

13. PLANNING POLICY FRAMEWORK

National

- 13.1 The primary legislation relating to the conservation of the Historic Environment remains unchanged: The Planning (Listed Buildings and Conservation Areas) Act 1990, as amended by the Planning and Compensation Act 1991 and the Planning and Compulsory Purchase Act 2004. The 1990 Act requires local planning authorities to:-
“have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest”
and:-
“to pay special attention to the desirability of preserving or enhancing the character and appearance of conservation areas.”
These legal requirements for the protection of the Historic Environment remain in place with the issue of PPS5.
- 13.2 On 23rd March 2010 the Government released a suite of documents prepared by the Department for Communities and Local Government (DCLG) detailing its updated planning policies and guidance on the conservation of the historic environment. This includes “The Government’s Statement on the Historic Environment for England 2010”; “Planning Policy Statement 5: Planning for the Historic Environment” (PPS5); and “PPS5 Planning for the Historic Environment: Historic Environment Planning Practice Guide”.
- 13.3 These documents replace "Planning Policy Guidance 15: Planning and the Historic Environment" (PPG 15) and "Planning Policy Guidance 16: Archaeology and Planning" (PPG 16), bringing all Historic Environment Assets together as part of the DCMS/EH Heritage Protection Review.
- 13.4 Compared to the relatively concise PPG15 the format and use of language in PPS5 is more generic, requiring reading together with its associated documents, and with the relevant parts of other PPS documents to obtain a comprehensive understanding of current national planning policy and guidance. A fourth document, “English Heritage Guidance on the Setting of Heritage Assets” will follow soon.
- 13.5 These documents should be read alongside each to obtain a comprehensive understanding of current national planning policy and guidance on the Historic Environment.

The Government's Statement on the Historic Environment for England 2010

- 13.6 This puts forward a vision and six broad strategic aims:-
"The Vision: That the value of the historic environment is recognised by all who have the power to shape it; that Government gives it proper recognition and that it is managed intelligently and in a way that fully realises its contribution to the economic, social and cultural life of the nation."
- "The Aims: Strategic Leadership; Protective Framework; Local Capacity; Public Involvement; Direct Ownership; Sustainable Future."*
- 13.7 The Statement emphasises that the historic environment is made up of irreplaceable assets that make a real contribution to our quality of life and our quality of places and that it is important that they are understood, conserved and, where appropriate, enhanced as markers of our past. Also, the historic environment, alongside the best in new design, is an essential element in creating distinctive, enjoyable and successful places in which to live and work and in recognising this the Government intends it to play an important role in driving economic growth, attracting investment and tourism, and providing a focus for successful regeneration.
- 13.8 It also promotes the inherent sustainability of historic buildings and their surroundings and the evidence of past low carbon economies that can be used to help make progress in mitigating and adapting to climate change. Using what is already there can be both environmentally more efficient and result in high quality schemes which retain a unique valuable sense of character. The use of locally sourced development materials supports investment in local industries and their communities and lowers transport costs. Investment in the repair and reuse of historic buildings can be energy efficient by saving the energy associated with demolition and disposal of old building materials, the creation and delivery of new materials and the building process.
- 13.9 It is also recognised that:-
"Heritage can be a significant focus for local community, helping to bring people together, to define local identities and to foster a new understanding of ourselves and those around us."

Planning Policy Statement 5: Planning for the Historic Environment" (PPS5) & Practice Guide

- 13.10 The Practice Guide is intended to assist local authorities, owners, applicants and other interested parties in the interpretation of the policies of PPS5.
- 13.11 PPS5 sets out the Government's national policies on different aspects of spatial planning in England, setting out planning policies on the conservation of the historic environment. Its policies are consistent with the United Kingdom's obligations as a signatory to the Council of Europe's 'Granada' Convention (The Convention for the Protection of the Architectural Heritage of Europe), 'Valetta'

Convention (The European Convention on the Protection of the Archaeological Heritage), the 'Florence' Convention (The European Landscape Convention) and the 1972 UNESCO World Heritage Convention.

- 13.12 PPS5 emphasises the importance of those parts of the historic environment that have 'significance', bringing a new integrated approach by removing the distinction between buildings, archaeological remains and landscapes and identifying them all as 'heritage assets'. Its principles clearly recognise the vital social, economic and environmental benefits of all 'heritage assets' and maintain the robust framework of heritage protection. The value of irreplaceable heritage assets to this and future generations is their 'significance' because of the real contribution that they make to our quality of life and our quality of places. That interest may be archaeological, architectural, artistic or historic, and it is important that they are understood, conserved and, where appropriate, enhanced as markers of our past. The historic environment, alongside the best in new design, is an essential element in creating distinctive, enjoyable and successful places in which to live and work and in recognising this the Government intends it to play an important role in economic growth, attracting investment and tourism, and providing a focus for successful regeneration.
- 13.13 Some of these heritage assets possess a level of interest that justifies national designation, while others are of local interest. All are to be considered of heritage interest and are thus a material planning consideration.
- 13.14 **Designated Heritage Assets:**
Listed Buildings; Registered Parks and Gardens; Conservation Areas
Which possess a level of interest that justifies 'designation' and particular procedures apply to decisions that involve them. Local listed buildings within conservation areas, and buildings identified within an adopted Character Appraisal as making a positive contribution to a conservation area, are considered to be **designated heritage assets** because they form an integral part of the 'significance' of conservation areas.
- 13.15 **Non-Designated Heritage Assets:**
Local Listed Buildings including Sites of Industrial Heritage Interest; Archaeological Priority Areas; Local Historic Green Spaces
Which have been identified by the local planning authority during the process of decision-making or through the plan-making process (including local listing), are of heritage interest and are thus a material planning consideration.
- 13.16 The English Heritage document "Conservation Area Practice" and consultative guidance documents produced for the Department for Culture Media and Sport (DCMS), Office of the Deputy Prime Minister (ODPM) & Planning Advisory Service (PAS) in February 2006 "Guidance on the Management of Conservation Areas" and "Guidance on Conservation Area Appraisals" all reinforce and bring up to date the required approach to conservation areas in line with the legislative and

planning policy framework resulting from Government reform of the planning system. Local authorities are now required to replace their Unitary Development Plan (UDP) with a more flexible Local Development Framework (LDF). Within this structure a Supplementary Planning Document (SPD) will be produced to detail conservation area policies covering all of Haringey's conservation areas. The SPD will be supported by adopted and published Appraisals and proposed Management Strategies for each conservation area. These cannot by themselves be an SPD.

- 13.17 A three-part heritage "Best Value Performance Indicator" (BV219) issued by the ODPM in February 2005 to monitor local authorities' performance in relation to Sections 71 & 72 of the Planning (Listed Buildings & Conservation Areas) Act 1990 resulted in the need for local planning authorities to have up-to-date adopted and published Appraisals and related Management Proposals for all its conservation areas that should be reviewed every five years.
- 13.18 It is, therefore, even more important than before that there should be a clear definition, recorded in some detail, of what constitutes the special architectural or historic interest that warranted the designation of every conservation area.
- 13.19 The involvement of the public in deciding 'what (in the historic environment) is valuable and why' has become increasingly important, especially in the wake of "Power of Place", a report produced by a 20-strong steering group representing a wide range of interests lead by E H in December 2000. In response to this, E H have updated their guidance to take onboard new approaches to identifying and sustaining the values of place in line with the Government's heritage protection reform proposals and have produced a document "Conservation Principles, Policies and Guidance".
- 13.20 In March 2007 the white paper "Heritage Protection for the 21st Century" was published by the DCMS and presented to Parliament. The document set out a programme of reform of the current legislation and guidance relating to protecting the historic environment, providing the first step towards simplifying and clarifying the heritage protection system. Unfortunately, this has not become primary legislation.

Regional

13.21 The Mayor of London's "London Plan: Spatial Development Strategy for Greater London (Consolidated with Alterations February 2008)" forms part of the statutory plan for the Borough. It contains a range of policies relating to 'Built heritage and views' and 'Biodiversity and natural heritage', all of which have relevance to conservation areas.

13.22 Policy 4B.11 'London's built heritage' confirms that:-
"The Mayor will work with strategic partners to protect and enhance London's historic environment."

Development Plan Document (DPD) policies should seek to maintain and increase the contribution of the built heritage to London's environmental quality, to the economy both through tourism and the beneficial use of historic assets, and to the well-being of London's people while allowing for London to accommodate growth in a sustainable manner."

13.23 Policy 4B.12 'Heritage conservation' recommends:-

"Boroughs should:

- *ensure that the protection and enhancement of historic assets in London are based on an understanding of their special character, and form part of the wider design and urban improvement agenda, including their relationship to adjoining areas, and that policies recognise the multi-cultural nature of heritage issues*
- *identify areas, spaces, historic parks and gardens, and buildings of special quality or character and adopt policies for their protection and the identification of opportunities for their enhancement, taking into account the strategic London context*
- *encourage and facilitate inclusive solutions to providing access for all, to and within the historic environment and the tidal foreshore."*

13.24 Policy 4B.13 'Historic conservation-led regeneration' emphasises that:-

"The Mayor will, and boroughs should, support schemes that make use of historic assets, including the waterways heritage, and stimulate environmental, economic and community regeneration where they:

- *bring redundant or under-used buildings and spaces into appropriate use*
- *secure the repair and re-use of Buildings at Risk*
- *help to improve local economies and community cohesion*
- *fit in with wider regeneration objectives*
- *promote inclusiveness in their design*
- *respect and enhance waterside heritage including the tidal foreshore."*

- 13.25 Policy 4B.15 'Archaeology' states that:-
"The Mayor, in partnership with English Heritage, the Museum of London and boroughs, will support the identification, protection, interpretation and presentation of London's archaeological resources. Boroughs in consultation with English Heritage and other relevant statutory organisations should include appropriate policies in their DPDs for protecting scheduled ancient monuments and archaeological assets within their area." (PPG16)
- 13.26 Policy 4B.16 'London View Management Framework' contains strategically important views, of which London Panorama I (from Alexandra Palace to central London) Landmark Viewing Corridor centred on St Paul's Cathedral, passes through the western part of the Borough.
"The Mayor will keep the list of designated views under review."
- 13.27 Policy 4C.3 'The natural value of the Blue Ribbon Network' has relevance to the Borough through the River Lee Navigation and Moselle Brook.
"The Mayor will, and boroughs should, protect and enhance the biodiversity of the Blue Ribbon Network by:
 - resisting development that results in a net loss of biodiversity*
 - designing new waterside developments in ways that increase habitat value*
 - allowing development into the water space only where it serves a water-dependent purpose or is a truly exceptional case which adds to London's world city status*
 - taking opportunities to open culverts and naturalise river channels*
 - protecting the value of the foreshore of the River Thames."*
- 13.28 Policy 4C.20 'Development adjacent to canals' points out that:-
"The Mayor will, and relevant boroughs should, require developments adjacent to canals to respect the particular character of the canal. Wherever possible, new developments close to canals should seek to maximise water transport for bulk materials, particularly during demolition and construction phases. While recognising the navigation functions, opportunities should be taken to improve the biodiversity value of canals."

Local

13.29 Haringey's Unitary Development Plan (UDP) adopted by the Council on 17 July 2006 replaced the earlier UDP adopted in March 1998. The UDP sets out the planning policy framework for the development of the Borough and development control decisions. It contains a range of policies to preserve and enhance the character or appearance of special architectural or historic interest relating to 'Strategy'; 'Development and Urban Design' and 'Conservation'. "Both the conservation of the built environment, (in terms of preserving cultural heritage and insuring the efficient use of land and building materials), and good design (which is acknowledged as contributing to people's quality of life) are seen as integral components of sustainable development."

13.30 Policy G1: Environment:-
"Development should contribute towards protecting and enhancing the local and global environment and make efficient use of available resources."

13.31 Policy G2: Development and Urban Design:-
"Development should be of high quality design and contribute to the character of the local environment in order to enhance the overall quality, sustainability, attractiveness, and amenity of the built environment."

13.32 Policy G10: Conservation:-
"Development should respect and enhance Haringey's built heritage in all its forms."

13.33 Policy UD4: Quality Design:-
"Any proposals for developments and alterations or extensions, which require planning permission or listed building consent, will be expected to be of high design quality."

The spatial and visual character of the development site and the surrounding area/street scene should be taken into account in the design of schemes submitted for approval. The following, often inter-related, elements should be addressed in a positive way:

- a) urban grain and enclosure;*
- b) building lines;*
- c) form, rhythm and massing;*
- d) layout;*
- e) height and scale;*
- f) landform, soft and hard landscape, trees and biodiversity;*
- g) fenestration (i.e. window design together with the positioning, or arrangement of the window openings in the wall);*
- h) architectural style, detailing and materials;*
- i) historic heritage context, including listed buildings and their setting, locally listed buildings, conservation areas and archaeological areas;*
- j) living frontages and public realm;*

- k) *any identified local views;*
 - l) *designing out crime and fear of crime (including designing out graffiti, where feasible);*
 - m) *walkability; new housing, shops, public buildings and places of work need to be located and designed so that they can be reached easily on foot."*
- 13.34 Policy CSV1: Development in Conservation Areas:-
"The Council will require that proposals affecting Conservation Areas:
- a) *preserve or enhance the historic character and qualities of the buildings and/or the Conservation Area;*
 - b) *recognise and respect the character and appearance of Conservation Areas;*
 - c) *protect the special interest of buildings of architectural or historic interest.*
- 13.35 Policy CSV2: Listed Buildings:-
"There is a presumption in favour of the preservation of listed buildings. The Council will require that proposals affecting statutory listed buildings:
- a) *preserve or enhance the historic character and qualities of the buildings;*
 - b) *recognise and respect the character and appearance of listed buildings;*
 - c) *protect the special interest of buildings of architectural or historic interest;*
 - d) *do not adversely affect the setting of listed buildings;*
 - e) *retain the original use of a listed building wherever possible.*
- 13.36 Policy CSV3: Locally Listed Buildings & Designated Sites of Industrial Heritage Interest:-
"The Council will maintain a local list of buildings of architectural or historic interest, including Designated Sites of Industrial Heritage Interest with a view to giving as much attention as possible to buildings and features worthy of preservation."
- 13.37 Policy CSV4: Alterations & Extensions to Listed Buildings:-
"The Council will require that alterations or extensions to listed buildings:
- a) *are necessary and are not detrimental to the architectural and historical integrity and detailing of a listed building's interior and exterior;*
 - b) *relate sensitively to the original building;*
 - c) *do not adversely affect the setting of a listed building."*
- 13.38 Policy CSV5: Alterations & Extensions in Conservation Areas:-
"The Council will require that alterations or extensions to buildings in Conservation Areas:
- a) *preserve or enhance the character of the Conservation Area;*
 - b) *retain or reinstate characteristic features such as doors, windows or materials of buildings.*

- 13.39 Policy CSV6: Demolition of Listed Buildings:-
"The Council will protect Haringey's listed buildings by refusing applications for their demolition. In the case of internal demolition work the Council will refuse applications that harm the architectural and historical integrity and detailing of a listed building's interior."
- 13.40 Policy CSV7: Demolition in Conservation Areas:-
"The Council will seek to protect buildings within Conservation Areas by refusing applications for their demolition or substantial demolition if it would have an adverse impact on the character and appearance of the Conservation Area."
- 13.41 Policy CSV8: Archaeology:-
"Planning permission will only be granted for development which would adversely affect areas of archaeological importance if the following criteria are met:
a) applications are accompanied by an archaeological assessment and evaluation of the site, including the impact of the proposed development;
b) development proposals will preserve in situ, protect and safeguard important archaeological remains and their settings, and where appropriate, provide for the permanent display and interpretation of the remains.
The Council will ensure the proper investigation, recording of sites and publication of the results is conducted by a suitably qualified archaeological contractor as an integral part of a development programme where it is considered that preservation in situ is not appropriate."

Supplementary

- 13.42 Supplementary Planning Guidance (SPG2) 'Conservation and Archaeology' is a draft consultation document available in association with the UDP providing additional information.
- 13.43 A leaflet produced by the Victorian Society supports the importance of conservation and highlights the continuing threat to historic buildings:-
"It's hard to believe that not so long ago people thought that Victorian buildings were ugly and old fashioned. They said that they were not suited to modern requirements, and so they tore them down and put up new ones. They ripped the heart out of our historic city centres and dispersed the communities who lived there, and soon many places looked much the same as anywhere else.

But today we have found that many of the new buildings lasted less well than the buildings they replaced, and are now themselves being torn down.

Would you really want to lose the attractive Victorian terraces in your neighbourhood, the Victorian church at the end of your road or the ornate pub on the high street? Yet still today many such buildings are threatened with demolition or insensitive alteration. Victorian buildings reflect the history of places and their occupants, and too often it is only after they have gone that people recognise their value.

Still there are many good Victorian buildings at risk. Neglect is bad enough, but sometimes well-meant 'improvements' such as plastic windows or stone cladding may destroy a building's historic character and create maintenance headaches for the future. The Victorian Society produces a number of publications about the proper care of Victorian and Edwardian houses to enable owners to be custodians of their buildings for the future.

Worse still is the threat of demolition, as developers do not stop to understand what is special about Victorian buildings, and how they are cherished and valued by their communities. No one would tear up a 100 year-old book, but 100 year-old buildings are often pulled down without a second thought, and all these years of history lost.

Most buildings are perfectly capable of re-use: often imagination is the key ingredient to give an old building new life. Yet people often forget that demolishing and rebuilding in energy-hungry materials such as glass and aluminium is very wasteful. It also destroys the special character that old buildings impart to areas, and a sense of local distinctiveness is lost.

We are not against all change. We think there is a place for good modern design too – indeed high quality new developments can make a positive contribution to the setting of historic buildings. But building for the future should not ignore the importance of the past.”

14. CHALLENGES, PRESSURES & OPPORTUNITIES FOR DEVELOPMENT

Design Considerations

- 14.1 The importance of good design that takes full account of the historic environment is essential when considering proposals affecting the Crouch End Conservation Area. The use of good external materials, in particular good quality facing brickwork, is of the greatest importance. The Council encourages good quality development, including the provision of affordable housing, but in all such proposals design and conservation considerations must be primary parameters from the outset. This objective can be achieved effectively by the combined work and commitment of the Council's Development Management and Design and Conservation Teams.

Traffic Management

- 14.2 The retail and commercial core of the conservation area concentrated on Crouch End Broadway is affected by the high intensity of both public and private transport and of service vehicle traffic that passes through it from all directions. This, together with the high volume of pedestrian traffic movements between the Broadway facilities, has a crucial influence on the area's character and appearance.
- 14.3 Any highway management schemes including vehicular crossovers should be of materials sympathetic to their surroundings and should be properly 'joined' to the surrounding footpaths/roads. All work on the highway should be carried out in accordance with the Council's street design guide "Streetscape Manual; London Borough of Haringey; Summer 2006" which promotes high quality design related to local character.

Streetscape and Public Realm Improvements

- 14.4 Crouch End has a fairly uniform and intact historic area with a rich, historic fabric at its core. However, some of its streetscape is cluttered and lacking in consistency or co-ordination. Many areas contain a jumble of traffic signs, bins, bollards, guard rails and street furniture in a variety of different designs set in a mix of different surfaces of pedestrian pavements including some original rectangular interlocking artificial stone paving slabs, small square concrete paving, brick pavements and areas of tarmac, frequently patched, uneven or broken. This is an unsatisfactory situation for the treatment of the public realm within one of the Borough's key conservation areas. Further investment in the public realm would be desirable to improve the overall character and appearance of the conservation area and the setting of its designated heritage assets.
- 14.5 *"Investment in the public realm is a key to the regeneration of many run-down areas by restoring confidence in their economic future, attracting inward investment and restoring civic pride. Environmental improvements which are well-designed can help to nurture this local distinctiveness and revitalise local communities."* (Streets For All: A Guide to the Management of London's Streets).

Landscape and Floorscape

- 14.6 It is not only an area's buildings but also the streets and spaces between them that are important to the character of an area. It is important that the roads and pedestrian pavements form a neutral setting for the buildings within the conservation area. The materials used to pave footways and other surfaces are of prime importance especially in conservation areas. High quality natural materials such as York stone and granite setts can greatly add to the visual interest of an area and should be used throughout the core area of the conservation area (sub area 1).
- 14.7 Pedestrian pavements should be of uniform materials, ideally traditional, which are visually distinguishable from the road surface (which should ideally be black tar-macadam, unless original cobbles or granite setts exist). They should be visually subordinate within the townscape, providing a coherent character throughout the conservation area.
- 14.8 All original granite kerb stones and areas of historic stone paving should be kept if practicable where they form part of a significant composite scheme. Any works affecting these surfaces should be made good, reusing wherever possible the original materials, or if this is not possible, using matching materials and traditional construction techniques.
- 14.9 Ideally, new paving should be large rectangular slabs of York stone or artificial stone of a uniform colour laid in a traditional interlocking pattern.
- 14.10 The Council has adopted the use of tactile paving surfaces where necessary at pedestrian crossings. Utmost care and attention to detail is required to ensure that tactile paving and its associated dropped kerbs are seamlessly integrated into the surrounding paving and the context of the wider floorscape.

Street Furniture

- 14.11 Haringey Council produced a Historic Street Furniture List and a Streetscape Manual in 2006. These two documents help to identify historic assets in the public realm and set out a vision for the Borough's conservation areas. This vision focuses on the reduction of clutter and provision of attractive and robust street furniture. The Design and Conservation Team will seek to work with the Highways Team and TfL to pursue this objective.
- 14.12 The Council is committed to improving the street scene. The aim is to promote high quality design and to eliminate visual clutter by removing redundant items of street furniture. All work on the highway should be carried out in accordance with high quality street design related to local character and the retention and refurbishment of historic items of street furniture.

- 14.13 Many of the original 'Hornsey Borough' style cast iron lamp standards have been removed from parts of the Borough's conservation areas. Unfortunately, this has been part of a programme of replacement based on the grounds of safety and insufficient lighting output. Where this has taken place the original character of the streetscape has been degraded. Reinstatement of repaired and upgraded original lamp columns, or introduction of newly cast replicas of the original design, would greatly enhance the character and appearance of the conservation area to the benefit of the local streetscape. The installation of more sympathetically designed lighting columns and lanterns should take place when the opportunity arises.
- 14.14 Historic cast iron bollards add to the visual character of an area and should be retained where they have survived. Damaged originals can often be repaired and reused, but where this is not possible an original bollard can be used to model new castings for replicas which can then also be used where additional bollards are required to reinforce local distinctiveness. Where a conservation area has no original bollards, and generally throughout the Borough, all unsatisfactory modern bollards will be replaced with appropriately designed bollards that can be adopted by the Council to be used as the standard. The use of all other bollards will be discontinued. Stainless steel bollards will be limited to specially designated schemes.
- 14.15 Careful consideration should be given to the number and location of street signs, so as to avoid clutter. These should be reviewed with a view to reducing the number of columns by fixing signs to lamp posts etc.
- 14.16 The few remaining cast iron or enamel street name plates should if possible be retained. Several of these have been identified within the core sub area 1.

15. DEVELOPMENT CONTROL ISSUES

- 15.1 The potential future pressures for development that can diminish and harm the character and appearance of the Crouch End Conservation Area are highlighted below. Potential opportunities where enhancement of the character and appearance of the area could be achieved are also identified.

Shopfronts

- 15.2 Many of the original shopfronts have been lost from the retail and commercial shopping parades in Crouch End. However, they have retained a large proportion of their original shop surrounds with all or most of their traditional elements intact. These comprise two pilasters with capitals and corbel brackets, between which is an entablature made up of an architrave, fascia and cornice that may incorporate a box housing for a canvas retractable blind.
- 15.3 Where shops retain their original features they contribute to the interest and vibrancy of the streetscene at ground level. In most cases where shopfronts have been replaced within the conservation area they have maintained the subdivision of the buildings shown on their upper floors and are of generally appropriate proportions.
- 15.4 However, a few replacement shopfronts detract from the overall quality of their frontages because they have:
- inappropriately proportioned fascias (too wide, too deep or covering original features);
 - inappropriate signage on the fascias (internally illuminated boxes, over sized lettering and signboards);
 - a visual clutter of advertisements;
 - prominent shopfront security (externally fixed roller shutters);
 - fixed plastic canopies.
- 15.5 To preserve and enhance the character and appearance of the commercial frontages within the Crouch End Conservation Area the shopfronts of merit and other elements of interest should be retained wherever possible. New shopfronts and fascias should be sympathetic to the proportions and balance of the overall frontage. Signage should have clear simple lettering of an appropriate size and be contained within the fascia. Prominent shopfront security (roller shutters), fixed plastic canopies and internally illuminated box signs should be avoided.

Residential Areas

- 15.6 Incremental changes to the architectural features, materials and details of domestic properties have been the primary cause of change to the character and appearance of the residential streets within the Crouch End Conservation Area. Much of the development that has occurred does not, however, fall within the remit of planning control as single dwelling houses have permitted development rights. The main issues are set out below.

- **Forecourt Parking and Vehicular Crossovers**

- 15.7 The Council has 'Vehicle Crossover Application Guidance Notes' approved in 2007. There is considerable parking pressure within the Borough, which has resulted in an increased demand for forecourt parking. This can have a detrimental effect on the character and amenity value of the streetscape and should be avoided wherever possible. The introduction of hard-standings for forecourt parking within the front gardens of properties (where space allows) has led to the loss of front garden walls and a reduction in the amount of soft landscaping on the frontage in a number of isolated locations. The loss of front gardens and their features, boundary treatments and the sense of enclosure these give, damages the uniform appearance of terraces and groups of houses. This is most evident in the streets closest to the town centre. The effect is to disrupt the visual continuity and enclosure of the street frontages, eroding its character and appearance. Unfortunately, this work can be carried out without the need for planning permission. The construction of a garage within a front room of a double-fronted house has also occurred in some locations, detrimentally interrupting the fenestration pattern of the street.
- 15.8 The London Assembly has carried out a study that shows that front gardens equivalent to an area of about 12 square miles have been paved over within the city. The London front garden, mostly set back from the road behind a low brick wall, was known for its neatly clipped privet hedge, bedding plants and patch of lawn, but the trend to pave over the garden to provide forecourt parking is increasing the possibility of flash floods and increased local temperature. The result is a dirtier environment, a reduced amount of greenery in the city, and more car noise and pollution. The more the ground is covered by hard surfaces, the less rainfall will soak into the ground, and drains will overflow, discharging into rivers and putting extra pressure on the already overloaded Victorian sewerage and drainage systems. The creation of a vehicular access will, therefore, be resisted where the proposal will be detrimental to the environment of the area or where it will be likely to affect road and pedestrian safety or reduce the level of available on-street parking. The Town and Country Planning (General Permitted Development) (Amendment No. 2) Order 2008 introduced a requirement that:-
"either the hard surface shall be made of porous materials, or provision shall be made to direct run-off water from the hard surface to a permeable or porous surface within the curtilage of the dwellinghouse."

15.9 The creation of forecourt parking can result in the loss of on-street parking. This increases the potential for on-street parking stress, which can result in double parking and obstruction of the highway. This has a serious consequential effect on the health and safety of local residents, both directly and indirectly through the obstruction of emergency/social service vehicles. The maintenance of a safe and attractive environment for pedestrians and cyclists is also of primary importance and vehicular access to properties via footway crossovers conflicts with these aims. Consent for permanent crossovers and new vehicle access is needed under highway legislation. In considering a request for crossovers under highway powers, the Council will likewise give particular attention to safety requirements.

- **Original Features**

15.10 Loss of original features, materials and details is evidence throughout the conservation area. In particular the removal or alteration of timber sash windows, timber panelled front doors (often with stained glass panels), decorative timber porches and brackets, chimney stacks and pots, ridge tiles and finials and decorative plasterwork are amongst the most important noticeable changes that can diminish the quality, richness and visual cohesion of the house frontages.

- **Brickwork and Stonework, Painting, Render and Cladding**

15.11 The painting, rendering and cladding of brickwork and stonework within consistent streets with brick and stone elevations has occurred in a number of areas within the conservation area. This has had a detrimental effect on the appearance, integrity and consistency of frontages in a number of locations. Other changes that have affected the consistent appearance of the frontages include the re-cladding of roofs in non-original materials and to a lesser extent the infilling of recessed doorways and porches.

- **Dormer Windows**

15.12 Dormer windows have been introduced or enlarged on front roof slopes of terraces in some locations. These are prominent and disruptive in the street scene unless they are part of the original design. The introduction of new or enlarged dormers within the front slope of a roof of a building within a conservation area currently needs planning permission.

Inappropriate Future Change

15.13 Boundary walls facing the public way that exceed 1 metre in height cannot be demolished without first obtaining planning permission. However, permitted development rights mean that the potential for future change to residential areas remains and is likely to result from the same pattern of incremental change that can be seen at present. This may lead to the further loss of front boundary walls of under 1 metre in height where hard-standings for vehicular parking areas are installed, the replacement of original timber windows, doors and porches, and the painting and rendering of frontages that are currently beyond the scope of

planning control. The replacement of original timber windows with inappropriately designed UPVC windows may be greatest on the frontages to busy roads.

15.14 There may also be a pressure to enlarge and extend existing dwellings to the rear or into the roof space. Front dormers should be avoided where they are not part of the character of the existing street and careful consideration should be given to the effect of rear dormers and extensions in locations where there are views across rear elevations from nearby streets.

15.15 The impact of any future changes of use to properties in residential areas would need to be carefully considered in relation to the impact on the character and appearance of the street resulting from the amalgamation of properties, the impact and requirement for parking, signage and the loss of original details.

Opportunity Sites

15.16 These are areas where visual improvements are desirable and could be achieved through redevelopment or refurbishment. Where these sites are identified, the potential for redevelopment will be judged against criteria suitable for a conservation area. New buildings should contribute positively to the visual quality of the area, and preserve or enhance the character and appearance of the area. In considering proposals for new buildings in conservation areas, amongst the principal concerns should be the appropriateness of the mass, scale of the architectural elements and its relationship with its context. A good new building should be in harmony with, or complementary to, its neighbours having regard to the pattern, rhythm, details and materials of the surrounding development in the conservation area. A new building that does not respect its context is not a good building.

15.17 There has been sustained pressure for the redevelopment of brown-field back-land lock-up garage court sites within the predominantly residential sub areas of the conservation area. This has now been resolved by permissions for sympathetic small scale residential development being given by Appeal Inspectors. These will replace existing back-land buildings and structures that are either redundant or detract from the character and appearance of the conservation area, respecting the relatively open and well planted nature of such areas.

15.16 In addition to the 'detractors' previously identified, the public realm of the Crouch End Broadway core area would benefit from an upgrade and refurbishment to promote high quality design and to eliminate visual clutter by removing redundant items of street furniture. These works could involve the reintroduction of high quality natural materials such as large rectangular paving slabs of York stone or artificial stone of a uniform colour laid in a traditional interlocking pattern and granite setts as appropriate; the retention and refurbishment of original cast iron lighting columns and historic cast iron bollards. An opportunity should also be taken to review the current provision of seating, trees and open planted areas.

16. CONSERVATION AREA BOUNDARY REVIEW

Introduction

- 16.1 The boundary of the Crouch End Conservation Area has been reviewed as part of this study.
- 16.2 The principal issue in undertaking a review of a conservation area is whether the boundary should be amended. If areas under consideration outside the existing conservation area can be seen to have the same character and appearance that should be preserved or enhanced '*demonstrably special architectural and historic interest*'¹ the conservation area should be extended to include the new areas. If areas within the existing conservation area have lost the qualities that originally merited their inclusion by being eroded by changes, they no longer have the same character and appearance and they should be excluded from the conservation area.
- 16.3 The following tests have been applied in reviewing the boundary of the Crouch End Conservation Area:

Test 1 Boundary

- Is there a clearly defined edge to the existing boundary (i.e. a definite change in character and quality between the two areas)?
- Is the area part of the setting of the conservation area?
- Is the area clearly beyond the defined edge of the conservation area?

Test 2 Architectural Quality and Historic Relevance

- Is the area of similarly, 'demonstrable special architectural or historic interest' as the rest of the conservation area?

The following have been considered:

- i) Whether the area reflects the architectural style and details present within substantial parts of the conservation area;
- ii) Whether the development within the area dates from a similar period to substantial parts of the conservation area;
- iii) Whether the uses within the area reflect prevailing or former uses of substantial parts of the conservation area;
- iv) Whether the development is the work of the same architect/developer active elsewhere within significant parts of the conservation area;
- v) Whether the development is of similar massing, bulk, height and scale to a significant proportion of the development within the conservation area;
- vi) Whether the development within the area is of notable architectural and historic interest in its own right.

¹ Conservation Area Practice – English Heritage

Test 3 Townscape Quality

Consideration is also given to the quality of area and whether there is the justification for the introduction of additional controls. In particular;

- What proportion of the buildings within the area would be defined as positive contributors if located within the conservation area;
- Whether there is evidence of significant alteration to the street/area as a result of:
 - i) loss of soft landscaping of front gardens to parking on hard-standings;
 - ii) removal of front boundary walls;
 - iii) alterations to the roofs;
 - iv) loss of original details (doors; windows; porches; stucco detailing; decorative panelling; chimney stacks; rendering, cladding or painting of stonework or brickwork);
 - v) removal of original shopfronts;
 - vi) alterations and extensions (introduction of inappropriate dormers; infilling between properties; prominent rear extensions).

Review

- 16.6 In general, the boundary of the Crouch End Conservation Area has been found to be clearly defined on the ground. There are, however, a few areas where further consideration has been given to whether or not the conservation area boundary should be extended to include a similar adjoining area of development or reduced to exclude an area that is no longer of conservation area quality.
- 16.7 Since the last extension to the conservation area in 1994 there has been a considerable increase in pressure for development and change and as a result it is considered that further extensions can be justified.
- 16.8 However, in view of the current Central Government policies with regard to public service spending and their effect upon local government resources, particularly the associated implications for action by the Planning Enforcement Team, it is considered that proposed changes to the existing Crouch End Conservation Area boundary will not be considered as part of the 2010 review. The recommendations for changes previously contained within the draft Appraisal could potentially be reconsidered as a separate process at a later stage when the financial climate has improved.

17. POTENTIAL FOR ARTICLE 4 DIRECTIONS

Introduction

- 17.1 'Permitted Development' (PD) is the term used to describe those works that can be carried out to a property without needing specific planning permission. Such works include some types of small extensions, porches, garages and fences. However, there are detailed 'rules' to comply with and flats do not have any 'PD rights' at all. These detailed rules are set out in the Town and Country Planning (General Permitted Development) Order 1995 (GPDO).
- 17.2 It must be noted that PD rights only provide an automatic grant of Planning Permission. Before building work can be carried out it may well be necessary to deal with property restrictions (such as ownership, covenants, or rights of light) and health restrictions (such as Building Regulation Approval). There may also be legal considerations such as the 'Party Wall Act 1996' to take into account. If the building is statutory listed, building work will probably also need Listed Building Consent.
- 17.3 Permitted Development (PD) rights are more restricted in conservation areas, and the local planning authority can further withdraw these rights in specific cases.
- 17.4 Directions authorised by Article 4 of the GPDO are used by local authorities to remove certain permitted development rights from single family dwellings in conservation areas where change would be harmful to the character and appearance of an area. As noted in the Introduction, local authorities also have a statutory duty to preserve and enhance the character and appearance of their conservation areas.
- 17.5 To date there are no Article 4 Directions within the Crouch End Conservation Area.

Current Permitted Development Issues

- 17.6 In residential areas some of the main causes of change that are having an impact on the character and appearance of the Crouch End Conservation Area are not currently subject to planning control. Consideration of the relevance of Article 4 Directions to the preservation and enhancement of the Crouch End Conservation Area has focussed upon the potential for harmful change. The types of permitted developments that have occurred in the recent past include:
- i) changes to the appearance of properties as a result of the loss of original features (especially windows, doors, porches and brackets, decorative plasterwork (pargetting), terracotta (finials, hip and ridge tiles), tile hanging and chimney stacks and pots;
 - ii) painting, cladding and rendering of frontages within consistent brick fronted street elevations;
 - iii) re-roofing in inappropriate materials and colours;
 - iv) loss and replacement of original front boundaries;

- v) removal of front boundary walls below one metre in height and loss of soft landscaping of front gardens to form hard-standings for vehicle parking.
- 17.7 These changes are permitted for single dwelling houses under Schedule 2; Parts 1 and 2 of the Town and Country Planning General Development Order 1995 (GPDO).
- Impacts on the Character and Appearance of Crouch End**
- 17.8 Paragraph 4.23 of PPG 15 advises that Article 4 Directions should only be made where they are backed by a clear assessment of an area's special architectural and historic interest, where the importance to that special interest of the features in question is established, where the local planning authority can demonstrate local support for the Direction, and where the Direction involves the minimum withdrawal of permitted development rights (in terms of both area and types of development) necessary to achieve its objective.
- 17.9 Much of the special architectural and historic interest of Crouch End's residential areas that date from the late 19th and early 20th Centuries derives from the richness of the detailed treatment of the properties, the consistency of that treatment and the sense of visual cohesion that results from the use of common materials and repeated details and forms. An essential component of the historical character and appearance of the frontages is also the relationship of the properties to the street, set back from the pavement by small front gardens behind low boundary walls.
- 17.10 The elements that contribute to the special, and to a degree unaltered, character of much of Crouch End are vulnerable to change arising from home 'improvements', inadequate maintenance and pressure for parking that are enabled by permitted development rights. Once these alterations have occurred it is unlikely that they will be reversed.
- 17.11 The potential exists for the erosion of the special interest of parts of the conservation area as a result of permitted development rights. The introduction of parking areas within front gardens and the removal of front garden walls have the potential to diminish the character and appearance of the Crouch End Conservation Area over time. The streets or frontages considered to be most vulnerable are those in which the front boundary walls are largely intact and have a substantially uniform treatment.
- 17.12 The draft Conservation Area Appraisal for Crouch End produced by Nathaniel Lichfield & Partners on 23 May 2003 contained extensive recommendations for the introduction of Article 4 Directions throughout much of the conservation areas. These suggested including restrictions covering any alterations affecting front elevations; roofs; the erection of porches; provision of vehicular hard-standings; alterations to front boundary enclosures and painting of walls.

- 17.13 Where the loss or alteration of original features has occurred there has been a diminution in the character and quality of the frontages of houses within the conservation area. However, it is felt that these changes have not been on a sufficient scale to significantly undermine the integrity of the street scene in the Crouch End Conservation Area.
- 17.14 The most significant effect on the character and appearance of frontages within the conservation area is the removal of front boundary walls and the loss of soft landscaping from small front gardens as a result of the creation of vehicular hard-standings. This is most harmful where the houses have relatively narrow frontages and generally uniform front boundary treatment. The resultant loss of the planting in these front gardens plays a role in the deterioration of the quality of the character of the street. The removal of walls disrupts the unity of the front boundaries, affects the sense of enclosure of the street and alters the traditional transition between the public street and private garden. The loss of planting creates a harder, more urban edge to the street to the detriment of the generally leafy, suburban character of the area.

Recommendations

- 17.15 Where pressure for vehicular hard-standings within front garden areas is great this can best be controlled under the Highways Act. The refusal of permission to create a vehicular cross-over to provide access to a vehicle hard-standing within a front garden area can be justified because of the loss of potential off-street parking spaces. Refusal also negates the removal of front boundary walls and soft landscaping.
- 17.16 Experiences in other London boroughs have shown that the introduction of Article 4 Directions to remove permitted development rights, particularly with regard to the loss of potential off-street parking spaces by the formation of vehicle hard-standings, has resulted in substantial claims for compensation against the Council where there has been a loss in the value of properties that have been denied this facility. The Council could face the possibility of compensation claims being made by Crouch End residents over similar restrictions where the introduction of an Article 4 Direction would not be supported by the residents within the restricted areas.
- 17.17 The introduction of Article 4 Directions covering all of the areas identified within the consultant's recommendations is unacceptable because its scale would have serious implications on the Council's enforcement resources and because some of the areas suggested for inclusion have already lost their special character since the initial report of 2003.
- 17.18 The potential for harm to the character and appearance of the Crouch End Conservation Area is noted, but the rate of incremental change to the elevations of properties is unclear and on the whole the residential areas identified appear to be generally well-maintained.

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18. PLANS

1. Conservation Area Boundary, Sub Areas, Heritage Assets Appraisal and Possible Boundary Changes.

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