

## **5.3 THE BUNGALOW ESTATE CONSERVATION AREA MANAGEMENT PROPOSALS Pt. 2**



**SUPPLEMENTARY PLANNING DOCUMENT**

9 September 2014

## 5.3 THE BUNGALOW ESTATE CONSERVATION AREA MANAGEMENT PROPOSALS - Part 2.

**This Part 2 should be read alongside the Borough-wide Part 1 document. Together they form The Bungalow Estate Conservation Area Management Proposals.**

NB. The Mayfield Conservation Area was renamed The Bungalow Estate in 2014 to better reflect its location and its popular name.

### 5.3.1 Summary of special interest

The key factors that give The Bungalow Estate Conservation Area (hereafter the Conservation Area) its special interest are summarised in **Section 4.0 (page 29) of The Bungalow Estate Conservation Area Character Appraisal**. These factors constitute the distinguishing characteristics which make the Conservation Area unique and which underpin the character and appearance of the area “which it is desirable to preserve and enhance” through management action.

### 5.3.2 Conservation Area boundaries

The current boundaries of the Conservation Area are in the main logical and sensible. There is a clear change of character outside the boundary of the area. The Conservation Area enjoys a strong homogenous sense of place with a distinct character drawn from the bungalow form of development sitting in relatively low-density plots with good greenery. Adjacent areas have a clearly different urban character, being largely two storey buildings laid out to much higher densities giving a distinctly urban character. While the two storey houses along Tresco Gardens are anomalous it makes little sense to the management of the area, however, to remove them. Similarly the three two storey houses along Frimley Road are out of place: however, their plots are in keeping. Consequently the Conservation Area boundary is clearly defined and defensible.

Following public consultation on the associated Character Appraisal, Management Proposals Part 1 and this Management Proposals Part 2, the Chief Planning and Regeneration Officer approved two minor extensions of the Conservation Area; the successful replacement new bungalow at 21a Meadway and, following public concern over its integrity, the whole length of the planted verges along Morrab Gardens (but not the two storey houses that line the street).

### 5.3.3 Summary of issues

The particular issues affecting the Conservation Area and which need to be addressed are set out in **Section 5.0 (page 29) of the Character Appraisal**. These are summarised as:

- 1/ Loss of traditional boundaries such as low walls, hedging, greenery and fences, and replacement with inappropriately large brick walls and ornate railings
- 2/ Replacement of front garden planting with harsh modern paving, and the intrusion of vehicles on frontages,

3/ Loss of vernacular details and materials and replacement with inappropriate 'Classical' architectural language.

4/ The painting of rendering, the use of brilliant white and other bold colours and the increasing use of ornate plasterwork,

5/ The loss of timber windows and doors, including stained glass and other architectural joinery and replacement with PVCu, aluminium or other materials in a range of non-white colours including fake hardwood and replacement glazing in modern inappropriately designed double-glazed decorative lights,

6/ Overly large roof, side and rear extensions distorting the scale and form of the original bungalows,

7/ Imposition of poorly designed large porches and infilling of entrance alcoves reducing the strong modelling of the elevation,

8/ Loss of roof profiles through poorly designed large and numerous dormers and front roof-slope rooflights to light loft conversions,

9/ Use of non-traditional roof materials in inappropriate colours,

10/ Side (single and two storey) extensions leading to a terracing effect blocking transverse views,

11/ Excessively large and poorly designed rear and corner side extensions that are clearly visible from the public realm,

12/ The potential threat of back-land development for new houses or separate 'granny annexes' c/w the impact of extensions on rear elevations harming the balance between buildings and gardens,

13/ Increasing public interest in PV and solar panels.

Issues 1/ - 13/ can be brought under planning control with an up-to-date and rigorously applied Article 4 direction. Steps to seek the restoration of lost vernacular features may also be sought through local policy, grants, persuasion and appropriate Conservation Area Management Proposals designed to both preserve and enhance.

14/ The planting of front boundaries with cypress and other fast-growing trees has produced a number of intrusive visual barriers between public and private spaces.

15/ The public realm has standard lighting and road and footway finishes; however, more sympathetic treatments for the tarmacked verges should be sought and traffic management signage minimised,

16/ There are extensive private gardens behind most of the houses. These contribute greatly to views from and between the houses and are important for wildlife. Their loss to piecemeal development would have an adverse effect on the character of the area.

## 5.3.4 Management Proposals

### 1. Need for action

Based on the detailed assessment provided by The Bungalow Estate Conservation Area Character Appraisal and the problems and pressures identified by it, the following management action is proposed for the Conservation Area in order to preserve and enhance its special interest:

### 2. Planning policy and the duty to 'preserve and enhance'

The combined Part 1 and this Part 2 The Bungalow Estate Conservation Area Management Proposals satisfy the statutory requirements of s.71 of the Planning (Listed Buildings and Conservation Areas) Act 1990. They are now adopted as a Supplementary Planning Document within the Local Development Plan. The Council will address through the implementation of its local planning policies and these Conservation Area Management Proposals the issues exposed by the *Wirksworth* case (see Appendix 1 of Part 1 of these Conservation Area Management Proposals); that the unfortunate damage done over recent years to the character and appearance of the Conservation Area shall not provide any precedent that might allow further damage, nor be an obstacle to the restoration of lost features. The Article 4 Direction detailed at 4. below will bring all such 'minor development' matters within the Council's control.

The Council's planning policies and this SPD are the necessary policy framework that empower the Council to arrest and reverse the erosion of the character and appearance of the Conservation Area and to seek to work with owners to restore the lost architectural details and tradition materials of the properties, frontages and boundaries. In this way the issues detailed within section 5.0 of The Bungalow Estate Conservation Area Character Appraisal and at 5.3.3 above will be addressed and, over time, the special interest of the Conservation Area will be incrementally restored. Further comment on the duty to 'preserve and enhance' can be found at Appendix 1 of the Part 1 Conservation Area Management Proposals document.

These policies and this SPD will not be used to prevent appropriate development and good well-designed solutions will be sought that seek to deliver the best possible level of householder's expectation that is compatible with the duty to preserve and enhance the character and appearance of the Conservation Area. An example might be that future insulation of windows should be through secondary glazing or, where original windows have already been lost, through double glazed timber windows that match the original pattern and the reuse or, where necessary, authentic replication of stained glass. Similarly, off-street parking shall not occupy more than 40% of the frontage and be in traditional and where possible, permeable materials and that the remaining frontage should be restored as front garden. See 5. Design Guidance below.

### 3. Conservation area boundary changes

As discussed under 5.3.2 above, The Bungalow Estate Conservation Area Character Appraisal found the existing boundaries in the main both logical and sensible. The western half of the treed and planted verges along Morrab Gardens are of special interest and together with 21a Meadway are now included.

#### **4. Article 4 Direction**

While the Conservation Area has been the beneficiary of an Article 4 Direction since 2004 covering certain types of permitted development it has not had the desired effect. The reasons for this are various, not least of which being that the Direction has been overtaken by the many extensions of permitted development rights by subsequent governments. The evidence presented within the Character Appraisal shows that the special character and appearance of the Conservation Area has been severely eroded in recent years and that a strengthened management regime is required if the area is to retain its status as a conservation area. Consequently, and as part of that improved regime, it is proposed that a new, comprehensive Article 4 Direction is made for the whole Conservation Area. This will help prevent the further loss of original detail on buildings, the conversion of front gardens into hard standing and the loss or inappropriate replacement of original front boundary walls or fences. The Direction will require planning permission to be sought for most alterations to buildings and frontages including to change windows, doors, roofs and roof coverings, to paint or render facades, to pave frontages or front gardens, to erect, alter or demolish a boundary fence or wall on frontages of dwelling houses that face a highway, footpath or public open space and to erect solar and PV panels.

#### **5. Design guidance**

The Conservation Area has had since 2004 approved Design Guidance documents to assist owners and applicants as to how certain changes can be satisfactorily designed. This has covered extensions and lofts. These Design Guides have had a beneficial effect – notably relating to loft conversions and dormer windows. While there are a number of very large historic box dormers dotted across the Conservation Area these are no longer approved under the planning regime and their proliferation has stopped. Less happy is the situation with extensions, where large side extensions continue to block important transverse views between houses and sprawling rear extensions are eroding the balance between house and garden and are a particular blight on corner plots where they are clearly visible from the public realm. Similarly, the proliferation of large free-standing buildings within rear gardens are distorting the above balance and leading to a harmful higher-density urban character. New Design Guides will be very important in directing future development as part of the new management regime.

Areas of particular concern detailed within the Character Appraisal include the use of modern materials to replace traditional ones, loss of front gardens and extensive modern paving to facilitate parking, inappropriate 'urban' boundaries and railings and applied cod-classical features in a mistaken attempt to up-grade the property. The Design Guide will address these and other issues and also contain appropriate guidance to inform residents of the particular importance of traditional bungalow architecture and features and the best ways of caring for their properties. The Council will consider how it can best resource and deliver this Design Guidance.

#### **6. Highways management**

The Council has approved a Streetscape Guidance that sets a strategic design approach to works to highways and footways in conservation areas together with other streetscape issues. (See section 3.7 in Part 1). This will help promote the maintenance of the key characteristics of the Conservation Area, and avoid unnecessary street clutter, signage and road markings.

Improvements to the streetscape, for example the introduction, where it is practical to do so, of improved finishes (e.g. bound gravel or similar) to verges presently tarmacked will be considered in the future as programmes of street works roll out and as resources allow.

### **7. Care and management of street trees and verges**

Street trees are an important element of the character of the Conservation Area. The Council follows its Tree Planting and Maintenance Policy (October 1996) in relation to all public trees within the Borough. This has established the principle that any necessary future replanting will be with species that accord with the prevailing species in that locale and the character. (Section 3.9 in Part 1 of these Management Proposals gives further details).

Of particular importance to the suburban character of the Conservation Area are the street trees and verges. The proper maintenance and, where necessary, renewal of these would greatly enhance the area.

### **5.3.5 Management Strategy**

Over the next five years, the Council will undertake the following management actions:

#### *Year 1*

- Make a comprehensive Article 4 Direction that will, *inter alia*, prevent further loss of original architectural details, help facilitate the restoration of lost architectural details, prevent loss of front boundaries and the conversion of front gardens into hard standing for cars, etc.
- Working with the Conservation Advisory Panel and local groups, investigate new ways of monitoring and recording the Conservation Area within available resources.
- Introduce a requirement that applications for Planning Permission within the Conservation Area should include a Conservation Statement or Plan that justifies the impact of the proposals on the affected heritage asset and the character or appearance of the Conservation Area.
- Develop any future programmed highways maintenance or traffic works within the Conservation Area in accordance with the Redbridge Streetscape Guidance and the Character Appraisal document.
- Consider carefully whether any notified trees should be covered by a Tree Preservation Order.
- Ensure any replacement trees are in accordance with the Highways Trees Management Strategy and of a species that is compatible with the immediate environment and in accordance with the prevailing character or appearance.

#### *Year 2*

- Survey, review and monitor works and development within the Conservation Area.
- Review and monitor the design quality of proposals with planning permission.
- Review appeal decisions.
- Investigate ways of updating the Conservation Area Design Guidance to inform residents of the best ways of improving and caring for their properties, frontages and boundaries.

- Investigate possibilities for producing with other partners an enhancement scheme for The Bungalow Estate Conservation Area public realm especially, where appropriate, the improvement of tarmacked verges together with further street trees.

#### *Year 3*

- Survey, review and monitor works and development within the Conservation Area.
- Review the effectiveness of the Article 4 Direction.
- Review and monitor the design quality of proposals with planning permission.
- Review appeal decisions.
- Investigate ways of updating the Conservation Area Design Guidance to inform residents of the best ways of caring for their properties.
- Investigate possibilities for producing with other partners an enhancement scheme for The Bungalow Estate Conservation Area public realm especially, where appropriate, the improvement of tarmacked verges together with further street trees.
- Review overall effectiveness of Management Proposals in the maintenance and safeguarding of highways and other trees, greenery and the herbaceous planted verges within the Conservation Area.

#### *Year 4*

- Survey, review and monitor works and development within the Conservation Area.
- Review and monitor the design quality of proposals with planning permission.
- Review appeal decisions.

#### *Year 5*

- Survey, review and monitor works and development within the Conservation Area.
- Review and monitor the design quality of proposals with planning permission.
- Review appeal decisions.
- Review overall effectiveness of Management Proposals in the implementation of highways works and the public realm.
- Review overall effectiveness of Management Proposals in the maintenance and safeguarding of highways and other trees, greenery and the herbaceous planted verges within the Conservation Area.

## **Consultation Statement**

The Borough-wide Conservation Area Management Proposals (Part 1), and the Area-specific The Bungalow Estate (was Mayfield) Conservation Area Management Proposals (Part 2), 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 meeting took place on the 26 February 2014 within the Conservation Area.

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.

The 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.