



ENGLISH HERITAGE

ENFIELD DEVELOPMENT MANAGEMENT LOCAL PLAN EXAMINATION

STATEMENT BY ENGLISH HERITAGE

MATTER 4: Design and Heritage

**References: Policy DMD 43 Tall Buildings
Policy DMD 44 Heritage and built environment**

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Introduction

1. English Heritage is consulted on Local Development Plans under the provisions of the Town and Country Planning (Local Planning) (England) Regulations 2012 and provides advice to ensure that legislation and national policy in the National Planning Policy Framework are reflected in local planning policy and practice.
2. English Heritage has a further role in providing advice to local planning authorities on certain categories of applications affecting the historic environment. English Heritage also advises both the Secretaries of State on planning and listed building consent applications and appeals on matters affecting the historic environment.
3. The tests of soundness require that Local Development Plans should be positively prepared, justified, effective and consistent with national policy. English Heritage's representations in relation to the Pre-submission Local Plan are made in the context of the requirements of the National Planning Policy Framework (NPPF) in relation to the historic environment as a component of sustainable development.

Tall Buildings

4. This statement addresses the Inspector's questions with regard to Matter 4 and focuses particularly on policy DM 43 relating to Tall Buildings.
5. English Heritage's interest and remit in relation to tall buildings is set out in the joint guidance prepared by English Heritage and CABE (2007). Tall buildings have the potential to affect the significance of individual heritage assets (conservation areas, listed buildings, historic parks and gardens, scheduled monuments) through impacts on their settings. They may change the contextual appreciation of assets by introducing, for instance, a new point of focus, changing the urban realm and sense of place. English Heritage recognises that tall buildings have a role to play in delivering growth, and is keen to see policies in local plans that assist in guiding such development in a manner sensitive to the character of the local area concerned.
6. English Heritage therefore encourages Local Planning Authorities in London to spatially map out areas which are inappropriate or sensitive (for instance due to the presence of heritage assets) and areas which may be appropriate, subject to further masterplanning. This provides

comprehensive coverage at a borough-wide level, and greater certainty for those proposing development. Identifying these areas should be based on an evaluation of the characteristics of the borough, including its historic environment.

7. While the English Heritage/CABE Guidance was published in 2007, we consider that it remains appropriate. The need for local plan policies to be based on an understanding and evaluation of an area's defining characteristics, and for planning policies and decisions to integrate new development into the natural, built and historic environment is set out in national policy (paras 58 and 61, NPPF). More broadly, the National Planning Policy Framework (NPPF, Mar 2012) and the supporting National Planning Policy Guidance (NPPG, Mar 2014) make explicit the role of the historic environment in achieving sustainable development (para 7, NPPF).

Inspector's Questions

8. We set out below our responses to the Inspector's questions in light of our role in relation to the historic environment.

Inspector's Question 4. Is Policy DMD 43 consistent with Policy 30 of the Core Strategy which states that areas appropriate, inappropriate and sensitive to tall buildings will be mapped? Even if precise boundaries cannot be mapped, why could not broad areas be identified?

- 8.1 English Heritage has had constructive dialogue with the council's planning officers in the context of the Core Strategy, and more recently. We welcome the further work that has been undertaken since the adoption of the Core Strategy in the document 'Enfield Characterisation Study' (Feb 2011). Policy 30 states that areas appropriate, inappropriate and sensitive to tall buildings will be identified and mapped in the Development Management DPD. We would like to see the characterisation work taken a stage further to give a greater 'steer' to where tall buildings may be appropriate, or where areas are 'sensitive' / 'inappropriate'. This could be done either by defining one or more broad location(s) based on current information in the characterisation study (if considered adequate), or by undertaking further urban design work. Policy DMD 43 criteria could still be applied.
- 8.2 English Heritage notes that other London Boroughs have undertaken broad mapping exercises in response to the requirement in policy 7.7 of the London Plan. While we note the difficulties referred to in the Council's 'Tall Buildings report on Location of Tall Buildings and Views' (paras 5.5/5.7, p6) some outer London Boroughs have addressed this issue.
- 8.3 We conclude that policy DMD 43 as it stands is not fully consistent with Core Strategy Policy 30 which refers to mapping of areas. In the interests of clarity, and to ensure that the policy is most effective, we consider that the definition of broad area(s) as appropriate/inappropriate/sensitive to tall

buildings (subject to the specified criteria in DMD 43) would assist in providing the certainty sought in para 154 of the NPPF. Notwithstanding this, we regard policy DMD 43 as a helpful approach which does provide protection to the historic environment. While not in our view best practice, in that it lacks a spatial approach, the policy is supported by English Heritage.

Inspector's Question 5. In the absence of more local information, does the policy add anything to the London Plan and Mayor's SPG or CABE/English Heritage Guidance on Tall Buildings? Does the policy give developers, local communities and others sufficient information to be justified and effective?

8.4 English Heritage considers that the policy is justified and we support the inclusion of policy DMD 43 in the plan. The policy demonstrates local commitment to ensuring a sensitive approach to the delivery of tall buildings. We note, and welcome, the protection given to heritage assets in part 1 b, and the incorporation of aspects identified in the characterisation work in part 2 of the policy.

8.5 The identification of broad areas would, in our view, provide the extra level of detail that would assist in focusing tall building development, and make the policy more effective and strategic. Ideally, a strategic approach would have been incorporated as part of the Core Strategy policy, but in this instance it has been delegated to the Development Management Document. In the absence of specific local information relating to tall buildings English Heritage considers that policy DMD 43 remains helpful to users of the plan and we would request that the policy is retained. Further detail could be added to the supporting text, identifying the further urban design work to be done and, potentially, the priority areas that this will apply to. These might be the areas under particular development pressure; however, this should also be based on a borough-wide perspective.

Heritage and Built Environment policy

Inspector's Question 6. Focused change No 11 to Policy DMD 44 proposes "preserves the assets in a manner appropriate to its significance" whereas English Heritage proposed the word "conserves". Is this significant?

8.6 English Heritage has proposed this change to reflect the terminology in the NPPF. The conservation of heritage assets in a manner appropriate to their significance is a core planning principle (para 17, NPPF). National policy takes forward the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 in a positive and proactive way; 'conservation' is defined in the glossary of the NPPF as 'the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance'. The recently published National Planning Practice Guide expands on this at ID 18a-

003-20140306. 'Conserve' is thus more appropriate to a Local Plan policy than 'preserve' – the latter requires that an asset is kept from harm, and thus may be understood as a more passive term.

Inspector's Question 7. Should the plan differentiate between the various types of heritage asset (eg. conservation areas, listed buildings, registered parks and gardens, locally listed buildings and archaeology), to ensure that development proposals take account of the proper management frameworks?

8.7 English Heritage considers that the most effective Development Management Policies are specific to the assets concerned. In particular, in view of the requirement of para 126 of the NPPF that local plans should set out a positive strategy for the historic environment, we would look for policies to address any significant issues that have been identified through the evidence base, such as conservation area appraisals and management plans or annual monitoring reports. In some cases, this may involve referring to the preparation of an SPD for a particular heritage asset.

8.8 Notwithstanding the above comments, we support policy DND 44 as a local expression of commitment to the historic environment.