

MUNICIPAL YEAR 2017/2018 REPORT NO. 52

MEETING TITLE AND DATE:

Cabinet –13th September 2017

REPORT OF:

Executive Director of Regeneration & Environment

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Agenda - Part: 1	Item: 8
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Subject:

Local Heritage Review

Wards: All

Key Decision No: KD4321

1. EXECUTIVE SUMMARY

- 1.1 A local heritage review and preparation of a draft local list has been undertaken, guided by specialists Urban Vision Enterprises CIC and delivered in conjunction with community volunteers identified and organised through a partnership between the Council and The Enfield Society.
- 1.2 All parts of the Borough have been assessed by the volunteers and the survey data evaluated for compliance with the selection criteria and consistency of approach across the survey areas.
- 1.3 Public consultation has been undertaken on the draft local list (including consultation with property owners). Following completion of the public consultation on 30th November 2016, responses have been considered and amendments made.
- 1.4 This report seeks approval of the Local Heritage List.

2. RECOMMENDATIONS

- 2.1 That Cabinet approve the Local Heritage List.

3. BACKGROUND

- 3.1 The National Planning Policy Framework (NPPF) advises Local Planning Authorities to set out 'a positive strategy for the conservation and enjoyment of the historic environment' in their Local Plan. The Enfield Local Plan Core Strategy (approved in 2010), contains the core policy framework for the historic built environment and urban design issues. Every borough will contain a number of buildings, designed landscapes and archaeological sites that are not on Historic England's National List for England (the statutory list), but have been identified locally as having some heritage interest meriting consideration on planning decisions. The Local List will support and uphold the conservation planning policy framework within Enfield's adopted Core Strategy and will form a key part of the evidence base for the Local Plan review. It will also provide an up to date policy background to support Development Management decisions, including appeals.
- 3.2 Local listing does not introduce a requirement to obtain any additional permissions over and above those that are already required e.g. for demolition or internal alterations, nor does it automatically remove any permitted development rights. Being on the Local List means that the building's conservation as a heritage asset is a material consideration when deciding on planning applications. The NPPF requires the local planning authority to consider whether any proposals affect a 'non designated heritage asset' irrespective of whether it is on the local list. Local listing would not raise a fundamentally new planning issue that is not already a material consideration, albeit the weight given to this material consideration would increase if the building was on the local list.
- 3.3 Policy 6.5.2 of Enfield's Development Management Document sets out a requirement that development should conserve and enhance these buildings. The purpose of local listing is not to prevent change, but to ensure that all reasonable proposals for change are given due consideration. Proposals for change will be decided taking a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset, weighed against all other material considerations.
- 3.4 If a locally listed building is to be lost, its replacement would be expected to be good quality design, which makes a positive contribution to the local area. The CABI document 'The value of Good Design' 2002 draws together key research from the UK and abroad to show that investment in good design generates economic and social value. It argues that good design does not cost more when measured across the lifetime of the building or place. Good design is not just about the aesthetic improvement of our environment, it is as much about improved quality of life, equality of opportunity and economic growth. A well designed neighbourhood will benefit from lower crime and higher house values and stimulate civic pride which contributes to developing strong communities.
- 3.5 Local heritage listing is a means for a community and a local authority to jointly identify heritage assets that are valued as distinctive elements of the local

historic environment. It provides clarity on the location of assets and what it is about them that is significant, ensuring that strategic local planning properly takes account of the desirability of their conservation. The current Local List was prepared in 1974 and has been added to incrementally over the years and require review.

- 3.6 The project was delivered in conjunction with specialists Urban Vision Enterprise CIC and volunteers from The Enfield Society and other local organisations. Urban Vision prepared draft technical designation criteria for assessing the borough's local heritage assets, in accordance with Historic England (HE) best practice guidance and this was subject to public consultation between July and September 2015. The Local Heritage list Guidance on Selection Criteria is attached as Appendix 2.
- 3.7 Fifty (50) community volunteers were identified to undertake the survey work organised through a partnership between the Council and The Enfield Society. Urban Vision delivered volunteer training from July – September 2015. The volunteers undertook the survey work between July and December 2015. All parts of the Borough have been assessed by volunteers.
- 3.8 A Local Heritage Review Board, convened from stakeholders across the project (including The Enfield Society, Enfield Conservation Advisory Group, Local History Officers, Historic England and a Volunteers representative) evaluated the survey data collected by the volunteers for compliance with the agreed selection criteria and consistency of approach across the survey areas. This took place between November 2015 and January 2016. The existing local list comprised of 117 buildings / structures and 26 parks / gardens (Total 143). The proposed draft comprises 262 buildings / structures and parks / gardens combined. In both cases some of the list entries contain more than one property e.g. it may be a terrace of houses or shops. The list entries fall into a number of different asset types, such as dwelling houses, shops, banks, public houses, factories, utilities (e.g. telephone exchanges, postal sorting offices), structures (railway bridges, street furniture, post boxes etc.), parks / gardens and cemeteries, schools, libraries and places of worship.
- 3.9 Public consultation was undertaken on the draft local list (including consultation with property owners) between 5th September and 30th November 2016. The consultation took the form of 956 letters sent to each property on the draft list. The consultation was also on the Council's website. The consultation was reported to the Conservation Advisory Group. The consultation made clear that any request to remove an asset will only be normally considered if there is a factual error, for example if the building is not of the age described or if the building is not by the architect mentioned.
- 3.10 Responses from public consultation included suggestions for amendments of entry details and enquiries of the implications of property being included on the list. Some consultees suggested additional sites be considered for addition to the local list. Six respondents did not wish to be included on the Local List. Where reasons were given, these included that local listing was perceived to limit development, the local list criteria were not considered to be met or the

listing was unnecessary. All consultation responses have been carefully considered. The additional information submitted on one entry demonstrates the degree to which the building has been altered and the property removed from the draft list. The remaining buildings are considered to meet the criteria and have been retained on the draft list. The comments and responses and amendments made to the final draft list are indicated in Appendix 1. Subsequently one building has been removed from the draft list as it has been demolished and one additional building has been added to the draft list, in consultation with the building owner and Project Review Board.

- 3.11 The Local List is a dynamic document. National Planning Policy Guidance recommends that the Local List should be reviewed at least every two years (NPPG paragraph 043). Reviews can also be made on an on-going basis (as and when nominations are received). Further nominations will be carefully considered against the Council's adoption criteria. The relevant consultation and notification processes adhered to. However, in order not to be in a constant state of review, it is proposed that suggested changes be considered no more than twice a year. Removal of assets from the list may be appropriate in circumstances where an asset no longer meets the criteria for selection, has been demolished, or has undergone changes that have negatively impacted on its significance.
- 3.12 The Local List is presented to Cabinet for approval and will replace the existing Local List, bringing the Local Heritage Review to a conclusion. The new Local List can be found at <https://new.enfield.gov.uk/services/planning/heritage-conservation-and-countryside/listed-buildings/>

4. ALTERNATIVE OPTIONS CONSIDERED

- 4.1 An alternative option would be not to update the existing Local List. The existing list dates from 1974 is 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. The 1974 document does not provide up-to-date information to support Development Management decisions, including appeals.

5. REASONS FOR RECOMMENDATIONS

- 5.1 National Planning Policy Guidance (paragraph 041) identifies that '*Local lists incorporated into Local Plans can be a positive way for the local planning authority to identify non-designated heritage assets against consistent criteria so as to improve the predictability of the potential for sustainable development.*' Policy 6.5.2 of Enfield's Development Management Document sets out a requirement that development should conserve and enhance historic assets, therefore the up-to-date list will support decision making.

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

6.1 Financial Implications

- 6.1.1 This report is seeking the approval of the Local Heritage List; therefore there are no direct associated costs as a result of this proposal.

Enfield Council owns properties that are currently locally listed and others that have been considered as additions to the Local List, as part of the review process. Some of these premises may be subject to proposals for change or development and the local listing will be a material consideration in these proposals which will have to be taken into account in developing any proposals in the same way as for privately owned properties. The costs of bringing forward suitable proposals will need to be met as part of any scheme development costs. These costs will depend upon the individual site circumstances and cannot therefore be quantified at this stage. These implications are discussed in para 8.2 Key Risks section.

Provision for the cost of preparing the documents and consulting on them was included in the Local Plan budget.

6.2 Legal Implications

- 6.2.1 The Council has the general power of competence under section 1(1) of the localism Act 2011 to do anything that individuals generally may generally do provided it is not prohibited by legislation. There is no express prohibition, restriction or limitation contained in a statute against use of the power in this way.
- 6.2.2 The National Planning Policy Framework states that Local Planning Authorities should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance.
- 6.2.3 Inclusion in the local list does not give the building any statutory protection. As with Statutory Listed Buildings, any works carried out should preserve or enhance the building and any features of architectural or historic interest retained and appropriate materials used.
- 6.2.4 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.
- 6.2.5 The recommendations contained within this report as to the review of the Local List fulfil the Council's duty as a local planning authority.

7.3 Property Implications

- 7.3.1 Enfield Council owns properties that are currently locally listed and others that have been considered as additions to the Local List, as part of the review

process. Many of these are properties that contribute to the local heritage are also important assets to the local authority.

- 7.3.2 The Local Heritage Review has a bearing on Council owned properties, and given the Council's extensive property holdings, Property Services has been a key consultee in the review, alongside the service departments that occupy specific premises that might be affected.
- 7.3.3 Four (4) libraries have been suggested for addition to the Local List: Enfield Town, Palmers Green, Enfield Highway and the Ridge Avenue Library at Bush Hill Park. Palmers Green and Enfield Town have received extensive investment to refurbish and are unlikely to be the subject of further work, or other changes for the time being, that might be constrained by the local listing status. Enfield Highway and Ridge Avenue libraries are proposed as community libraries as part of the Library Strategy. However, the development potential of the Ridge Avenue site has been under investigation, with one option examining the potential for housing alongside a replacement community facility, including library services. The list entry for Enfield Highway Library has been revised to clarify the extent of architectural interest, which relates to the frontage building only. Redevelopment options for Ridge Avenue library that might be constrained by local listing would be assessed through the planning process as explained in para 3.3. The Local List is a dynamic document which will be reviewed periodically to consider further additions and deletions as appropriate.
- 7.3.4 A number of schools have also been suggested for addition to the Local list. These are Brettenham Road, Chesterfield, Eastfield, Edmonton County, Hazelwood, Enfield County, Lavender Road, George Spicer and Latymer. None of these schools has been flagged up by the Education Department as a potential expansion opportunity. Forty Hill School was already on the existing local list and has been retained on the proposed new local list.
- 7.3.5 A number of parks, cemeteries and open spaces are already on the Council's local list and these are all proposed to remain on it. The London Parks and Gardens Trust have suggested a number of additions, which have been considered and it is proposed to add a further 6 parks / gardens as a result. These are Bury Lodge Gardens, Bush Hill Park, Jubilee Park, Lakeside, Hertford Cemetery and Christ Church Cockfosters Churchyard.
- 7.3.6 Other Council owned and managed historic assets include street furniture and utility structures.

8. KEY RISKS

8.1 The Local Heritage Review process has been conducted in accordance with Historic England policy and National Planning Policy Framework guidance including public consultation on designation criteria and the proposed list entries and is therefore considered robust.

8.2 Some of these premises may be subject to proposals for change or development in the future. The local listing will be a material consideration in these proposals which will have to be taken into account in evolving the form and detail of the scheme and preparing the associated planning application documentation. For example an applicant may need to demonstrate whether a locally listed building can be retained, converted, extended and altered rather than redeveloped or that any proposed replacement building is of good quality design and makes a positive contribution to the local environment. Para 3.4 of this report explains how good design does not necessarily cost more and has other valuable benefits for improving the quality of life in local communities. The costs of bringing forward suitable proposals will need to be met as part of any scheme development costs.

9. IMPACT ON COUNCIL PRIORITIES

9.1 Fairness for All

Locally listed buildings are part of the cherished local scene and are valued by many residents in all parts of the borough. All parts of the borough have been surveyed and assessed during the review.

9.2 Growth and Sustainability

The Local List underpins policy and development management to guide, change and ensure that the borough remains and becomes an attractive place to live, work, learn and play. The provision of up to date designations will provide more certainty for developers and thereby support regeneration and enhancement of the borough.

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 production of the Local List will form a key part of the evidence base for the Local Plan Review.

12. HEALTH AND SAFETY IMPLICATIONS

No health and safety implications have been identified.

14. PUBLIC HEALTH IMPLICATIONS

The Local List seeks 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.

Background Papers

None

Appendices

Appendix 1 - Consultation response matrix

Appendix 2 - Local Heritage list Guidance on Selection Criteria