



Haringey Council

Agenda item:

Planning Committee 11 February 2008

Report Title: Adoption of Conservation Area Character Appraisals	
Forward Plan reference number (if applicable): Not applicable	
Report of: Assistant Director, Planning Policy & Development	
Wards affected: Muswell Hill; Fortis Green; Alexandra; Woodside; Bounds Green; Noel Park.	Report for: Non-key decision
<p>1. Purpose</p> <p>1.1 To report on the recent public consultation exercise in respect of Character Appraisals for the following Conservation Areas, and to seek approval for their adoption: -</p> <ul style="list-style-type: none"> • CA 4 Muswell Hill Conservation Area • CA 10 Wood Green Common Conservation Area • CA 12 Trinity Gardens Conservation Area 	
<p>2. Recommendations</p> <p>2.1 That the Planning Committee approves and adopts the Character Appraisals for the above Conservation Areas.</p>	
<p>Report Authorised by: Shifa Mustafa, Assistant Director, PP&D.</p> <p>Signature: <i>Shifa Mustafa</i> Date/02 / 2008</p>	
<p>Contact Officer: Sue Cooke, Team Leader, Design and Conservation Team</p> <p>Telephone: 020 8489 5511</p> <p>e-mail: sue.cooke@haringey.gov.uk</p>	

3. Director of Finance Comments

- 3.1 There are no significant financial implications arising from the recommendations of this report. Consultation and other costs in respect of Character Appraisals for the three areas will be contained within existing PPD approved budgets.

4. Head of Legal Services Comments

- 4.1 The Head of Legal Services comments that the Character Appraisal, when adopted, will be a material consideration when considering applications for development within the relevant Conservation Area. Applications for significant new developments should be accompanied by a contextual analysis that demonstrates how the proposals take account of the essential character of the area as identified in the adopted appraisal.

5. Local Government (Access to Information) Act 1985

- 5.1 The following documents were used in the preparation of this report; -
- Haringey Unitary Development Plan, (Adopted July 2006)
 - Haringey Draft Supplementary Planning Guidance 2: Conservation and Archaeology (September 2003)
 - Planning Policy Guidance 15: Planning and the Historic Environment (1994)
 - Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990
 - English Heritage Guidance on Conservation Area Appraisals (February 2006)
 - English Heritage Guidance on the Management of Conservation Areas (February 2006)
 - ODPM Best Value Performance Indicators 2005/06
- 5.2 The Design and Conservation Team and documents are located at 639 High Road, London N17 8BD. Anyone wishing to inspect the background papers in respect of the following report can contact Vernon Farmer on 020 8489 5275.

6. Executive Summary

- 6.1 On the 29th June 2007 the Council commenced the second phase of the ongoing programme of public consultation on Conservation Area Character Appraisals. This involved the following 3 conservation areas:-
- Muswell Hill (No. 4)
 - Wood Green Common (No. 10)
 - Trinity Gardens (No. 12).
- 6.2 The consultation period ran for a period of 10 weeks closing on 10th September 2007. Copies of the draft conservation area character appraisals were made

available on the Council's website and printed copies were available for viewing in local libraries and at the Council's Planning Office at 639 High Road, Tottenham.

- 6.3 The consultation was publicised in the local and national press and the local MP; local Councillors; local conservation groups; amenity groups; local residents associations; the North London Chamber of Commerce and local business organisations were notified in writing of their publication, and invited to comment.
- 6.4 All representations received as a result of the public consultation have been considered and the conservation area character appraisals have been amended where appropriate. The amended Appraisals aim to give a clear assessment of the special interest, character, and appearance that justified the designation of the conservation areas, and to suggest broad guidelines for their preservation and enhancement.
- 6.5 The Conservation Area Character Appraisals are now presented to Committee for approval and adoption. It is intended that each adopted Appraisal will provide a sound basis, defensible on appeal, for development plan policies and development control decisions, and for the guidance of residents and developers.

7. Financial Implications

- 7.1 Any costs associated with the publication of the adopted conservation area character appraisals will need to be contained within existing approved budgets for Planning Policy and Development.

8. Legal Implications

- 8.1 The Head of Legal Services has been consulted and has no specific comments to add.

9. Equalities Implications

- 9.1 Parts of the Borough suffer from high unemployment levels and a relatively high crime rate, and a number of the borough's wards are within the top-ten most deprived in the country. There is a need to protect and enhance the local historic environment to help stimulate regeneration in the borough. The adoption of character appraisals for the borough's conservation areas will assist in this regard.

10. Consultation

- 10.1 The second phase draft conservation area character appraisals were made available for public consultation between 29th June and 10th September 2007, electronically on the Council's website; and as printed copies for viewing in local libraries and at the Council's Planning Offices at 639 High Road, Tottenham. The following organisations were notified of the publication of the appraisals, and invited to comment on them: -
- Muswell Hill Conservation Area Advisory Committee;
 - Alexandra Palace & Park Conservation Area Advisory Committee;
 - Joint Conservation Area Advisory Committee;
 - Muswell Hill & Fortis Green Association;

- Friends of Wood Green Common;
- Local tenants' & residents' associations within N10 and N22 postcodes;
- North London Chamber of Commerce;
- The Chocolate Factory;
- MP for Hornsey & Wood Green;
- Lead Member & Executive Member for Environment & Conservation;
- Local Ward Councillors.

10.2 The public consultation was advertised in the May 2007 and June 2007 editions of the Council's 'Haringey People' magazine and on the Council's website.

10.3 Consultation comments were received from Muswell Hill Conservation Area Advisory Committee; Alexandra Residents Association; Hornsey Historical Society; Avenue Gardens Residents Association; Parkside Malvern Residents Association and a number of local residents. In summary the main issues raised were as follows:-

- **Addition of buildings to the Statutory List and Local List.**

A separate report on the Review of the Council's Local List is being prepared for submission to a later Committee. The Local List has not been reviewed or updated since 27th January 1997. Since then a large number of potential additions have been accumulated. All buildings identified as Positive Contribution Buildings in the surveys carried out as part of the Conservation Area Character Appraisal process, by independent observations carried out by Conservation Officers and by requests from members of the public will be professionally assessed for their architectural and historic merit. Only those that meet the criteria in Appendix 2 of English Heritage's 'Guidance on Conservation Area Appraisals' will be submitted for consideration as additions to the revised Local List.

Officers are working through the proposals for Statutory Listing and making applications to English Heritage, where appropriate.

- **Alterations to the Conservation Area boundaries.**

Muswell Hill Conservation Area.

10.4 There have been proposals for six areas of extension and six areas of deletion to the existing boundary. The responses received included recommendations for extending the conservation area to include:-

1. Midhurst Avenue (consistent in architectural style, scale, appearance and details to the adjoining conservation area buildings);
2. Fortismere School & Child Guidance Centre frontage on Tetherdown (contains a 19th Century local listed building and open space that would complete the western side of Tetherdown as part of the conservation area);
3. Eastwood Road & Burlington Road (a pocket of development consistent in age and style to other buildings within the conservation area);
4. Barnard Hill, Colney Hatch Lane & Goodwyn's Vale (late 19th & early 20th Century development similar in style to most of the conservation area);
5. Alexandra Park Road (Nos. 88 to 110 are a well designed shopping parade built in 1907 consistent with adjoining conservation area buildings);

6. Vallance Road, Elgin Road, The Avenue, Grove Avenue, Lansdowne Road & Grosvenor Road (a substantial area built between 1909 & 1920s as the second phase of development containing fine examples of Arts & Crafts inspired houses of conservation area quality).
- 10.5 The extension of the Muswell Hill Conservation Area to include the first five areas shown above is recommended because their style and character are consistent with the existing conservation area.
- 10.6 It is recommended that the sixth area shown above proposed by the Alexandra Residents Association and local residents is designated as a new conservation area based on its very different Arts & Crafts style and character that is considered to be of suitable, but independent, conservation area quality.
- 10.7 The suggestions for deleting areas already within the existing Muswell Hill Conservation Area are not considered to be appropriate, as their retention enables greater control over pressures for change. It is recommended that none of the existing areas are de-designated.

Trinity Gardens Conservation Area.

- 10.8 There has been a proposal from the Avenue Gardens Residents Association for an extension to the existing boundary to include Park Avenue south to the former railway bridge. Park Avenue was laid out as the formal tree lined link between Wood Green and Alexandra Palace & Park when it opened in 1873. The houses, dating from 1879 to 1889, are large well designed high quality buildings similar to the houses south of the former railway bridge that are already within the adjoining Wood Green Common Conservation Area. The whole of Park Avenue remains as a largely complete Victorian street with limited alterations to its original character.
- 10.9 The extension of the Trinity Gardens Conservation Area to include Park Avenue is recommended to ensure greater controls over pressures from change.

Wood Green Common Conservation Area.

- 10.10 There has been a proposal from the Parkside Malvern Residents Association for an extension to the existing boundary to include:
 Alexandra Palace railway station;
 the adjoining strip of land to the north;
 the land to the south.
 All are on the west side of Buckingham Road and Station Road.
- The railway station was built in the 19870s as an auxiliary station to serve the, then newly constructed, Alexandra Palace to the west. It is an attractive building, of Gault brick with red brick banding and arched window dressings complementary in materials to the Palace, that makes a positive contribution to the setting of the conservation area.
 - The strip of land to the north of the station, between the railway cutting to the west and Station Road / Buckingham Road to the east, forms a narrow green buffer zone between the busy main line railway tracks and the existing conservation area.

It contains mature and semi-mature trees and shrubs that make a significant contribution to the setting of the adjoining conservation area. The rising tree covered land on the west side of the railway cutting, within the Hornsey Water Works and Filter beds Conservation Area and Alexandra Palace and Park, is visible in the distance across the railway land when viewed from Buckingham Road. Inclusion of this area within the Wood Green Common Conservation Area would add to its character and appearance and would continue the impression of an open space corridor from Alexandra Park through to Wood Green Common and Avenue Gardens. It would complement the setting of the surrounding existing conservation areas by preserving views into and out of them.

- The land to the south of the railway station is partly screened from the conservation area by a line of mature pollarded lime trees, but contains an unattractive group of buildings and an open yard in use for a range of retail and light industrial uses. It is of no architectural quality or historic relevance, nor is it of good townscape quality so cannot, therefore, be recommended for inclusion within the boundary of the conservation area.

10.11 However, the extension of the Wood Green Conservation Area to include Alexandra Palace railway station and the adjoining strip of land to the north, west of Buckingham Road and Station Road is recommended to enhance the impression of an open space corridor and to enhance the gateway into the conservation area.

- **Designation of Article 4 Directions.**

10.12 All of the draft appraisals explore the possible need for the designation of Article 4 Directions. Despite the pressures for change and local requests for the introduction of these powers, widespread designations would not be an appropriate course of action.

10.13 However, there is an urgent need for consideration of limited Article 4 powers in key residential parts of Muswell Hill. A separate report seeking the designation of an Article 4 Direction is being prepared for submission to a later Committee. This will seek the removal of permitted development rights of owners of dwellinghouses to remove front boundary walls enabling forecourt parking to take place in Collingwood Avenue, Leaside Avenue, Fortismere Avenue Birchwood Avenue, Firs Avenue and Grand Avenue. The associated implications for action by the Council's Enforcement Team will be considered as part of this report. The Council will have to seek confirmation from the Secretary of State for any Article 4 proposal. Officers are of the view that such a confirmation will be forthcoming for a limited area, but will not be likely to be agreed for the widespread designations.

10.14 In preparing the Appraisals for adoption the Council's conservation officers have taken into account all of the comments received and have updated the Appraisals where appropriate. Some of the comments received were not within the scope of the appraisals and have been passed on to the relevant department. All comments received have been kept on file.

11. Background

- 11.1 A report was presented to the Planning Applications Sub Committee on 28th September 2006 seeking approval to commence a programme of producing character appraisals for the Borough's conservation areas for the purposes of public and stakeholder consultation, with a view to future adoption.
- 11.2 Following Committee approval, the Council's Design and Conservation Team commenced the programme by carrying out public consultation of the draft character appraisals for the 9 Tottenham conservation areas. For convenience, consistency and clearer understanding, the 6 adjoining conservation areas that make up the Tottenham High Road Historic Corridor were combined into a single Conservation Area Character Appraisal document. This covers North Tottenham, Scotland Green, Bruce Grove, Tottenham Green, Seven Sisters / Page Green, and South Tottenham. The other 3 Conservation Area Character Appraisal documents cover Bruce Castle, Clyde Circus, and St Ann's.
- 11.3 A report on these Conservation Area Character Appraisals was presented to Planning Applications Sub Committee on 26th September 2007 at which they were approved and adopted. They now support the UDP and LDF and are available to the public on the Council's website.
- 11.4 This report seeks Committee approval for the adoption of the second phase of conservation area character appraisals following the public consultation carried out between 29th June and 10th September 2007. The 3 Conservation Area Character Appraisal documents cover Muswell Hill, Wood Green Common, and Trinity Gardens.

12. Description

- 12.1 Each Character Appraisal is based upon a framework suggested in 'Guidance on Conservation Area Appraisals' produced by English Heritage in association with the Planning Advisory Service, DCMS and ODPM (now DCLG) This framework includes:-
- **Introduction:** (Background to the Study, General Identity and Character of the Conservation Area, Designation, Context of the Conservation Area within the Wider Settlement, and Topography).
 - **Definition of Special Interest:** (Provides a vivid, succinct picture of the overall conservation area as it is today).
 - **Assessing Special Interest:** (Historic Development from Archaeology to the Present Day).
 - **Spatial and Character Analysis** (Divides the conservation area into Sub Areas, each outlining overall character and appearance and detailing streets and key buildings. Identifies what is desirable to preserve or enhance).
 - **Planning Policy Framework:** (National, Regional, Local and Supplementary context).
 - **Audit:** (Statutory Listed Buildings, Local Listed Buildings of Merit, Positive Contribution Buildings, Shopfronts of Merit, Elements of Streetscape Interest, Detractors).

- **Challenges, Pressures and Opportunities for Development:** (Design Considerations, Traffic Management, Streetscape and Public Realm Improvements).
- **Development Control Issues:** (Shopfronts, Forecourt Parking and Vehicular Crossovers, Original Features, Brickwork and stonework Painting Render and Cladding, Dormer Windows, Future Change, and Opportunity Sites. Elements of permitted development where changes would be adversely affected the essential character and appearance of the conservation area).
- **Conservation Area Boundary Review:** (Tests for Boundary, Architectural Quality and Historic Relevance, Townscape Quality, and Review. Potential for extensions or deletions).
- **Potential for Article 4 Directions:** (Current Permitted Development Issues, Impacts on the Character and Appearance, and Recommendations. How the removal of rights would safeguard the character and appearance of the conservation area).

13. Conclusion

- 13.1 The Planning Committee is recommended to approve and adopt the character appraisals for Muswell Hill Conservation Area, Trinity Gardens Conservation Area and Wood Green Common Conservation Area.
- 13.2 The Planning Committee is recommended to approve the designation of proposed extensions to Muswell Hill Conservation Area, Trinity Gardens Conservation Area and Wood Green Common Conservation Area.
- 13.3 A further report will be submitted to the Planning Committee in order to discuss the merits of an Article 4 Direction to remove permitted development rights in relation to the removal of front boundary walls within a key part of the Muswell Hill Conservation Area.

14. Use of Appendices

- 14.1 Muswell Hill Conservation Area Character Appraisal;
Wood Green Common Conservation Area Character Appraisal;
Trinity Gardens Conservation Area Character Appraisal.