

Supplementary Planning Guidance (SPG) Conservation & Archaeology

SPG 2 Conservation and Archaeology

1. INTRODUCTION

- 1.1 In assessing applications affecting historical heritage in the borough the Council will have particular regard to the following: adopted Haringey Unitary Development Plan (1998) Policies DES 2.2-2.6 (inclusive), DES 3.1-3.4 (inclusive), 3.6-3.10 (inclusive), Haringey UDP First Deposit Consultation (2003) Policies CSV1-5 (inclusive), any individual conservation area SPG's, and this supplementary guidance.
- 1.2. Supplementary guidance is provided below regarding the following:
- Background context
 - Review and designation of conservation areas
 - Preservation and enhancement of conservation areas
 - Details required for applications in conservation areas
 - Demotion, partial demotion and changes to the appearance of buildings in conservation areas
 - Alterations and extensions in conservation areas
 - Materials
 - Article 4 Directions
 - Protection of Historic Buildings
 - Uses of historic buildings
 - Works to historic buildings affecting their special interest
 - Details required for listed building consent applications
 - Repair of historic buildings
 - Character and setting of historic buildings
 - List of locally listed buildings - historic building not on the Statutory List
 - Sites of Archaeological Importance
 - Ancient Monuments
 - Industrial Heritage

2. BACKGROUND CONTEXT

- 2.1. Haringey's historic buildings are cherished local landmarks of high quality craftsmanship that have already stood the test of time. The Council will protect and enhance them for the enjoyment of all.

- 2.2. Haringey has 28 Conservation areas and over 350 Listed Buildings, all of which have been designated because of their special architectural or historic interest.
- 2.3. Many of Haringey's historic buildings and neighbourhoods are architecturally important, and many are unique or very good examples of a particular building style. As well as being attractive to look at, these buildings tell the story of how Haringey developed from a collection of rural villages and hamlets to the busy urban London borough it is today.
- 2.4. People living and working in Haringey come into contact with historic buildings every day, and for many people these buildings serve as landmarks. Their originality and their link to the past create a sense of place and stability that local people cherish.
- 2.5. When Haringey's historic buildings are taken care of, local people take pride in them and people want to learn about them. Historic buildings offer many opportunities for learning about architecture, history and traditional building methods, and archaeological sites are a rich source of information from which we can learn about the area's earliest settlements. Unique historical buildings can also provide a focus for regenerating a local area, and thus assist in improving the environment, the economy, and community life.

3. REVIEW AND DESIGNATION OF CONSERVATION AREAS

- 3.1. The Council will periodically review its conservation areas and boundaries and where appropriate, designate new conservation areas and extend existing conservation areas. This will be done in consultation with the Conservation area Advisory Committees and local amenity societies.
- 3.2. Local planning authorities have a duty to designate as conservation areas any areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. The Council will take into account the value attached to buildings and areas by local communities in determining whether an area has special architectural or historic character. In addition to visual quality, the activities and uses that are associated with particular buildings and conservation areas determines the character of areas of special architectural or historic interest. The boundaries of some conservation areas may include areas of marginal architectural quality where new developments should be carefully controlled.

4. PRESERVATION AND ENHANCEMENT OF CONSERVATION AREAS

- 4.1. The Council will seek to preserve and enhance the character and appearance of conservation areas and will promote proposals within, adjacent to, or affecting a conservation area that preserve or enhance the appearance, character or setting of the local area. The conservation Area Appraisals contain special guidance identifying the local distinctiveness of individual conservation areas, the types of buildings within them that are to be preserved and/or enhanced, and the weight to be given to the preservation or

enhancement of these characteristics and features as against other development needs. The Council will:

1. Protect from demolition buildings and structures which make a positive contribution to the character or appearance of the area and which define its identity.
2. Ensure that all new build developments, and improvements to existing buildings and structures, are of high aesthetic design standards, and that they respect and are sympathetic to the particular local character or appearance of the conservation area involved. New developments should have regard to the contribution to local character provided by (i) existing historic property plot sizes, (ii) traditional uses or mixes of uses, (iii) characteristic materials scaling of contemporary buildings and detailing, (iv) local views, (v) the extent to which traffic intrudes or reduces the enjoyment of an area by pedestrians, (vi) the intensity of development in the locality.
3. Protect trees that are of public amenity value and contribute to the character of the area.
4. Insist that changes of use respect and enhance the local historic as well as visual character of the conservation area.
5. Protect local views, landmarks and topographical features, either within or adjacent to the conservation area, particularly key vehicular or pedestrian approaches, having regard to the policies and local views identified in the local conservation area appraisal.
6. Enforce the carrying out of necessary repairs to unlisted or locally listed buildings in accordance with its powers.

(See also SPG1a: Design Guidance).

- 4.2. The Council is required to have special regard to the desirability of preserving or enhancing the character and appearance of conservation areas (areas designated for their special architectural or historic importance). Schemes should avoid harming the character and appearance of a conservation area, and where possible, positively enhance it by appropriate standards of design, layout and arrangement. Preservation of character and appearance can be achieved by simply avoiding harm, or by taking appropriate steps to reinforce local character. In some cases upgrading buildings, carrying out repairs, or constructing new buildings of quality can enhance the quality of an area.

A. Details Required for Applications in Conservation Areas

- A.1. Outline planning applications are not acceptable for development within Conservation areas or on sites abutting conservation areas. In considering applications on sites within, or abutting conservation areas, the Council will require the following details:
 1. Photographs of the development site showing its contribution to the character and appearance of the conservation area and relationship to adjacent buildings.
 2. Details of alterations to existing buildings.

3. Annotated drawings showing the proposed elevations in relation to all existing and adjacent buildings in sufficient detail to clearly show the new development in its setting.
 4. For sensitive sites developers should prepare impact studies showing the proposed development in the context of long views and features of local townscape interest.
- A.2. Proposals affecting conservation areas must be assessed with sufficient detail in order to ensure the protection and enhancement of the character of such areas. Information in the form of photographs showing the existing character and appearance of the street scene is most helpful to officers, Councillors, the public and consultees; it helps refresh memory and provides a contextual reference point for collective assessment of the scheme. Information on aspects such as landscaping, siting, design, bulk, massing and appearance will normally be required in order to assess proposed developments thoroughly. (See also SPG1a: Design Guidance). An application that fails to provide the necessary information may be treated as incomplete and not placed on the register until such information is forthcoming.

B. Demolition, Partial Demolition and Changes to the Appearance of Buildings in Conservation Areas

- B.1. Applications to demolish whole or substantial parts of buildings or for planning permission to change the appearance of, or remove parts of buildings or other structures in conservation areas will be considered in relation to the criteria below. Applications for demolition will not be agreed where the building or part of the building positively contributes to the overall character or appearance of the building, its setting, or the wider conservation area or setting.
1. Applications will be assessed in relation to the contribution to local character made by the building, its features, its materials, or its architectural integrity and quality, having regard to local historical information and any local character assessment. A building of no great architectural quality may still importantly contribute to local character through its contribution to local historic plot layout, traditional or historic use or mix of uses of the area, characteristic local materials, locally appropriate scaling and detailing, or contribution to local vistas and townscape character.
 2. Conservation area consent for full or substantial demolition will not be granted in advance of detailed acceptable proposals for the replacement development, for which full planning permission has been granted and consent will be conditioned, where appropriate, so as to tie demolition to implementation of a full scheme for development.

3. Proposals for substantial demolition behind the facade and reconstruction will require conservation area consent for demolition as well as planning permission. In considering such proposals, regard will be had to issues of structural stability, the economic feasibility of rebuilding the original building and the need to retain the architectural integrity and cellular plan form of traditional buildings.
 4. Enforcement action requiring re-instatement may be taken against unauthorised demolition, partial demolition or removal (or replacement) of architectural features. In respect of the criminal offence of unauthorised demolition, both owners and builders may be prosecuted.
- B.2. Conservation area consent is required for the complete or substantial demolition of an unlisted building in a conservation area. Planning permission is required for partial demolition or removal of features where the result would materially alter the external appearance of the building. In conservation areas, existing buildings usually reflect the historical and architectural importance of the area. In PPG15, there is a presumption in favour of the retention of buildings that positively contribute to the character of a conservation area.
- B.3. The contribution of an unlisted (or locally listed) building in a conservation area is assessed in this guidance broadly in relation to criteria proposed by PPG15. The minor architectural features referred to in this guidance may, where appropriate, include roof coverings, chimney stacks and pots, windows, doors, garden walls render, pointing, or other features.
- B.4. Demolition behind the facade may compromise the architectural value and character of a building or area and lead to issues of structural stability. The loss of all or part of a historic building cannot be fully satisfactorily remedied by reconstruction or re-instatement, and may be of permanent detriment to the character or appearance of an area. For this reason, the Council will make appropriate use of its powers to carry out enforcement action and criminal prosecution where unauthorised demolition and alterations take place.

C. Alterations and Extensions in Conservation Areas

- C.1. In addition to the guidance relating to additions and extensions in the design guide, the following guidance will apply to applications for alterations or extensions to buildings in conservation areas:
1. Extensions to buildings in conservation areas should preserve or enhance the character and appearance of the area. They should generally be confined to the rear or least important facades and should not upset the scale or proportions of the building, or adversely affect the character or setting of neighbouring

buildings. Some rear extensions, although not widely visible, so adversely affect the architectural integrity of the building to which they are attached that the character of the conservation area is prejudiced.

2. Roof extensions should be confined to the rear and should complement the appearance of the existing building, with telecommunications equipment, roof plant and ductwork being sensitively located and not adversely affecting the character or appearance of the conservation area.
3. Extensions and alterations should retain traditional characteristic walls, gardens and urban grain where these form part of a local pattern or add local visual character for neighbouring or adjoining occupiers, or where their retention protects historic character.

D. Materials

- D.1. New development, alterations or extensions to buildings in conservation areas will be expected to use traditional or other durable natural materials that preserve or enhance the character and appearance of the conservation area.
- D.2. The importance of choice of materials in sensitive areas is confirmed by Government policy in PPG 1.

(See also SPG 8b: Materials)

E. Article 4 Directions

- E.1. Where expedient and appropriate, the Council will make Article 4 Directions to control Permitted Development which would otherwise be detrimental to the character or appearance of specified buildings or areas of special significance, in particular, those in Conservation areas.
- E.2. Article 4 Directions are made, with the consent of the Secretary of State where required, under the Town and Country Planning General Permitted Development Order 1995 (as amended) to specified buildings or areas. In particular residential areas, unsympathetic replacement of windows, porches, cladding and incongruous extensions can severely damage the homogeneity of buildings or groups of buildings. The Council will consider homogenous areas of particular merit, conservation areas or unlisted buildings of exceptional group value for potential Article 4 Direction areas.
- E.3. Article 4 Direction areas have already been designated in Noel Park, Tower Gardens, and the Rookfield Estate, further details of which are in the UDP. The Council will make use of its enforcement powers to protect the character of these areas.

5. PROTECTION OF HISTORIC BUILDINGS

- 5.1. The Council will seek to protect the special interest of buildings of architectural or historic interest and in particular will:
- (i) When appropriate propose to the Department of Culture Media and Sport additions to the statutory List of Buildings of Special Architectural or Historic interest [Listed Buildings] and/or resolve to add the building to its List of Buildings of Local Interest [Local List].
 2. Protect Historic Buildings from demolition or substantial demolition. Historic Buildings will also be protected from alterations detrimental to their special interest, where the Council has powers to do this. Removal of architectural features from unlisted buildings will require planning permission where the result would materially affect the external appearance of the building. Such changes will not be permitted if prejudicial to the building's special interest, appearance or character, or the local distinctiveness of the area.
 - 3 Use its Legal powers to protect Listed Buildings and unlisted buildings:
(i) by taking enforcement action, where expedient, requiring reconstruction, and (ii) by criminal prosecution.
- 5.2. Historic Buildings are buildings of historic or architectural interest, some of which are listed on the statutory national list and others on the Borough's own local list. Buildings on the statutory list are referred to as listed buildings and buildings on the Borough's own Local List are referred to as Locally Listed Buildings. Strategic Guidance draws attention to the intrinsic architectural diversity and quality of London's Historic Buildings. The Government's policies for buildings of architectural and historic interest are set out in PPG 15, and include a presumption against the demolition of locally listed buildings and unlisted buildings that make a contribution to the character or appearance of a conservation area
- 5.3. Buildings will be added to the Council's local list as resources for survey work permit. Buildings and structures will be added for their architectural or historic interest, for the contribution to local townscape, for example, through their familiarity or role as landmarks. Locally Listed buildings are not protected from internal change, but they are normally fully protected from partial demolition and in conservation areas from total or substantial demolition.
- 5.4. Buildings on the Borough's local list will be subject to the same conservation guidance and objectives in so far as planning control can achieve this. Buildings may be protected in legislation from demolition if they are houses within a conservation area, or if the demolition forms part of a development scheme.

A. Uses of Historic Buildings

1. Change of use of a Listed Building or building on the local list, will be decided having regard to paragraphs 3.8 - 3.11 of PPG 15. The best use will very often be the use for which the building was originally designed, and the continuation or reinstatement of that use should certainly be the first option. The new or adapted use should minimise loss of character, fabric, interior or setting.
2. Loss of residential or other protected uses may be permitted if this is the only way to salvage a dilapidated building.
3. In determining applications for a change of use of historic buildings, the Council will seek to negotiate with the applicant before the change of use is granted in order to obtain a detailed scheme of refurbishment. Where appropriate, this scheme will be the subject of an agreement under section 106 of the 1990 Act.

A.1. PPG 15 says that "Judging the best use" for a listed building "is one of the most important and sensitive assessments that local planning authorities and other bodies involved in conservation can make". In principle the aim should be to identify the optimum viable use that is compatible with the fabric, interior and setting.

A.2. In order to facilitate the re-use of listed buildings, in accordance with Government advice, the Council will give weight to the architectural and historic value of buildings in considering uses which might not accord with other UDP policies but will look as favourably as possible on the opportunities of preservation and enhancement afforded by the proposed change of use.

B. Works to Historic Buildings Affecting their Special Interest

1. Wherever possible all existing fabric, detailing and the contemporary features of Historic Buildings should be preserved, repaired or if missing replaced. All works whether repairs or alterations must be carried out in a correct scholarly manner, under proper supervision by specialist labour where appropriate. Proposed works should not harm the structural stability of Historic Buildings.
2. Alterations or extensions to Historic Buildings and any works within the curtilage affecting their special interest will be permitted if they are shown to be necessary and in no way detrimental to the architectural or historical integrity and detailing of the exterior of the buildings, and to valuable interiors, or where they are they are in accord with the period style, detailing and material of the building. Original plan forms should be preserved and their integrity not compromised. Extensions will be permitted where they relate sensitively to the original building. Where an existing roof is of specific architectural or historic interest it should be preserved. Openings in the party wall

between a historic building and another building will not be permitted.

3. The Council will encourage private, voluntary or public owners of listed buildings to make the best use of under-used Historic Buildings, to include sensitive maintenance, repair and improvement.

B.1. Alterations to listed buildings should be confined to the minimum and should protect their special interest. Principles of repair and alteration to listed buildings are included in Annexe C to PPG 15, and interpreting this policy, the Council will pay regard to this guidance, and to English Heritage advice and policy.

B.2. Protecting and enhancing the special interest of internal features of the listed building and ensuring new works do not detract from the historical or architectural value of those features, or the building itself, can often be achieved through the imposition of appropriate conditions.

C. Details Required for Listed Building Consent Applications

C.1. Listed buildings applications should generally be accompanied by sufficient detail to show the effect of the alterations or extension.

C.2. The Council will require details of all proposed works including all repair works. All methods of repair should be shown with necessary replacement materials identified. Any fabric to be removed internally or externally should be clearly identified. In some cases the Council may insist on an analysis of the historic fabric or special interest of the building as part of the listed building application.

C.3. Plans and elevations should be provided to a scale no smaller than 1:50 of the existing building and any proposed alterations/extensions. Where specific internal features are affected by the proposals drawings to a scale of 1:20 or larger may be required.

C.4. Drawings and photographs should be provided showing the building within its setting, including proposed alterations and adjacent buildings.

D. Disrepair of Historic Buildings

1. Where a listed building has fallen into disrepair, the Council will use its powers where resources allow to encourage and enforce repairs including, where appropriate, use of a Repairs Notice followed by Compulsory Purchase, or an Urgent Works Notice, to renovate the building at the owners expense.
2. Where meeting public health or safety standards repairs or alterations should be carried out with least possible detriment to the character or fabric.

- D.1. The Council is committed to the preservation of buildings within the Borough which are of historic interest and will consider appropriate action where buildings have been deliberately allowed to fall into disrepair.

E. Character and Setting of Historic Buildings

- E.1. The Council will resist development proposals and works that adversely affect the special architectural and historic interest and setting of Historic Buildings.
- E.2. The Council wishes to protect the special interest and settings of Historic Buildings in the Borough from inappropriate development.

F. Locally listed buildings - Historic Buildings not on the Statutory List

- 1. The Council will keep under review and periodically add to the List of Buildings of Local Interest. In considering proposals for additions to the list the Council will take into account locally cherished buildings and views, as expressed for example by the Conservation Area Advisory Committees and other amenity societies.
 - 2. Schemes requiring the demolition of buildings of local interest will not normally be permitted, and in Conservation areas applications for the demolition of locally listed buildings will normally be refused, in accordance with the UDP policy. In the case of Locally Listed Buildings and in other appropriate cases, the Council may seek Article 4 Directions to remove permitted development rights to demolish.
 - 3. The Council will encourage the maintenance and restoration of buildings of local interest and seek to apply the standards for historic buildings above in so far as this is feasible. Development proposals affecting buildings on the Local List must not detract from the building's character or setting.
 - 4. The Council will use its powers to require repairs, including CPOs where appropriate, to protect locally listed buildings and unlisted buildings in Conservation areas.
- F.1. In the case of development proposals involving demolition of locally listed buildings outside Conservation areas, the Council will take into account the loss of heritage and environmental quality in assessing a planning permission for the replacement scheme. The Council will also use its powers to control the method of demolition, until a satisfactory replacement scheme is achieved. In appropriate cases, where the historic environment might otherwise be compromised, the Council will seek to use power under Article 4 of the General Permitted

Development Order 1995 to remove any permitted development right to demolish.

- F.2. Buildings of local interest in Haringey (locally listed buildings) often play a crucial role in anchoring local visual and historic identity. Locally listed buildings may also act as a significant focus encouraging urban vitality, environmental quality and regeneration. The Council attaches special importance to their protection.
- F.3. Buildings of local interest are protected from demolition if they are in Conservation areas. Residential buildings not within Conservation areas require permission for method of demolition before they can be demolished. This requirement includes works necessary to make good the site. The Council may also seek to suspend the permitted development rights to demolish locally listed buildings (or parts thereof) where this is necessary to protect the historic environment.

6. SITES OF ARCHAEOLOGICAL IMPORTANCE

- 6.1. The Council will promote the conservation, protection and enhancement of the archaeological heritage of the Borough and its interpretation and presentation to the public. In particular it will:
 - 1. Seek to ensure that the most important archaeological remains and their settings are permanently preserved.
 - 2. On other sites of archaeological significance, ensure that provision is made for archaeological investigation, excavation, and public dissemination (publication) before development begins. Such excavations are to be in accordance with a detailed scheme to be agreed in advance with the Council, who will in turn consult with the Greater London Archaeology Advisory Service, English Heritage, who act as the Council's advisors on archaeological matters.
 - 3. Encourage co-operation between landowners, developers and archaeological organisations in accordance with the Institute of Field Archaeologists' Code of Conduct and the Greater London Archaeology Advisory Service's Archaeological Guidance Papers.
 - 4. Within Areas of Archaeological Importance as shown on the Proposals Map, all planning applications involving groundwork must be accompanied by an archaeological desktop assessment of the potential archaeological value of the site. If such an assessment indicates that the site has archaeological value, the Council may require the applicants to commission a field evaluation in advance of the determination of that application from an archaeological body acceptable to the Council. Pre-determination evaluations may also be required in other cases where the Council has evidence that archaeological remains might be present.
 - 5. In appropriate cases the Council will request the developer to enter into a Section 106 agreement to ensure that an archaeological investigation and excavation is carried out by a suitable body, to the satisfaction of the Council. Such agreements should cover arrangements for access,

funding and facilities. The Council may also impose planning conditions to achieve satisfactory heritage safeguards.

- 6.2. The archaeological heritage of Haringey has considerable potential. It includes historic centres and ancient monuments, archaeological sites and find-spots and areas of geology and topography especially attractive for early settlement. The Council wishes to further public appreciation of the archaeological heritage and to encourage its effective management as an educational, recreational and tourist resource. It will therefore promote the conservation, protection and enhancement of archaeological sites and their interpretation and presentation to the public. The support of all interested parties is essential in that process.
- 6.3. The Council will encourage suitable design, land use and management to safeguard archaeological sites. The most important archaeological remains and their settings should be permanently preserved (if necessary for public access and display). The Council will also seek to ensure that any sites and areas of particular regional or national archaeological importance are afforded appropriate statutory protection.
- 6.4. There are currently no Scheduled Ancient Monuments in Haringey and hence no Scheduled archaeological remains. Clause 1 of the above policy would apply to remains which would fulfil the criteria for Scheduling under The Ancient Monuments and Archaeological Areas Act 1979, even if they have not as yet been Scheduled. Clause 2 would apply to unscheduled remains not sufficiently important to fulfil the Ancient Monuments and Archaeological Areas Act criteria, but which are nevertheless of local importance.

7. ANCIENT MONUMENTS

- 7.1. The Council will press for designation of appropriate sites as Scheduled Ancient Monuments and no development will be allowed to designated monuments if the monuments or their settings are adversely affected.
- 7.2. No ancient monuments have so far been designated in Haringey.

8. INDUSTRIAL HERITAGE

- 8.1. The Council will promote the evaluation, conservation and interpretation of the Borough's industrial heritage.
 1. The Council will liaise with the Greater London Industrial Archaeological Society (GLIAS) to maintain and develop a schedule of sites of industrial heritage significance to which this guidance applies. The schedule will include the sites listed in the UDP.
 2. The criteria for considering potential additions to the schedule will include importance of local industrial heritage, contribution to visual or historic industrial character, and industrial architectural or industrial archaeological value.

3. Development proposals affecting industrial heritage sites will be expected to:
 - Ensure and enable an evaluation of the industrial heritage value of the site is carried out prior to any development, in particular prior to construction or demolition.
 - Re-use where possible any existing buildings contributing to industrial heritage.
 - Preserve part or all of any industrial remains of heritage interest within new development schemes, with provision of interpretative facilities where possible.
 - Provide adequate interpretative facilities, such as a panel, within the new development.

4. Structures of industrial architectural or historic interest should be considered for addition to the schedules of ancient monuments, listed buildings or buildings on the local list as appropriate.

This SPG has been consulted on as part of the Haringey UDP first Deposit Consultation. As such, it is a material consideration in determining planning applications.