years from that date. Also, as part of the ERDF funding conditions there was an audit period of seven years in respect of the grant programme. Part of the scheme was audited in 2004, the purpose being to see that the allocated funds had been used for their intended purpose. The audit period would have ended in June 2011.

7.3 Property Implications

- 7.3.1 Property Services support the change to consolidate the Fore Street section of the Conservation Area to the south of the North Circular. It does make sense to focus on those buildings of greater architectural and historic interest, and the more cohesive parts of the CA, particularly when other recent and longer term changes have impacted on the nature of the CA in this section of the road frontage. No specific comments on the Appraisal and Management Proposals for Montagu Road Cemeteries CA in Edmonton.
- 7.3.2 In a wider context, the Council has both operational and non-operational properties located within Conservation Areas. Changing patterns of retailing, and other trends and pressures, which influence economic viability, have the potential to impact on the use of buildings within the Borough's Conservation Areas, their associated character and built fabric.

8. KEY RISKS

- 8.1 Failure to review the borough's conservation areas and prepare proposals for their preservation and enhancement would be contrary to the Planning (Listed Buildings and Conservation Areas) Act 1990 Sections 69 (1) and (2) and 71(1) and good practice as set out by Historic England (formerly English Heritage) in 'Understanding Place: Conservation Area Designation, Appraisal and Management'.
- 8.2 As referred to in paragraphs 7.1.2 and 7.2.4 under the terms and conditions of the HERS contract the previous awards could potentially be recalled but owing to the time which has elapsed since the award there is no risk.

9. IMPACT ON COUNCIL PRIORITIES

9.1 Fairness for All

The CAA and CAMP underpin policy and development management to guide change and ensure that the borough remains and becomes an attractive place to live, work, learn and play.

9.2 Growth and Sustainability

The CAA and CAMP underpin policy and development management to guide, change and ensure that the borough remains and becomes an attractive place to live, work, learn and play.

9.3 Strong Communities

The preservation and enhancement of the cherished local scene and heritage helps increase the communities' sense of belonging, civic pride and self-confidence while demonstrating the Council's commitment and support to them and their area. Together these help deliver stable, safe and sustainable places and communities.

10. EQUALITIES IMPACT IMPLICATIONS

- . Corporate advice has been sought in regard to equalities and an agreement has been reached that an equalities impact assessment/analysis is neither relevant nor proportionate for the approval of this report.

11. PERFORMANCE MANAGEMENT IMPLICATIONS

- 11.1 The review is one of the key objectives of the Environment Service Plan.
- 11.2 The Conservation Area Character Appraisals support Enfield Council's commitment in its Local Plan and its 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 and to consult the public about those proposals.

12. HEALTH AND SAFETY IMPLICATIONS

No health and safety implications have been identified.

13. HR IMPLICATIONS

None.

14. PUBLIC HEALTH IMPLICATIONS

The Conservation Area Management Proposals seek to enhance the local environment and thereby promote physical and mental wellbeing by contributing to the attractiveness of the environment. The preservation and enhancement of the cherished local scene and heritage helps increase the communities' sense of belonging, civic pride and self-confidence, thereby contributing to mental well-being and enjoyment.

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Appendices

Appendix 1:

Summary of issues raised at consultation

Appendix 2:

Map of proposed Fore St Conservation Area boundary amendments