

BOROUGH-WIDE CONSERVATION AREA MANAGEMENT PROPOSALS (Part 1)



SUPPLEMENTARY PLANNING DOCUMENT

9 September 2014

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APPENDIX 1

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1. To 'Preserve and Enhance'

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INTRODUCTION

1.0 CONTEXT

1.1 The Purpose of this Document

1.1.1 This Supplementary Planning Document sets out a detailed set of management proposals for Redbridge's conservation areas, designed to both preserve and enhance their special character and appearance.

1.2 Conservation Areas Character Appraisals

1.2.1 The London Borough of Redbridge has prepared and published character appraisals for a number of the Borough's conservation areas. They have each been the subject of public consultation and have been agreed and approved by the Council. Each character appraisal has been produced in line with the available guidance at the time and covers the key considerations appropriate to the area including: purpose of the appraisal; conservation in Redbridge, planning policy framework, appraisal of special interest, location and setting, historical development, archaeology, identification of character areas, analysis of character areas and the public realm. They also identify the threats and opportunities within the area and any further potential designated heritage assets.

1.2.2 The Borough will shortly be publishing a Redbridge Characterisation Study, which is intended to form part of the Local Development Plan evidence base. It will provide an overarching understanding of the Borough's diverse built character, while each Conservation Area Character Appraisal provides detailed assessments of specific areas.

1.3 Guidance on Management Proposals

1.3.1 English Heritage's 'Understanding Place: Conservation Area Designation, Appraisal and Management' states in paragraph 1.7 that – 'An appraisal will help local authorities to develop a management plan for the conservation area because it analyses what is positive and negative, and identifies opportunities for beneficial change or the need for additional protection and restraint.' The character appraisal should provide the basis for developing management proposals for the conservation area that will fulfil the statutory duty placed upon local authorities under s.71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 to draw up and publish such proposals. The proposals should take the form of a mid- to long-term strategy setting objectives for addressing the issues and recommendations for action arising from the appraisal, and identifying any further or more detailed work required for their implementation.

1.3.2 The English Heritage guidance suggests in paragraph 3.6 a number of issues that Management Proposals might cover, for example:

- Local Plan Policies
- Guidance
- Regeneration Strategy
- Enhancement Schemes
- Street and Traffic Management
- Trees, Open Space and Green Infrastructure
- Enforcement and Remediation Strategy
- Restriction on PD rights through Article 4 directions

Other considerations might include:

- Procedures to ensure consistent decision-making (e.g. in the Development Management process)
- An Enforcement strategy to address unauthorised development
- Action to secure the future of any buildings at risk in the area
- Proposals for an urban design/public realm framework for the area
- Establishing a mechanism for monitoring change in the area
- Establishing a mechanism for assessing the effectiveness of the Management Proposals

1.3.3 A Conservation Area Character Appraisal should be an empirical assessment of the special interest of the area. As such, it is best utilised as part of the evidence-base for the Local Development Plan. Conservation Area Management Proposals should flow from that evidence and detail strategies and actions that address the issues raised within the Character Appraisal. In order to have the necessary authority Management Proposals should draw legitimacy through attachment to local policies in the Core Strategy, regional policies in the London Plan, national policies within the National Planning Policy Framework and the legislative requirements of the 1990 Act. Consequently, and to add planning 'weight' to the Management Proposals, it is good practice to adopt them as Supplementary Planning Document(s) within the Local Development Plan. The Council states its intention to do so under 3.4.4 of the justification for Borough Wide Primary Policy E3 - Conservation of the Built Heritage. The Management Proposals will need, therefore, to be screened to determine whether or not a Sustainability Appraisal or Strategic Environmental Assessment is required. This Borough-wide Conservation Area Management Proposals (Part 1) document was screened prior to public consultation (between 3 February – 28 March 2014) and it was determined that neither a SA nor a SEA was necessary. As SPD, in addition to the requirements under s.71 (2) of the Act, they will need to be developed in accordance with the community involvement procedures contained in the authority's Statement of Community Involvement.

1.4 Redbridge's Planning Policies

1.4.1 The Redbridge Core Strategy 2008 contains Strategic Policy 3: Built Environment which, *inter alia*, states that:

The Council will ensure that the Borough's built environment will be of a high quality that serves the long-term needs of all residents by:

- (a) Preserving or enhancing the character or appearance of conservation areas

The Redbridge 'Borough Wide Primary Policies' 2008 states in Policy E3 - Conservation of the Built Heritage:

The Council will only grant planning permission for development proposals that conserve the historic environment of the Borough (as identified on the Proposals Map), specifically:

- Within Conservation Areas, development proposals must preserve or enhance the character or appearance of the area,

This policy restates the statutory duty placed on Local Planning Authorities under s.72 of the 1990 Act – to preserve **or** enhance. In practice this duty has proved frail and case law has often reinforced a responsive role on LPAs that, coupled with inadequate controls over permitted development, has seen the significant erosion of the special architectural interest of very many conservation areas across the country. Redbridge is no exception. The requirement to preserve and enhance the special interest of conservation areas is to be found under s.71 of the Act through the development, consultation on and publishing of Management Proposals for each conservation area. This duty is not simply one for the authority as LPA, but is a duty for the whole Council to deliver. Yet, with the exception of a few short years in the late 2000s when government specifically targeted the production of Conservation Area Management Proposals through a Local Authority performance indicator, few councils have discharged this statutory duty. Consequently, the necessary policies and strategies required to improve a conservation area and, not incidentally, restore details and features lost due to the inadequacies of the LPA duty under s.72, are rarely in place. The lessons of the *Wirksworth* case, (where a Planning Inspector allowed an appeal to retain a PVCu door as there was no adequate local policy to prevent it) are there to be learnt. Redbridge is working towards improving the situation locally by the production of appropriate Conservation Area Management Proposals over the next few years.

- 1.4.2 The Council has up-dated it's Local Development Scheme (the LDS) as part of the Local Development Plan and has begun work on a review of its Core Strategy and Borough Wide Primary Policies. This will be subject to full consultation and examination in line with legislation and guidance and, with regards built environment policies, will take a specifically local approach, in line with government policy, addressing the key heritage issues within Redbridge. As detailed in 1.3.3 above, Character Appraisals will be vested in the evidence-base of the Local Development Plan and Management Proposals will be developed and adopted as Supplementary Planning Documents, in order that they have the necessary planning 'weight' to be effective.
- 1.4.3 This Conservation Area Management Proposals (Part 1) document along with Part 2 documents for the Mayfield (now renamed The Bungalow Estate), Woodford Bridge and Woodford Broadway Conservation Areas was put to public consultation within the three conservation areas between 3 February – 28 March 2014. It was considered at public meetings as required under s.71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 on 10 February 2014 (Woodford Bridge Conservation Area), 26 February 2014 (Mayfield/The Bungalow Estate Conservation Area) and 4 March 2014 Woodford Broadway Conservation Area). All consultation responses to this document and the three Part 2 Management Proposals were positive and comments received, along with a recommended name change for the Mayfield Conservation Area to The Bungalow Estate Conservation Area, were reported to and approved by Cabinet on 22 July 2014 whereupon they became a Supplementary Planning Document within the Local Plan. Together with each conservation area specific Part 2 management proposals they will, carry considerable weight within the planning system. Together with the Conservation Area Character Appraisals (which will form a key part of the 'evidence base' for the Local Plan), they will support and uphold the new conservation planning policy framework within Redbridge's Local Plan.

- 1.4.4 Further Part 2 Management Proposals will be published on a rolling programme eventually covering all 16 of Redbridge's conservation areas. As each is produced this Part 1, along with the appropriate Part 2, will be put to further public consultation within the relevant conservation area.
- 1.4.5 In reviewing its Core Strategy and the Primary Policies within its Local Plan, the Council will bring them into line with the National Planning Policy Framework. The opportunity will be taken to review and strengthen the policies relating to the historic environment. In addition, a borough-wide Characterisation Study is in development which will further underscore the particular character of the diverse areas with the borough, some of which are conservation areas or have the potential to be so.
- 1.4.6 The control of development within conservation areas is often best achieved through informed and creative design on the part of the developer and their agents. Character Appraisals and Management Proposals provide vital information on the special interest of the area and how the Council intends to preserve and enhance it. Similarly, Design Guidance can play a crucial role in directing that design process towards desirable outcomes. To that end the Council will produce Design Guidance for conservation areas where appropriate.

1.5 Timescales

Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires Local Authorities to formulate and publish management proposals 'from time to time'. The previous government performance indicator relating to Conservation Area Management Proposals, BVPI 219c, required them to be 'up to date' and defined that as less than five years old; this is now widely recognised as best practice. This Management Proposals document, therefore, details matters that, for these first conservation areas, are intended to be realised over the five year period 2014 – 2019. Proposals dependant on central or local government finance will be subject to annual spending and priority reviews. Capital expenditure rules dictate that such proposals cannot be programmed more than three years in advance, while revenue expenditure is decided on an annual basis. Consequently, Management Proposals for individual conservation areas may be subject to revision within the life of this document.

2.0 SETTING THE AGENDA

2.1 Issues from the Conservation Area Character Appraisals

Many of the Borough's conservation areas enjoy similar special interest and are subject to similar development pressures. The Conservation Area Character Appraisals produced thus far have identified the following as common issues requiring management action throughout the Borough's conservation areas:

- The development of appropriate planning policy within the Local Plan and provision of design guidance and specific site planning/development briefs
- The making of additional Article 4 directions in specific areas
- Need for procedures to promote appropriate and consistent decision-making (e.g. in the Development Management process)
- Need for an Enforcement strategy to address unauthorised development (including monitoring Article 4 Directions)
- Improvement and enhancement proposals and a management strategy for the public realm
- Traffic management and highways maintenance
- Development of a strategy for the management and protection of important trees, street greenery, verges and green spaces
- Establishment of a mechanism for monitoring change on a regular basis, including a dated photographic survey of each conservation area, as the basis for any necessary enforcement action.

2.2 The Council's Programmed Works

The Council, in its various capacities, is a major force for change in the Borough that can impact on conservation areas. An obvious example is the work it does, in its capacity as the Highways Authority, to maintain and improve the Borough's roads and pavements. Work programmes derived from these various functions have been analysed and are a key element in management proposals for each individual conservation area.

2.3 How to Use this Document

- 2.3.1 It can be seen from the above that for any given conservation area, its management proposals will be made up of two parts: -

PART 1

Borough-wide Management Proposals that will apply to all conservation areas

These are generic proposals or initiatives that have a widespread impact – often across the whole Borough, not just on conservation areas. They have been collated from projects and developing strategies across the Council, but particularly the Environment and Community Services Department. It is expected that many of them will be delivered in the first two years of this document, but, in accordance with good management practice, they will be subject to monitoring and possible review which may occur within the five year life of this document.

PART 2

Area-specific Management Proposals that apply to each individual conservation area

These will often be specific proposals drawn from work programmes. Each of the sixteen conservation areas is listed below in alphabetical order, with its own chapter which includes a five year timetable of area-specific proposals. Proposals have initially been devised for Mayfield, Woodford Bridge and Woodford Broadway; proposals for other areas will follow in due course as part of a phased approach to production.

- 2.3.2 In order to have a comprehensive understanding of the Council's Management Proposals for any one conservation area, the reader will need to consider both:-

PART 1 - the Management Proposals that will apply to all conservation areas and
PART 2 - the specific Management Proposals for the particular conservation area under consideration.

PART 1 can be found in section 3.0 below, while the individual proposals in PART 2 are listed under section 4.0.

PART 1: BOROUGH-WIDE MANAGEMENT PROPOSALS AFFECTING ALL CONSERVATION AREAS

The following Part 1 Management Proposals will generally have an effect on all the Borough's conservation areas and will need to be considered alongside the specific area by area proposals in Part 2.



3.0 GENERIC PROPOSALS AND ISSUES

3.1 Article 4 Directions

Article 4 Directions require householders to obtain planning permission for otherwise permitted alterations to their houses such as, for example, window and door replacements.

- 3.1.1 During the survey work necessary to produce this document and the related Conservation Area Character Appraisals, it became apparent that many of the Borough's conservation areas are being harmed by minor alterations to existing historic buildings. Many of these alterations are being carried out under 'permitted development rights' and are not subject to liaison or control by the Council's conservation experts or planners. Alterations can have a significant impact on character alone or in combination. Only houses have these rights; flats and other types of premises do not. It became clear that, in order to prevent this harm and to better preserve the character of conservation areas, the Council would have to intervene, as it had on previous occasions, by the serving of Article 4 Directions, withdrawing from those houses the relevant permitted development rights.
- 3.1.2 Consequently, working with local amenity societies and its Conservation Advisory Panel, the Council will, where deemed necessary, prepare and approve Article 4 Directions that withdraw any permitted development rights the exercise of which are harming the character or appearance of the Borough's conservation areas.
- 3.1.3 Appendix 1 explains in more detail how the Council will use Article 4 Directions to preserve and enhance the special character of Redbridge's conservation areas. The Council will monitor the effectiveness of Article 4 Directions in protecting the special character or appearance of the affected conservation areas and consider whether further Directions are required.

3.2 Grants

How the Council will work with partners to seek opportunities to provide carefully targeted grant aid to historic buildings and conservation areas.

- 3.2.1 English Heritage has over recent years administered a series of grant schemes with local authorities to enhance conservation areas, of which the Partnership Scheme in Conservation Areas is the latest. These area-based grant schemes have often been focussed on town centre conservation areas in areas of acknowledged deprivation. As such, while the grants have been successfully used to repair and restore historic buildings and shopfronts, a key output has been achieving a measurable degree of local economic and retail regeneration. The published criteria has tended to exclude Redbridge's conservation areas and, to date, the Borough has not been successful in applying for such area-based grants.
- 3.2.2 However, we have been successful in attracting grants for the repair and restoration of individual listed buildings, often those included on English Heritage's Register of Heritage at Risk. For example, the very successful restoration of Valentines Mansion and, more recently, the grant received from English Heritage to partner Redbridge's funding of the restoration of the Leyton Stone. Where such buildings sit within a conservation area, their restoration can have a significant positive impact on the

character or appearance of the whole conservation area. Where planning applications brought forward under an Article 4 Direction relate to lost architectural features and details on historic buildings, grant schemes can often help facilitate their restoration. In such circumstances, the planning system not merely controls but, in tandem with a grant scheme, can be the mechanism for enhancements to buildings and areas. Funding for grants has reduced dramatically in recent years. Nevertheless, the Council will continue to seek opportunities for grant-funding for the repair and restoration of individual buildings and conservation areas where they meet published criteria.

- 3.2.3 S.57 of the Planning (Listed Buildings and Conservation Areas) Act 1990 empowers local authorities to make grants available for the repair or maintenance of historic buildings, while s.77 and s. 79 empowers English Heritage to form partnerships with local authorities for the preservation or enhancement of conservation areas, or to jointly administer a 'Town scheme agreement'. In the light of the positive environmental and economic impacts that such schemes often have, there could well be further benefits in the Council considering the creation, with partners, of a targeted heritage grant scheme. However, given current financial restraints on local authorities, this suggestion will be subject to other competing priorities and will need to be taken through the appropriate Council financial decision-making processes.

3.3 Design Guidance

How the Council will help owners and their agents to design acceptable proposals within a conservation area.

- 3.3.1 The Council currently publishes design guidance, originally as Supplementary Planning Guidance (SPG) and now included in its Local Plan. This covers Amenity Space and Residential Development, Shopfronts and Facia Design (outside conservation areas), Shopfront Design Guidance (Listed Buildings and Conservation Areas) and Urban Design Framework. In addition, the Council has previously published Design Guidance for Aldersbrook Conservation Area (2002) and Mayfield (now The Bungalow Estate) Conservation Area (2004), while many of the earlier Conservation Area Enhancement Scheme documents included some design guidance.
- 3.3.2 As well as area-wide or thematic guidance, the Council also produces planning or development briefs for key sites, which can include sites within Conservation Areas. Design guidance clarifies Council expectations, enabling developers and householders to produce proposals that acknowledge their context and have more chance of being supported.
- 3.3.3 The Council will use its available Design Guidance as the basis for negotiation with applicants for planning permission. The Council acknowledges, however, that some of the above documents now need updating to reflect current good practice and developing policies for the Local Plan (for example the shopfront Design Guidance documents). To assist the public, owners and their agents to play their part in the preservation and enhancement of the Borough's conservation areas, the Council will, from time to time and as appropriate, publish up-dated existing or new design guidance covering those issues that are most often the subject of planning

applications or where such applications are commonly found lacking in appropriate design quality.

- 3.3.4 Where the survey work done for the individual Conservation Area Character Appraisals revealed a need for bespoke design guidance, these area-specific recommendations are included within the relevant Part 2 document.

3.4 Planning Decisions

This section outlines recent changes in the planning system and details further proposals with regard to conservation area and listed building applications.

- 3.4.1 When taking decisions under the Planning (Listed Buildings and Conservation Areas) Act 1990, the Town and Country Planning Act 1990 as amended and other relevant provisions, section 72(1) of the former Act requires:

In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection 2, ***special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.***

- 3.4.2 Paragraph 138 of the National Planning Policy Framework repeats the earlier principle under PPG15 and PPS5 that:-

Not all elements of a Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area should be treated either as substantial harm or less than substantial harm as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area as a whole.

Paragraphs 133 and 134 give further guidance as to how any proposed loss should be considered.

- 3.4.3 In addition, paragraphs 129 and 132 of the NPPF states that the Local Planning Authority should assess the potential impact of development outside a conservation area that might affect its setting and weigh this against the above duty to conserve the asset.
- 3.4.4 The Enterprise and Regulatory Reform Act 2013 introduced a number of reforms to the heritage planning regime. Of most relevance to this document, from October 2013 the need for Conservation Area Consent for the demolition of buildings within a conservation area was rescinded and the requirement transferred to the ordinary planning regime. Hence, Planning Permission must be obtained to demolish a building within a conservation area, usually applied for as part of a planning application for the redevelopment (to avoid gap sites). It is worth noting that it is still a criminal offence to demolish such a building (in whole or substantially) without the necessary permission from the Local Planning Authority.
- 3.4.5 The Council's Regulatory Committee, Regional Planning Committees, Area Committees and the Conservation Advisory Panel continue to play important roles in ensuring that listed buildings and conservation areas are properly protected within

the planning system and that opportunities to improve and enhance them are fully exploited.

3.4.6 The quality of some applications for listed building consent, and planning permission within conservation areas is in many instances below that which would clearly explain and justify the proposals. This is often due to inadequate information and, particularly, poor appreciation or understanding on the part of the applicant and their agents, of the importance of the historic building or place and the impact that their proposals will have on them. This can lead to delay, misunderstanding, difficulties during negotiations and, from the applicant, an adversarial approach. This is wasteful of time, effort and resources for both parties and can and should be avoided.

3.4.7 It is important to the delivery of a speedy and effective consent and planning system to help applicants so as to avoid such situations. The Council has initiated the following measures:-

- 1/ The Council will continue to commission and approve Conservation Area Character Appraisals to increase knowledge and appreciation of the Borough's conservation areas and help improve the quality of applications relating to them.
- 2/ Steps are proposed below that will improve the quality of applications for listed building consent and planning permission in conservation areas.

3.4.8 The Planning and Compulsory Purchase Act 2004 amended the principal Act and the Planning (Listed Building and Conservation Areas) Act 1990 to allow councils to require better information and documentation from applicants. This has been further underlined by paragraphs 128 of the National Planning Policy Framework 2012 which states:

'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance...'

The Council, taking a lead from the NPPF and advice from English Heritage, will require all applicants for listed building consent or for planning permission within conservation areas to provide a 'Conservation Plan' or 'Conservation Statement' as part of their application. This document should identify and detail the special architectural or historic interest, or character and appearance of the historic building or area, and demonstrate how the proposals that are the subject of the application have evolved from that appreciation and, consequently, do not harm the building or area.

3.4.9 This proposal should bring about an early and timely heritage assessment of the building or area, and, in front-loading it into the design process, should produce better, more empathetic proposals. This new system will help to eliminate unsympathetic proposals at the design stage and ensure that only those proposals that can be legitimately claimed not to harm the heritage asset become applications. This should lead to speedier and better decision making by the Council.

- 3.4.10 Of course, as stated in paragraph 128 of the NPPF, the size of the document should be 'proportionate' and reflect the scale and complexity of the proposals. For simple alterations, for example to change doors or window, often a paragraph or two as a brief Conservation Statement will suffice. For more complex applications, a full Conservation Plan containing detailed information and assessments will be required. It is hoped that applicants will take the opportunity that Conservation Plans and Statements present to both improve and strengthen their applications, securing necessary specialist heritage advice as appropriate. To assist applicants, the Council will publish a Guidance Note on how to produce a Conservation Plan or Statement.
- 3.4.11 In accord with the above legislative changes and the NPPF, applications that do not include an adequate Conservation Plan or Statement will be deemed 'invalid' and will not be registered until a satisfactory document is received.

3.5 Enforcement

How the Council will continue to ensure that the planning system is not abused.

- 3.5.1 Planning enforcement is carried out by the Council's Enforcement Team, which deals with a wide range of offences that harm the quality of the Borough's environment. Sadly, many offences are reported each day, committed either through ignorance or, on occasion, through wilful disregard of the law. With limited resources to tackle numerous and often complex cases the workload must be prioritised. The Borough's heritage, be it listed buildings, conservation areas, locally listed buildings or archaeological sites are highly valued assets and, very often, the most vulnerable to unauthorised works because once gone they may be difficult and time-consuming to restore. Any strategy for enforcement needs to establish clear priorities that take into account the importance attached by the Council to our heritage and protected trees. Reported unauthorised works to listed buildings, protected trees and within conservation areas will get a response appropriate to the alleged breach. The Council will always seek to persuade owners to restore and put right any offending works, but will, where necessary, take enforcement action to achieve those aims. Where there is a demonstrable public interest in so doing, offenders may be subject to criminal prosecution.
- 3.5.2 Unauthorised works requiring planning permission that were enacted four years or more before discovery by the authorities may be deemed approved (there is no such time limitation on unauthorised works requiring listed building consent or specified works within conservation areas). Consequently, a dated survey and photographic record of buildings within conservation areas against which the date of any discovered unauthorised works can be measured would be particularly useful evidence when taking any future enforcement action. Proposals in this regard are detailed below under '3.10 Monitoring Change'.

3.6 Community Infrastructure Levy and Section 106 Agreements

How the Council will use planning gain agreements to further preserve and enhance its conservation areas.

- 3.6.1 CIL is a charge on new buildings and extensions to help pay for supporting infrastructure. Once a CIL charging schedule has been adopted, it replaces the section 106 "tariff". Section 106 will continue to be used for affordable housing and

anything required for the specific site to make the development acceptable (for example a new access road). CIL was introduced by Redbridge Council on 1 January 2012 in place of Section 106 Agreements for social infrastructure funding. Mainstream CIL revenue may only be spent on infrastructure that supports growth and in Redbridge the Council's agreed funding areas set out in its CIL Regulation 123 list includes:

- Education facilities
- Leisure facilities (e.g. publicly owned sports facilities)
- Transport improvements - excepting site specific matters needed to make the development acceptable in planning terms.
- Health care facilities
- Library services
- Community Care facilities (e.g. social care institutions providing for older people and people with mental health or learning disabilities)
- Open space provision (e.g. publicly accessible open space and allotments)
- Community facilities (e.g. community centres and meeting places)

3.6.2 S106 Agreements are agreements between the Council and a developer, whereby the developer undertakes works or makes a contribution (financial or in kind) to the Council to offset or mitigate any adverse impact of the development on the surrounding social or physical infrastructure. It should be noted that since the adoption of CIL, Redbridge Council can no longer request Section 106 contributions/obligations from developers to provide for facilities listed under the CIL Regulation 123 list.

3.6.3 Consequently, where development has an impact within a conservation area the Council will require the developer to enter into a s.106 Agreement to mitigate any adverse effect of the development not covered by the CIL Regulation 123 list. In addition under CIL Regulation 122, the Council will only seek to use planning obligations which pass the following three legal test; It must be:-

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

3.6.4 Past and present received S106 106 funds that are ring-fenced for conservation or public realm works will continue to be used for mitigation and improvement projects in conservation areas, where suitable and permitted under the relevant Section 106 Agreement. And, subject to Cabinet's approval on Section 106 expenditures, such receipts will be targeted, as appropriate, at delivering the management proposals set down in this document.

3.7 Highways and the Public Realm

How the Council will continue to respect the special character of its conservation areas when undertaking its programme of environment improvements to highways and the public realm.

3.7.1 While the Council clearly has a key role as Local Planning Authority to ensure the preservation and enhancement of the Borough's conservation areas and will, as owner of individual buildings within conservation areas, have a responsibility to set a suitable example, it is in its capacity as Highways Authority and custodian of the

public realm that it will, most visibly, have a direct impact. In common with much of the rest of urban Britain, the attractiveness of Redbridge's streets has suffered over the last twenty years from a substantial increase in traffic and the attendant growth of visual intrusion, be it excessive signage, traffic calming measures, fussy footway patterning, a plethora of pedestrian railings, coloured surfaces and carriageway markings. These have all been installed over the years with the best of intentions – often a concern for safety – but have now accumulated to the point that they can present a visually chaotic street scene to the user. This can be particularly harmful in conservation areas. Apart from its inherent unattractiveness, there is growing recognition that this visual overload is, in itself, potentially dangerous for road users. Steps are being taken to reverse this negative trend wherever possible and to seek, through de-cluttering exercises and better, simpler design, to restore a visually calmer (and thus safer) and more attractive street scene across the Borough. This will be particularly important in conservation areas. Where these works are programmed to occur within a conservation area, the Council will ensure that there is a properly considered response to the special interest and character and appearance of the area.

- 3.7.2 In order to provide a proper strategy for these works, a Borough-wide Streetscape Guidance was approved in March 2008 that, following on from the example of English Heritage's 'Streets for All' manual, sets appropriate standards for works to highways and the public realm, together with local guidance as to approved materials, techniques and appropriate design solutions. This strategic document makes reference to 'Character areas' - including conservation areas - and gives guidance on the retention of their intrinsic character. More detailed assessments will be included in the relevant Conservation Area Character Appraisals. Where possible, the Council will seek to enter into s.38 Agreements where they will allow a higher standard of works to be secured within conservation areas. Similarly, CIL, s.278 and s.106 Agreements relating to new developments will seek to secure adequate funding for schemes appropriate to the character or appearance of the relevant conservation area.
- 3.7.3 When formulating proposals for traffic management, highways maintenance, signage, street furniture and the public realm generally, the Council will give due weight to its duty to preserve and enhance the character and appearance of the Borough's conservation areas in line with the Planning (Listed Buildings and Conservation Areas) Act 1990 and national guidance to be found in the NPPF and the published guidance from English Heritage.
- 3.7.4 Inevitably, there will be instances where the requirements of highways legislation, regulation and guidance cannot easily be reconciled with the needs of the historic environment. In such circumstances, the Council will use its best endeavours to secure imaginative solutions that avoid causing unnecessary harm to the character of the conservation area, while recognising the importance of the health and safety needs of the travelling public. Within conservation areas unnecessary signage, lines, coloured surfacing and bollards will be avoided not only because of their harmful impact on the character and appearance of the area, but also because of the burden they place on Highways budgets in installation and on-going maintenance.
- 3.7.5 Similarly, the Council will seek opportunities for the decluttering of conservation areas through the removal of unnecessary signage and other redundant street

furniture. For example, The Mayor of London requires Redbridge to remove at least 200 metres of guard rail each year.

- 3.7.6 The Council is acutely aware of the difficulties of procuring stable and predictable funding for capital and revenue works, together with the need to demonstrate value for money. Again, the Council will seek imaginative design solutions that deliver the best available quality of works within the ordinary constraints of prudent budget management. Where new street furniture is required, for example street lighting, this will be designed or procured to ensure that the Borough's conservation areas are not harmed but, wherever possible, enhanced.

3.8 Open Spaces

How the Council will continue its commitment to open spaces in the Borough and the key role they play in the character of many conservation areas.

- 3.8.1 Redbridge has a number of high quality parks and a large amount of green belt land and open spaces, some of which falls within designated conservation areas (e.g. Claybury and Wanstead Park). These are key recreational areas, enhancing the quality of urban life as well as playing a vital role in the biodiversity and sustainability of London as a whole. Where they overlap with conservation areas, they are often the dominant characteristic, providing a green, open rural or garden setting to important listed mansions and scattered buildings. Where they are of more modest scale (e.g. the greens at Barnado's Village Homes or Little Heath), they provide a relaxed setting for the surrounding buildings and an important link back into the history of the area. It is of the utmost importance that these characteristics are properly preserved and enhanced.
- 3.8.2 The Council will, when carrying out works within open spaces that fall within a conservation area, endeavour to ensure that they preserve or enhance the special character or appearance of the area. Where the Council is not responsible for management/maintenance directly it will work with other parties to seek to ensure works are appropriate.
- 3.8.3 In its capacity as the Local Planning Authority, the Council has policies in its existing Core Strategy and primary policies that provide appropriate protection for the Borough's parks, green belt and open spaces (Strategic Policy 2 and Primary policies E1, E2 and CR1). The Council is reviewing these documents and will shortly be publishing up-dated policies that will provide continuing protection. Once adopted, these will become the Borough's Local Development Plan.

3.9 Trees in Conservation Areas

How the Council will continue to protect and recognise the importance of trees to the character of conservation areas, whether street trees or those in parks which the Council look after, or those on private land.

- 3.9.1 Redbridge has a reputation as a particularly pleasant leafy, suburban borough. Trees generally and those within the public realm, for example street trees, are a very important element of the character of a number of the Borough's conservation areas, particularly where they reinforce a rural or semi-rural ambience. A Tree Planting and Maintenance Policy was approved by the Council in October 1996 that recognises the importance of trees to the built environment, their conservation value and

provides a policy framework for their successful management. In addition to this Borough-wide policy, within conservation areas, the duty to preserve or enhance their character or appearance is a further consideration.

- 3.9.2 The prevailing geological conditions of some parts of some conservation areas are such that trees may contribute to subsidence related damage. Where this is established beyond reasonable doubt, the Council will continue to manage publicly owned trees appropriately or, in the case of private trees, agree to requisite tree works. Where such trees have to be removed, these will be replaced with species suited to the limitations of their surroundings.
- 3.9.3 Where trees need replacing in conservation areas for other reasons, the first preference will be to replace with an indigenous species and one characteristic of the area. This may not necessarily be on a like-for-like basis but this would be applicable where the replacement is one of a group or avenue of identical species. Species chosen will be based on sound arboricultural reasons and the objective will be to ensure the largest species appropriate for the location to maintain a long term and visible presence of trees within the Conservation Areas.
- 3.9.4 The Council has in the past identified funding for tree planting, a relevant example being the street trees planted in verges within the Mayfield Conservation Area. Should this be possible in the future, species will be carefully chosen to enhance the particular character of the conservation area.
- 3.9.5 The Planning (Listed Buildings and Conservation Areas) Act 1990 requires that owners give six weeks notification of any intended works to trees within conservation areas. This is to allow councils to make an assessment of whether the tree in question has sufficient amenity value to be worthy of protection through the serving of a Tree Preservation Order. The Council will ensure that all such trees reported will be carefully assessed and any that are deemed worthy will be so protected.

3.10 Monitoring Change

How the Council will monitor change in the Borough's conservation areas.

- 3.10.1 Conservation areas have never been static areas nor can it be the intention to preserve them in aspic. Change is vital to the vibrancy and economic well-being of any area and the same must be true for conservation areas. It is uncontrolled, harmful change that the planning system is there to prevent so that any change is prudent, not short term, and is in accord with the prevailing special character and appearance of the area.
- 3.10.2 The survey work done to prepare the more recent Conservation Area Character Appraisals was of great value in identifying the patterns of change, benevolent and harmful, within each area. It would be useful to be able to carry out similar surveys, from time to time, to continue to monitor change. This would have very significant resource implications. Nevertheless, the benefits of monitoring are clear. It would ensure the identification of trends and allow day-to-day planning infringements to be investigated and dealt with promptly. A photographic, as well as written, record would be of great value to the Council's Enforcement Team in establishing clear, dated evidence against which reported unauthorised works could be assessed.

3.10.3 It is proposed, therefore, that the Council, working with its Conservation Advisory Panel and local amenity societies, will investigate new ways of monitoring its conservation areas and how to undertake such a record within available resources. Where practical and effective, this may include working with other interested partners.

3.11 Monitoring the Effectiveness of this Document

How the Council will ensure that the Management Proposals (both PART 1 and PART 2) are kept up-to-date and relevant.

3.11.1 Apart from the monitoring of individual proposals, there is a need to review the effectiveness of this document as a whole, to note any gaps that may emerge and identify where individual proposals could work more closely together to deliver a more holistic approach to the preservation and enhancement of the Borough's conservation areas. These issues can then be addressed in later updates and revisions of this document.

3.11.2 As detailed above, it is the government's intention that Councils should produce management proposals for their conservation areas from time to time and that this has been defined as less than five years. Clearly, for most conservation areas, this will be an adequate period before review of the proposals. The intention is to undertake a rolling review of the Borough's conservation areas, whereby management proposals are updated on a five-yearly basis with typically three areas reviewed in any calendar year. Some of the Borough's conservation areas may, however, undergo a period of rapid change and redevelopment and it may be appropriate to review proposals for those areas at an earlier date.

3.11.3 The Council has prepared a Borough-wide Characterisation Study and is considering the development of designation criteria which may lead to the designation of new conservation areas within the lifetime of this document. Any new designation will introduce new chapters into the following PART 2 of this document and may bring with them new issues for PART 1.

3.11.4 The Government continues in its restless reforms of the planning and conservation systems and it may be that reforms to the heritage sector may overtake this document, necessitating revision within its intended five year life.

3.11.5 The Council will, therefore, need to monitor the above issues carefully and form a judgement as to whether a revised Management Proposals document is necessary before the five year life of this document elapses.

Consultation Statement

This Borough-wide Conservation Area Management Proposals (Part1), along with Area-specific Management Proposals (Part 2s) for The Bungalow Estate (was Mayfield), Woodford Bridge and Woodford Broadway Conservation Areas were put to extensive public consultation between 3 February and 28 March 2014, in line with the requirements of s.71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and Borough's Statement of Community Involvement. The required statutory public meetings took place within the relevant conservation area on the 10 February 2014 (Woodford Bridge Conservation Area), the 26 February 2014 (Mayfield Conservation Area) and the 4 March 2014 (Woodford Broadway).

The consultation responses, which were very positive, together with the finalised Conservation Area Management Proposals, were considered by the Neighbourhoods and Communities Service Committee on the 3 September 2014 and the recommendations agreed. The Conservation Area Management Proposals were then formally approved by the Cabinet Member for Planning & Regeneration on the 9 September 2014.

This Borough-wide Management Proposals (Part 1) and the Area-specific Management Proposals (Part 2s) for The Bungalow Estate, Woodford Bridge and Woodford Broadway Conservation Areas are now a Supplementary Planning Document within the Local Plan.

PART 2: AREA-SPECIFIC MANAGEMENT PROPOSALS FOR INDIVIDUAL CONSERVATION AREAS

The following will in time contain folders of Part 2 Management Proposals for each individual conservation area which should be considered along with the Borough-wide Management Proposals in Part 1.



4.0 CONTEXT AND SCOPE

4.1 Conservation areas in Redbridge

Set out in the following sections are Management Proposals for each of the Borough's conservation areas, as listed below (the dates of designation and extension, where relevant, are shown in brackets).

- 1/ Aldersbrook (2002)
- 2/ Barnard's Village Homes (1990)
- 3/ The Bungalow Estate (was Mayfield) (1991) (extended and renamed 2014)
- 4/ Claybury (2005)
- 5/ George Lane (1981)
- 6/ Little Heath (1991)
- 7/ Snaresbrook (1970)
- 8/ South Woodford (1970)
- 9/ Valentines Mansion (1981)
- 10/ Wanstead Park (1970)
- 11/ Wanstead Grove (2009)
- 12/ Wanstead Village (1970)
- 13/ Woodford Bridge (1970) (altered and extended 2014)
- 14/ Woodford Broadway (1981, extended 2013)
- 15/ Woodford Green (1970, extended 1981, part transferred to Woodford Broadway 2013)
- 16/ Woodford Wells (1970)

4.2 Scope of the proposals

Each set of management proposals is based on and derived from the Character Appraisal for the conservation area concerned and should be read in conjunction with it. Issues covered by the character appraisals are not repeated in this report, but references are given to the relevant page or section of the character appraisal.

Each management proposal will cover the following issues, as appropriate:

- Need for action
- Conservation area boundary changes
- Statutory and local listing proposals
- Need for design guidance
- Briefs and encouragement for opportunity sites
- Action to secure repair/enveloping/reinstatement of historic details
- Property boundaries
- Car parking and traffic management
- Maintenance of verges and street trees
- Public realm generally
- Open spaces (parks, etc.)

Each set of management proposals ends with a summary in the form of a proposed management strategy for the next five years, setting priorities and targets for action/implementation.

5.0 INDIVIDUAL CONSERVATION AREA MANAGEMENT PROPOSALS (See separate folders)

5.1 Aldersbrook

- 5.1.1 Summary of special interest
- 5.1.2 Conservation Area boundaries
- 5.1.3 Summary of issues
- 5.1.4 Management Proposals
- 5.1.5 Management Strategy

5.2 Barnardo's Village Homes

- 5.2.1 Summary of special interest
- 5.2.2 Conservation Area boundaries
- 5.2.3 Summary of issues
- 5.2.4 Management Proposals
- 5.2.5 Management Strategy

5.3 The Bungalow Estate (was Mayfield prior to 2014)

- 5.3.1 Summary of special interest
- 5.3.2 Conservation Area boundaries
- 5.3.3 Summary of issues
- 5.3.4 Management Proposals
- 5.3.5 Management Strategy

5.4 Claybury

- 5.4.1 Summary of special interest
- 5.4.2 Conservation Area boundaries
- 5.4.3 Summary of issues
- 5.4.4 Management Proposals
- 5.4.5 Management Strategy

5.5 George Lane

- 5.5.1 Summary of special interest
- 5.5.2 Conservation Area boundary
- 5.5.3 Summary of issues
- 5.5.4 Management Proposals
- 5.5.5 Management Strategy

5.6 Little Heath

- 5.6.1 Summary of special interest
- 5.6.2 Conservation Area boundaries
- 5.6.3 Summary of issues
- 5.6.4 Management Proposals
- 5.6.5 Management Strategy

5.7 Snaresbrook

- 5.7.1 Summary of special interest
- 5.7.2 Conservation Area boundaries
- 5.7.3 Summary of issues
- 5.7.4 Management Proposals
- 5.7.5 Management Strategy

5.8 South Woodford

- 5.8.1 Summary of special interest
- 5.8.2 Conservation Area boundaries
- 5.8.3 Summary of issues
- 5.8.4 Management Proposals
- 5.8.5 Management Strategy

5.9 Valentines Mansion

- 5.9.1 Summary of special interest
- 5.9.2 Conservation Area boundaries
- 5.9.3 Summary of issues
- 5.9.4 Management Proposals
- 5.9.5 Management Strategy

5.10 Wanstead Park

- 5.10.1 Summary of special interest
- 5.10.2 Conservation Area boundaries
- 5.10.3 Summary of issues
- 5.10.4 Management Proposals
- 5.10.5 Management Strategy

5.11 Wanstead Grove

- 5.11.1 Summary of special interest
- 5.11.2 Conservation Areas boundaries
- 5.11.3 Summary of issues
- 5.11.4 Management Proposals
- 5.11.5 Management Strategy

5.12 Wanstead Village

- 5.12.1 Summary of special interest
- 5.12.2 Conservation Area boundaries
- 5.12.3 Summary of issues
- 5.12.4 Management Proposals
- 5.12.5 Management Strategy

5.13 Woodford Bridge

- 5.13.1 Summary of special interest
- 5.13.2 Conservation Area boundaries
- 5.13.2 Summary of issues
- 5.13.3 Management Proposals
- 5.13.4 Management Strategy

5.14 Woodford Broadway

- 5.14.1 Summary of special interest
- 5.14.2 Conservation Area boundaries
- 5.14.3 Summary of issues
- 5.14.4 Management Proposals
- 5.14.5 Management Strategy

5.15 Woodford Green

- 5.15.1 Summary of special interest
- 5.15.2 Conservation Area boundaries
- 5.15.3 Summary of issues
- 5.15.4 Management Proposals
- 5.15.5 Management Strategy

5.16 Woodford Wells

- 5.16.1 Summary of special interest
- 5.16.2 Conservation Area boundaries
- 5.16.3 Summary of issues
- 5.16.4 Management Proposals
- 5.16.5 Management Strategy

APPENDIX 1

1. To 'Preserve and Enhance'

The Article 4 Directions described in 3.1 will require a specific executive decision but once approved, would bring a much greater range of minor alterations to houses within the Council's control. The following explains how the Council would use these new powers to help preserve and enhance the special character of its conservation areas.

- 1.1 When exercising its general planning powers within conservation areas, the Council will seek to preserve or enhance each area's special character or appearance. It will be mindful of, and give due weight to, Local Development Framework and emerging Local Development Plan, the government's National Planning Policy Framework and Accompanying guidance and the relevant Conservation Area Character Appraisal, in accordance with its duty under s 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 relating to planning functions.
- 1.2 However, it is noted that s.71, relating to the formulation and publishing of Management Proposals for conservation areas (the subject of this document) places a duty on local planning authorities to publish proposals for the preservation and enhancement of conservation areas. Clearly, it is not sufficient to simply preserve (i.e. keep from harm); proposals must, in addition, enhance (i.e. heighten, raise or intensify) the area's special character.
- 1.3 These Management Proposals have been drafted to comply with English Heritage's published 'Understanding Place: Conservation Area Designation, Appraisal and Management' (March 2011 - NB. This document is under review to update it to reflect the recently published National Planning Policy Framework). In so doing, they will bring forward certain recommendations from specific Conservation Area Character Appraisals that an Article 4 (2) Direction is served on certain houses within that conservation area (as detailed above). This Management Proposals document is, therefore, the parent document to those Article 4 Directions. The Directions will increase the range of works and alterations to households that require planning permission and that the Council can then decide upon ('determine'). In making these decisions, the Council will be mindful of its general planning duty to 'preserve or enhance', but must recognise that applications that are required under the Article 4 Direction are consequent on these Management Proposals and should, therefore, wherever possible, seek to meet the s.71 duty to 'preserve and enhance'.
- 1.4 Harmful alterations have already taken place in many of the Borough's conservation areas that may demonstrate the need for Article 4 Directions to control and prevent further harm. The Council is concerned that those existing examples of harmful alterations should not become precedents, or a basis for allowing further harm (pace *Wirksworth* where, at a planning appeal, a plastic door was allowed within a conservation area largely because there were already existing examples of plastic doors within the area and there was no local planning policy to prevent them).

Consequently, the Council will seek through these Management Proposals to preserve and enhance the character of the Borough's conservation areas. It will seek to ensure that:-

1/ existing buildings, structures or features (including building features or elements) that, in its opinion, make a positive contribution to the special character of a conservation area are preserved and retained. In addition,

2/ it will endeavour to enhance that special character or appearance by negotiating with applicants for planning permission consequent on an Article 4 Direction such that they authentically restore any missing, detrimentally altered or decayed features or elements that are pursuant to that application and which the Council considers would, if authentically repaired or restored, make a positive contribution to the architectural or historic interest of the building and the character or appearance of the conservation area. In time, presently lost or damaged important features and elements will be restored, the existing harmful alterations reversed, and the character of the conservation area enhanced.

- 1.5 To achieve this and the general goal of preserving and enhancing the special character of conservation areas, applicants for planning permission under Article 4 Directions will, in the first instance, be encouraged to repair and thereby preserve important features in accordance with good conservation practice.
- 1.6 However, where replacement of important features is demonstrated to be necessary, the Council will promote the restoration of those features to their original appearance in accordance with good conservation practice so as to preserve the existing character or appearance of the conservation area.
- 1.7 Where the application is for the replacement of non-original features of no intrinsic value but where the originals were in the view of the Council important, applicants will be encouraged to reverse those previous detrimental losses and restore the original appearance in accordance with good conservation practice, thereby enhancing the character or appearance of the conservation area.