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| REPORT TO: | Cabinet 15th July 2013 |
| AGENDA ITEM: | 12 |
| SUBJECT: | Conservation Area Appraisals and Management Plans |
| LEAD OFFICER: | Mike Kiely, Director of Planning and Building Control |
| CABINET MEMBER: | Councillor Jason Perry, Cabinet Member for Planning, Regeneration & Transport |
| WARDS: | Addiscombe, Fairfield, Norbury and Upper Norwood |
| <p>CORPORATE PRIORITY/POLICY CONTEXT:</p> <p>As a Local Planning Authority The Council has the following statutory duties in relation to conservation areas:</p> <ul style="list-style-type: none"> • From time to time to formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas. • In the exercise of planning functions special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area. | |
| <p>FINANCIAL SUMMARY:</p> <p>The recommendations of this report can be funded from the existing Spatial Planning Service budget for 2013/14.</p> | |
| <p>FORWARD PLAN KEY DECISION REFERENCE NO.: This is not a key decision.</p> | |

For general release

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the draft recommendations below

1. RECOMMENDATIONS

Cabinet is recommended to:

- 1.1 Agree to commence formal public consultation on conservation area Appraisals and Management Plan (**CAAMPs**) as draft Supplementary Planning Documents for the following conservation areas:
 - East India Estate (Appendix 1 e-copy only);
 - Norbury Estate (Appendix 2 e-copy only);
 - Norwood Grove (Appendix 3 e-copy only);
 - St Bernards (Appendix 4 e-copy only).
 - Upper Norwood Triangle (Appendix 5 e-copy only)
- 1.2 Agree that the Director of Planning and Building Control, in consultation with the Cabinet Member for Planning, Transport and Sustainability be given delegated authority to make minor factual or evidence base related changes to the above-named documents referred to in paragraphs 1.1 and 1.2 above prior to their publication for consultation.
- 1.3 Note the current schedule for the completion and adoption of CAAMPs for all of the 21 conservation areas in Croydon.

2. EXECUTIVE SUMMARY

- 2.1 National Planning Policy, The London Plan and Local Planning Policy requires Local Authorities to preserve and enhance conservation areas through identifying the special character of each conservation area and outlining how these characteristics can be managed through the retention, development and maintenance of the built environment within conservation areas. English Heritage recommends that every conservation area has its own Conservation Area Appraisal and Management Plans (**CAAMP**).
- 2.2 Guidance from English Heritage states key elements in defining the special character of conservation areas are likely to be:
 - The relationship of the conservation area to its setting and the effect of that setting on the area
 - The still-visible effects/impact of the area's historic development on its plan form, character and architectural style and social/historic associations
 - How the places within it are experienced by the people who live and work there and visitors to the area (including both diurnal and seasonal variations if possible)
 - Architectural quality and built form
 - Open spaces, green areas, parks and gardens, and trees

- Designated and other heritage assets, their intrinsic importance and the contribution they make to the area
 - Local distinctiveness and the sense of place which make the area unique
- 2.3 At full Council on 22 April 2013 the *Conservation Area General Guidance SPD* and *Conservation Area Appraisal and Management Plans* for the Chatsworth Road, Croham Manor Road, The Waldrons and Wellesley Road (North) Conservation Areas were adopted as Supplementary Planning Documents, following a period of statutory consultation.
- 2.4 Draft CAAMPs for the East India Estate, Norbury Estate, Norwood Grove, St Bernards and Upper Norwood Triangle Conservation Areas have been produced for public consultation. These documents supplement the *Conservation Area General Guidance SPD* to minimise the length of the CAAMPs and avoid duplication.
- 2.5 The key anticipated benefits of the use of the CAAMPs by applicants and their consultants, planning officers and the public will be as follows:
- As material planning considerations when determining planning applications within conservation areas CAAMPs are likely to lead to an increase in the quality of the design of development within conservation areas that preserve and enhance their special character. The CAAMPs will inform applicants of the various aspects of the built environment of conservation areas that make up their special character and will provide clear guidance about what types of development will be considered acceptable within them;
 - An increase in the efficiency of the planning application process for sites within conservation areas through reference to clear and concise information;
 - An increased sense of pride amongst residents of conservation areas that will be gained as a result of raising knowledge and awareness of the value of their local area through the consultation process;
 - This increased sense of pride is more likely to incentivise property owners in conservation areas to engage in the protection and enhancement of the areas through commissioning works to their properties that are sympathetic to the special character of the conservation area and reporting development that does not have the necessary planning consents to the Council.
- 2.6 Upon adoption of the CAAMPs the Council will consider the serving of Article 4 Directions for some properties whose special character is at risk from the exercising of permitted development. An Article 4 Direction is a direction which withdraws automatic planning permission granted by the General Permitted Development Order.

3. DETAIL

- 3.1 A conservation area is an area of special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance.

Conservation areas, like statutory listed buildings, are ‘designated heritage assets’, of national historic or architectural significance. Conservation areas are also subject to national planning policies under the NPPF.

3.2 Schedule

Over the forthcoming two years, it is intended that the Spatial Planning Service will continue to produce or update CAAMPs for all of the 21 conservation areas in Croydon. By summer 2014 it is intended that all conservation areas will have at least a draft CAAMP. Over the three years all CAAMPs will be brought to Cabinet for approval to go out to formal public consultation before any subsequent revisions and final adoption at full Council. The consultation process for each CAAMP will last at least 6 weeks and, post consultation, a further 3 months is being allowed for revisions which may need to be made to these documents having regard to the consultation process.

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| Tranche 1 | |
| Conservation Area General Guidance | The first tranche of CAAMPs is complete and was adopted at full Council on 22 April 2013 |
| Chatsworth Road | |
| Croham Manor Road | |
| The Waldrons | |
| Wellesley Road (North) | |
| Tranche 2a | |
| Central Croydon | These conservation areas are located within the boundary of the Old Town Masterplan. CAAMPs for these conservation areas are being produced alongside the Masterplanning work and will follow the same consultation and adoption programme. It is intended to go out for public consultation on the draft Masterplan and draft CAAMPs in November 2013. |
| Church Street | |
| Parish Church | |
| Tranche 2b | |
| East India Estate | These CAAMPs are the subject of this report. |
| Norbury Estate | |
| Norwood Grove | |
| St Bernards | |
| Upper Norwood Triangle | |
| Tranche 3 | |

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| Addington Village | It is intended to produce CAAMPs for the following conservation areas in the final year of the project: |
| Beulah Hill | |
| Bradmore Green | |
| Church Road | |
| Harold Road | |
| South Norwood | These existing CAAMPs will be reviewed and updated in the final year of the project if necessary |
| The Webb Estate and Upper Woodcote Village | |
| Kenley Aerodrome | |
| Conservation Area General Guidance | This document will be updated if potential improvements to it are identified through the production of the CAAMPs in the forthcoming years of the project. |

3.3 This revised programme incorporates minor changes to the original programme. The Upper Norwood Triangle was brought forward from tranche 3 in the original schedule to tranche 2 due to the significant level of threat to its special character and appearance from a high level of development coming forward in the area.

3.4 **Prioritisation of CAAMP production**

The conservation areas have been prioritised against the following criteria to determine the order in which the 21 CAAMPs are produced:

- The quality and quantity of existing guidance on each conservation area;
- The current condition of the conservation areas and the extent to which their special character has recently been eroded and is perceived to be at risk from future development;
- That the conservation areas taken to Cabinet in each annual tranche are from a variety of locations within the Borough but with clusters being taken forward if more efficient;
- Ongoing related strategic work to the conservation areas that is dependent on the detail provided in the CAAMPs;
- The level of local awareness about the conservation areas.

3.5 **Legal and Policy justification**

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (“the Act”) imposes a duty on Local Authorities to have special regard for the preservation or enhancement of conservation areas. Sections 66 and 73 of the Act require Local Authorities to have special regard to conservation areas when making planning decisions. This requirement is reinforced in the London Plan, the Croydon Local Plan – Strategic Policies and the Saved Policies of the Croydon Replacement Unitary Development Plan.

3.6 The CAAMPs will be adopted as Supplementary Planning Documents (SPDs) to give them weight as material planning considerations when determining planning applications. The Sustainability Appraisal for the Croydon Local Plan

– Strategic Policies forms the overarching Sustainability Appraisal for the CAAMPs, particularly in terms of Policy CS4. This is available on the planning policy pages of the Croydon Council website.

3.7 Content of documents

The Appraisal of the draft CAAMPs have chapters covering Context, Townscape Character, Streetscape Character, Architectural Character, Character Areas (if applicable) and Condition and Threats. The Management Plans of the draft CAAMPs has chapters covering Additional Considerations, Development Guidelines and Enhancement.

3.8 Context in relation to the Croydon Local Plan

The current CAAMPs work directly relates to the wider characterisation and place-based approach that is being developed as part of the Croydon Local Plan – Detailed Policies and Proposals.

4. CONSULTATION

4.1 The draft CAAMPs have been through a process of internal consultation within the Planning and Building Control division and the Planning & Environment Department through the LDF board. Additionally, the following early informal external engagement has been conducted on all the CAAMPs. The Mid Croydon and North Croydon Conservation Area Advisory Panels were asked to complete a questionnaire about conservation areas they represent. Where Resident Associations are in existence they were also sent the short questionnaire about the conservation areas in which the residents they represent reside.

4.2 The formal consultation process for the draft CAAMPs will adhere to the Council's adopted Statement of Community Involvement and also the statutory requirements as detailed in para.7 below. The formal consultation process will involve the following communication methods:

- Letters sent to every affected owner and occupier within each conservation area for which a draft CAAMP has been produced
- A drop-in event within a mile of each conservation area for which a draft CAAMP has been produced.
- Site notices at several locations within each conservation area for which a draft CAAMP has been produced.
- An advertisement in The Croydon Guardian
- An email to The Conservation Area Advisory Panels and Resident Associations (where they are in existence) for each area informing them of the opportunity to make representations on the document
- Notification on the Planning pages of the Croydon Council website

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

1 Revenue and Capital consequences of report recommendations

| | Current year | Medium Term Financial Strategy – 3 year forecast | | |
|---------------------------------------|--------------|--|---------|---------|
| | 2013/14 | 2014/2015 | 2015/16 | 2016/17 |
| | £'000 | £'000 | £'000 | £'000 |
| Revenue Budget available | | | | |
| Expenditure | 9 | | | |
| Income | | | | |
| Effect of decision from report | | | | |
| Expenditure | 9 | | | |
| Income | | | | |
| Remaining budget | | | | |
| Capital Budget available | 0 | 0 | 0 | 0 |
| Expenditure | 0 | 0 | 0 | 0 |
| Effect of decision from report | 0 | 0 | 0 | 0 |
| Expenditure | 0 | 0 | 0 | 0 |
| Remaining budget | 0 | 0 | 0 | 0 |

2 The effect of the decision

All the costs of preparing the documents, consultation and adoption, estimated at £9,000, are accommodated within the existing Spatial Planning budget for 2013/14. There are no identified funds for the CAAMP programme beyond this financial year.

3 Risks

There are no significant risks arising directly from this report.

4 Options

If the Conservation Area Appraisals and Management Plans are not adopted then the benefits outlined above will not be realized and the deterioration of the fabric and the erosion of the special character of conservation areas, a significant component of the borough's historic assets, are likely to continue.

5 Future savings/efficiencies

Officer time required to advice applicants is likely to be reduced due to the provision of better guidance.

Approved by: Tim Flood, Finance Manager

6. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER

- 6.1 The Council Solicitor comments that that there needs to be public participation before a local planning authority can adopt a supplementary planning document
- 6.2 The requirements for public participation are detailed in the Town and Country Planning (Local Planning) (England) Regulations 2012. These have only recently come into force and replace the Town and Country Planning (Local Development) (England) Regulations 2004 under which the process for formulating the draft SPG's was initiated. However by virtue of Regulation 38 of the 2012 Regulations anything done under the 2004 Regulation continues to have effect.
- 6.3 Under the Regulations 12 and 35 of the 2012 Regulations the Council needs to prepare a statement which along with the supplementary document needs to be made available to the public by making it available at its principal office and by publishing on its website.
- 6.4 Regulation 13 then provides for the making of Representations.

Approved by: Gabriel MacGregor, Head of Corporate Law on behalf of the Council Solicitor and Monitoring Officer.

7. HUMAN RESOURCES IMPACT

- 7.1 There are no Human Resources considerations arising from this report.

Approved by Adrian Prescod, HR Business Partner, for and on behalf of Interim Director of Workforce, Interim Chief Executive department.

8. EQUALITIES IMPACT

- 8.1 The Croydon Local Plan – Strategic Policies Equalities Impact Assessment applies to all the *Conservation Area Appraisals and Management Plans* that are proposed for consultation.

9. ENVIRONMENTAL IMPACT

- 9.1 *Conservation Area Appraisals and Management Plans* encourage the protection and enhancement of the special character of the built environment of conservation areas, sustainable construction and therefore approving the recommendations of the report is likely to have a positive environmental impact.

10. CRIME AND DISORDER REDUCTION IMPACT

- 10.1 This report has no direct impact on Crime and Disorder reduction.

11. OPTIONS CONSIDERED AND REJECTED

- 11.1 The other option would be to not produce any conservation area Supplementary Planning Documents, which as outlined above, is a statutory obligation. This would mean that there would be no Conservation Area Appraisal and Management Plans for the East India Estate, St Bernards, Norbury Estate and Norwood Grove Conservation Areas, which would lead to planning applications being determined on the basis of existing planning policy and guidance that is not considered to be sufficiently detailed or area-specific. This would be likely to result in a continuation in the deterioration of the fabric and the erosion of the special character of conservation areas, a significant component of the borough's historic assets, through poor quality development.

CONTACT OFFICER:

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APPENDICES: e-copy only (printed copies have been sent to Cabinet & Shadow Cabinet Members)

Appendix 1: East India Estate Conservation Area Appraisal and Management Plan (draft supplementary planning document)

Appendix 2: Norbury Estate Conservation Area Appraisal and Management Plan (draft supplementary planning document)

Appendix 3: Norwood Grove Conservation Area Appraisal and Management Plan (draft supplementary planning document)

Appendix 4: St Bernards Conservation Area Appraisal and Management Plan (draft supplementary planning document)

Appendix 5: Upper Norwood Triangle Conservation Area Appraisal and Management Plan (draft supplementary planning document)

BACKGROUND DOCUMENTS:

Understanding Place: Conservation Area Designation, Appraisal and Management, English Heritage (2011)

Croydon Local Plan, *Equality Impact Assessment*

Croydon Local Plan, *Sustainability Appraisal*

