

**BRENTHAM GARDEN ESTATE
CONSERVATION AREA
Management Plan**

MARCH 2008

BRENTHAM GARDEN ESTATE CONSERVATION AREA MANAGEMENT PLAN

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1. Introduction

This plan sets out the local authority's approach to managing the future of the Brentham Garden Estate CA. It is based on an appraisal of the character of the CA, the statutory planning policies affecting the area, the role of other local authority services in the area, and the requirements and aspirations of local people – both residents and businesses.

It is very much a partnership document, 'owned' by all parties involved in producing it. This partnership approach means that the plan will be respected, and will be guided by the conduct of each partner.

2. Policy

This Management Plan indicates how the policies in the Local Development Framework (LDF), along with other matters, will figure in the on-going management of the Brentham Garden Estate CA. It is not a planning policy document itself however, and it does not form part of the Local Development Framework (LDF).

Ealing's Local Development Framework comprises a series of documents. The following documents have a bearing on the Conservation Management Plan:

- The 'unitary development plan' (UDP), also known as the Plan for the Environment, contains the statutory policies for development in the CA and elsewhere in the borough. Volume one of the UDP has policies for all types of development. There is a specific policy on conservation in Chapter Four on Design (policy 4.8). Volume two of the UDP shows sites and areas across the borough. Brentham Garden Estate CA is indicated in Table 10.12 and Map 8 in Volume Two. The UDP also has a "Proposals Map" which specifies the definitive boundary of the Brentham Garden Estate CA. It should also be noted that the UDP comprises the development plan for the borough along with the Mayor of London's London Plan. For most purposes, the London Plan policies are reflected in the UDP, and there are cross-references to them in the UDP.

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- The series of supplementary planning guidance and supplementary planning documents provide more detailed guidance on how the statutory policies should be applied. These cover topics, sites and areas.
- The Local Development Scheme sets out the programme of work on future planning policy. This includes reference to a Supplementary Planning Document on Conservation, which was subject to formal consultation in the Autumn of 2007, together with the Council's preferred options for the planning of the borough. The Council is currently considering the results of this consultation.
- The Statement of Community Involvement sets out the Council's commitments to community involvement in all aspects of town planning, including matters pertaining to the Brentham Garden Estate CA.
- There are also other documents providing background information and monitoring data in the LDF. All published information on the Local Development Framework is on the Council's web site at www.ealing.gov.uk/planpol

3. Conservation Area designation

The Brentham Garden Estate CA is one of 29 (twenty-nine) of L.B. Ealing's CAs (CAs) and it is managed, like the others, by the legal regulations of the *Planning (Listed Buildings and Conservation Areas) Act, 1990*. The Council operates its responsibilities under the Act to "preserve and enhance" the character of the CA. The Council will also undertake regular reviews of the area to monitor the quality of development and the effectiveness of its policies and guidance.

3.1. Character appraisals

The Council has completed a Character Appraisal for the Brentham Garden Estate CA, of which this Management Plan is a further part. The appraisal has been produced to describe and evaluate the special architectural and historic interest of the CA. The statement of character will provide a basis from which to evolve not only the making of development control decisions, but also for the informed framing of design guidance. The appraisal is the basis for the direction of this Management Plan, identifying the elements of special interest of the Brentham Garden Estate CA that require attention or improvement. The appraisal also provides a valuable resource upon which to defend Appeals against refusal of planning permission.

3.2. Archives and the importance of the past

The CA contains a good deal of historic fabric and evidence of this has been included in the Appraisal to demonstrate the evolution of the area over the past 100 years or so.

The Appraisal deals especially with the period from the end of the 19th century to the present day. It describes how the Brentham Garden Estate was built from 1901 onwards, as the first example of a co-partnership scheme, where the tenants held shares in a company which owned all of the land and buildings. The involvement of Parker and Unwin, early exponents of the concept of the 'Garden City', provided a layout for the new estate. This resulted in the gently curved roads, the carefully planned but informal 'vistas', and the creation of gardens, allotments and open green spaces which still characterise the CA. Of special note are the cottage-style buildings in the Arts and Crafts tradition, with a wealth of attractive details. Historical material provided by The Brentham Society and The Ealing Local History Centre, has been included in the Appraisal to provide a sense of

historical depth and to illustrate the development of the Brentham Garden Estate. Elements of this past may still be felt and understood, thus posing questions about the protection and enhancement of the CA.

4. Development control

As a result of the demand for development, the character of the CA is under constant threat posed by applications for unsympathetic or badly designed extensions, and from poorly executed additions and alterations. The situation therefore highlights the role of development control in managing the future changes to the CA. To assist development control, a Policy and Design Guide, first published in 1985 and amended in 1988, has been produced by the Council.

4.1. Principles for development control

The Brentham Garden Estate and its immediate surroundings are under strong development pressure. Sensitive and responsive management is required in order to cope with this pressure and the following principles will be adopted to guide the Council in its control of development:

- 1) The Council will apply the principles, guidance and regulations outlined in the *Planning (Listed Buildings and Conservation Areas) Act 1990* and the broader guidance of *Planning Policy Guidance Note 15 (PPG15)* and any subsequent revisions or additions.
- 2) The Council will apply the policies outlined in its *Plan for the Environment, the Unitary Development Plan (UDP)* as adopted in October 2004, until such time as these policies are replaced by policies in the emerging *Local Development Framework*.
- 3) The Council will require all planning applications to be supported by a Design and Access Statement and PPG 15 Justification Statement where appropriate. The Design and Access Statement should be a brief but thorough guide to the reasons for the development and how the design fulfils, together with a statement concerning any access issues that may exist. Officers of the Council can provide assistance to applicants with more information and with examples on file of successful Design and Access Statement or PPG 15 statements.

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- 4) A major requirement for any development proposal in a CA is quality covering the design, materials, workmanship and execution. This is covered in some detail in the Policy and Design Guidance of 1988.
- 5) The drawings through which proposals are submitted should clearly and competently demonstrate the intentions of the development, preferably being accompanied by photographs and anything else that can demonstrate the project's aims.
- 6) The Council will make use of technically experienced and qualified Officers in guiding the assessment and determination of all applications received.
- 7) Applications for work in CAs must be accompanied by clear indications of the materials to be used in producing the external finish and architectural details of the proposed buildings. Actual samples of the materials should be submitted as part of the preparations of the scheme and/or in the course of beginning on-site building operations.
- 8) Where possible, the Council recommends pre-application consultation. Planning Services and applicants may thus work jointly to produce schemes that are successful and high in quality. Experience has demonstrated that advance work of this sort is the most effective and efficient way of preparing applications.

5. Preservation and enhancement

5.1. *Understanding the asset*

The Character Appraisal of which this Management Plan forms a part is central to understanding the Brentham Garden Estate CA and its future needs. As a result of the appraisal process, the aspects of the area that are under the most threat have been identified. The threats include the following:

Spatial:

- A number of later developments which do not accord with the rest of Brentham e.g. flats in Pitshanger Lane;
- Development on the edges of the CA can have a detrimental effect on views out of the CA e.g. over-sized loft extension in Meadvale Road, on the CA boundary;
- Busy traffic along Pitshanger Lane, Brunner Road and Brunswick Road, including lorries (despite a lorry ban);
- Original cast iron street lights are incrementally being replaced with modern lighting of no merit;
- Loss of street trees (limes, silver birch and planes) and their replacement with inappropriate species;
- Loss of hedges (traditionally privet, hawthorn, yew or hornbeam) and use of non-traditional details such as tall (1.5 metres plus) close-boarded fencing;
- Some neglected allotments;
- Blocks of neglected 1950s or later garages on former allotment sites;
- Loss of views between buildings due to two storey extensions;
- Loss of front gardens to car parking;
- Pressure for new garages;
- Use of inappropriate modern materials for front gates, pathways and driveways;
- Gating of the formerly open alleyways.

Buildings:

- Painting of brickwork, including important architectural details;
- Concrete roof tiles e.g. Neville Road;
- Use of artificial slate e.g. Woodfield Crescent;
- Roof repairs carried out using non-matching materials;

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- Loss of finials and other details such as moulded ridge tiles when roof repairs undertaken;
- Roof vents and dominant rooflights on visible roof slopes;
- Poorly detailed new dormers;
- Pressure for large side or back extensions;
- Flat roofed extension at the back of the former offices in Fowlers Walk;
- The occasional use of uPVC or aluminium windows;
- Poorly detailed (including double glazing) new timber windows which do not exactly match the original;
- Modern alterations including plastic rainwater goods, boiler flues and plastic soil vent pipes;
- Visible satellite dishes, presumably unauthorised.

5.2. Maintaining quality

The Council's attention to quality in Brentham Garden Estate CA will be maintained through its contribution to the following elements of development and alteration.

1) Quality of applications

In line with PPG15 the Council will not accept outline applications for proposals in CAs. Full applications will be required to be supported by properly drafted, accurate, scale drawings with plans, sections and elevations. In many cases for large schemes the Council will also expect analytical drawings, showing proposals in context, either through streetscape sections or three-dimensional images.

2) Quality of materials

The Council will, where possible, require that materials proposed be submitted as part of an application and not as a Condition.

3) Details

Where appropriate to aid in the assessment of an application, the Council may require the submission of large-scale construction detail drawings. This enables officers to check the quality of what is proposed and ensure that on site design is not left to the builder.

4) Experienced persons

The Council will always advise that applicants appoint both consultants and builders who have experience in historic building work.

5) Windows and doors

The Council has a well-founded preference for traditional, renewable materials and will therefore exercise its powers to advise and to insist, in cases where appropriate, against the use of architectural elements and fenestration details in PVC-U or other manufactured substitutes.

Plastic window frames and doors are not felt to be able to replicate the quality and appearance of original timber windows in CAs. Materials such as PVC-U are non-renewable and contribute to pollution. When used elsewhere on buildings, such as porches, bargeboards and conservatories it can have a negative effect upon visual appearance that should not be permitted in CAs.

Generally, the Council believes that it is the attention to detail and the specific concern about quality at all levels that will help to preserve or enhance the character and appearance of the Brentham Garden Estate CA.

5.3. *Preserve or enhance*

As outlined in Planning Policy Guidance Note 15 (PPG15) proposals for work within the historic environment and, in particular, within CAs must, as a minimum, preserve the character of the CA. The Council supports this standard as a basic requirement but will always encourage applicants and their agents to develop schemes that will actively enhance the character of the CA. In meeting these fundamental requirements the Council will require that proposals are demonstrably a faithful replication of the local historical precedent or a high quality contemporary building as described above.

5.4. *Elements at risk*

As previously described, the quality of any CA can be damaged to a significant degree by the loss of historic details whether 20th century in origin or earlier, and the nature of this threat has led to the CA designation of the Brentham Garden Estate CA and other parts of the Borough. The Council regards it as important to preserve certain details for the sake of the contribution they make to local architectural character, so an Article 4 Direction was served in the Brentham Garden Estate CA in 1976

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and an Article 4 (2) in 2007. This meant that for unlisted family houses, a number of alterations or extensions which would normally be considered 'permitted development' require planning permission. The Directions covers front, side and back elevations. This is detailed further in section 5.7.

The protection of the following elements of the historic environment in Brentham Garden Estate CA will be of high priority. These should be read in conjunction with the Brentham *Policy and Design Guide* 1988 which provides more detailed information. This document is now somewhat out of date and The Brentham Society and the Council have been working together to provide a more detailed, relevant Policy and Design Guide. The completion of this project is subject to resources being made available by the Council. Some of the information below is of general relevance to CAs in the whole Borough and may not be directly applicable to the Brentham Garden Estate CA:

1) Alterations and extensions to roofs and their covering materials

The roofscape is an important element of the character of the CA. Any works whether for new buildings, extensions, alterations or the replacement of existing roof coverings, require planning permission to ensure that special care and attention is paid to the scale, the massing, the design and the materials employed.

- **Dormer windows**

Original dormer windows are found on some of the houses in the Brentham Garden Estate CA and new dormers may be allowed subject to stringent controls. Because the historic dormers in the CA differ in their details, each application will be considered on its merits. Generally dormer windows may be acceptable on the rear roof slopes but will be resisted on the front or on the side. They should not dominate the roof slope. The recent trend for loft conversions has led to many new dormers being applied for, some of which have been approved but have been poorly implemented.

Generally, dormer windows should copy existing historic examples in the CA. A roof shape in keeping with the original profile is preferred. As appropriate, dormer windows can be finished with moulded eaves, cornices and timber fascias. Where possible the window(s) of the dormer should align with the windows of the main house.

- **Roof extensions**

Roof extensions should be built within the existing roof slope: they should not be wrapped around two roof slopes, exceed the height of the ridge, or form a continuation of the wall below. Changing a hipped roof to a gable will not be allowed.

The ridge of the roof should not be raised to accommodate greater headroom: this will change the proportion of the house and may spoil the character and uniformity of the street scene.

- **Rooflights**

Modestly sized rooflights may be acceptable on the rear roof slopes and on occasion on the sides. Any roof light should be “conservation roof light” which lie flush with the top face of the roof.

- **Tiles**

Clay tiles or natural slates should match the original in type, material and colour. Interlocking concrete tiles are not appropriate. Existing original features, such as finials or ridge tiles, should be reused or replaced to match.

- **Chimneys**

Chimneys are a particularly important element of the character of the Borough’s Conservation Areas and particularly so in the Brentham Garden Estate CA. The Council has a clear preference for the retention of existing chimneys where they contribute positively to local character, and for ensuring that new proposals that include chimneys are high in quality of design, materials and execution.

2) Window frames and doors

In the Brentham Garden Estate CA, the retention of existing historic windows and doors will be encouraged and applications for their replacement using non-traditional details or materials generally refused

3) Brickwork and roughcast

The management of brickwork, roughcast render and the pointing of walls is a critical issue in preserving detail in Brentham Garden Estate CA . Repairs should be carried using matching traditional materials, and the use of hard cement mortar for pointing or rendering should be avoided. Generally, traditional finishes, based on lime putty, are to be recommended. Repointing in particular

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should be carried out with lime mortar, with a flush joint tamped back slightly from the front face of the brickwork, or alternatively, should match existing original pointing elsewhere on the building. Existing details, such as brick arches or string courses, should be left unpainted if that was their original finish.

4) Front and back gardens

Due to their impact on the visual amenity of the Brentham Garden Estate CA, front and back gardens are regarded as important for the preservation of the CA. The Council will ensure that the removal of existing hedges will be resisted, and applications for inappropriate fences or walls will be refused.

Throughout the Estate, there is some pressure for off-street parking, despite on-street parking being uncontrolled and spaces being generally available. However, within the CA there is a general presumption that front gardens and boundary hedges will be retained, because they make such an important contribution to the character and appearance of the CA. Where the Council is minded to approve an application for a new vehicular hardstanding in a front garden, the Council will require that only the best quality traditional materials are used, such as clay brick paviors or natural stone. The Council will also seek to ensure that where car parking is allowed in a front garden, only the smallest amount of hard paving is used (not more than 50%), to prevent water runoff and to preserve the rural 'green' character of the CA. This is also consistent with Table 5H of the UDP, which discourages the creation of hardstandings. Parking in back gardens, where back lanes allow access, will also be very carefully controlled.

The removal of mature trees, unless dead, should not be permitted in order to create vehicular hardstandings.

5) Open spaces

There are several open spaces in the CA, the largest of which, the playing fields etc of the Brentham Club, are privately owned. The only 'public' open space is Vivian Green, a small green in Meadvale Road which has recently been improved and replanted. This requires only regular maintenance, carried out by The Brentham Society. The privately owned former (and current) allotments in various locations around the Estate are extremely important and the Council will encourage private owners to look after these spaces, retaining existing hedges and trees and original chestnut paling boundaries.

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The Council will discourage permanent landscaping and large elaborate summerhouses and any other development that would damage the simple, open and unstructured character of the back lands.

6) Extensions

There is pressure for back and side extensions in the CA which are covered in some detail in the Policy and Design Guidance. Generally, the Council will refuse applications which seek to add over-large extensions to the back or sides of the existing buildings, although more modest, well designed extensions may be acceptable in certain circumstances.

7) Outbuildings and garages

There is also pressure in the CA for new garages or outbuildings, sometimes in the back gardens where access can be allowed by existing back lanes. Any such buildings should be small-scale and sited discretely, taking care not to locate them too near trees. Garages should be single car sized, with a pitched roof covered in clay tiles. There are existing garages on the Estate which retain their early 20th century doors and these details could be copied. Other outbuildings, such as sheds, should be constructed in appropriate traditional materials with a pitched roof. Very small sheds could have a flat roof if the building is located in a concealed position.

The plan form of the Brentham Garden Estate CA with its groups of houses, hidden green spaces, and attractive front and back gardens, is considered to be one of the outstanding characteristics of the CA and all aspects of this layout will be protected when applications for new buildings are submitted.

All forms of over-development will be resisted, and existing open spaces and gardens will be maintained and their improvement will be sought. The future of potential sites, albeit very few, in the Brentham Garden Estate CA will be given the most careful consideration in determining planning applications.

8) Shop fronts and signage

The Brentham Garden Estate CA does not any include retail uses.

9) Traffic

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Problems of occasional busy traffic in the CA have been noted but generally the CA is relatively quiet. Residents have expressed concern that the lorry ban which covers Pitshanger Lane, Brunner Road and Brunswick Road is not being enforced, a matter which needs to be taken up with the Highways Authorities.

10) Satellite Dishes and Telecommunication Installations.

Satellite dishes are a common problem in many CAs. They disfigure the fronts of historic buildings and also cause a loss of historic character when fixed in inappropriate locations. In the Brentham Garden Estate CA satellite dishes are regarded by the Council as not being in character, and therefore will only be acceptable when they cannot be easily seen from the streets or other public parts of the area. The Council will take enforcement action if satellite dishes are erected in visible locations without planning permission.

Telecommunication installations could also potentially harm the historic character of the Brentham Garden Estate CA.

10) Public Realm

The character appraisal for the CA has identified that there are a number of improvements that could be made to improve the quality and coherent appearance of the public realm:

- Preserve the examples of existing historic street lighting, and if these are removed as part of the Borough-wide initiative, retain some for use on backland sites and on Vivian Green;
- Improve the pavements, removing patched and damaged surfaces, using large concrete slabs or tarmac to match the existing surfaces, and avoiding the use of fussy treatments and modern materials such as concrete paviors;
- Retain the existing historic street name plates which are an important part of the CA;
- Remove out of date street signs in agreement with the Highways Authority and reduce other street clutter.

11) Trees

The Brentham Garden Estate CA is notable for its street trees, garden trees, and trees on private allotments and around the Brentham Club and the river Brent. These must be retained and improved by careful pruning etc as appropriate. A Tree Management Plan, perhaps drawn

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up in partnership with The Brentham Society, would be helpful to guide future work. Special attention should be given to the use of appropriate species when planting street trees.

5.5. Monitoring and Review

The Council will review its CA Appraisals as part of a five-year programme of regular review and monitoring in compliance with policy reflecting the obligations imposed by the Planning (Listed Buildings and CAs) Act 1990.

5.6. Conservation Strategy and Practice

Ealing Council is in the process of reviewing its 29 designated CAs, some of which (including the Brentham Garden Estate CA) have in place Article 4 Directions (A4D) where these are appropriate. A4D means that some of the usual Permitted Development Rights of individual property owners (under the General Permitted Development Order, 1995) are withdrawn. Therefore, further significant changes or developments that would affect the special character of a certain CA would require planning permission.

To maintain all aspects of the “special character and appearance” of the 29 CAs, the Council will need to retain technical advisors specialising in the preservation and conservation of historic buildings, landscapes etc. A regular five-year cycle of study and review will need to be maintained to assess and monitor the CAs with the aim of the preservation of the areas in the long term. Overall, the Brentham Garden Estate CA must be protected: firstly for its residents but also for the many non-residents who pass through the area.

5.7. Article 4 Direction

The CA appraisal of the Brentham Garden Estate CA has demonstrated how important it is to preserve and enhance the various details on the existing historic buildings. These include items such as windows, doors, and roof materials. The protection of the garden space in front of the houses is equally important.

To enable these details to be controlled, an Article 4 Direction was served in 1976 which covered minor changes including new windows, doors and a change of roof materials, to both the front and backs of the family houses in the CA. A further Article 4(2) Direction was served in 2007, tightening up controls and clarifying

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which aspects of new development require planning permission. It particularly brought under planning control the following:

- The erection, alteration or removal of a chimney;
- The partial or total demolition of a gate, fence, wall or other means of enclosure in front of a house;
- The provision of a hard surface in front of a house.

The Article 4 Directions have been very successful in preventing unsympathetic change in the CA but it would be helpful if the Council produced guidance for residents, explaining the aims of the Direction and providing detailed information about its effects. This could be undertaken with the updated Policy and Design Guidance mentioned previously.

6. Consultation

The success of the Brentham Garden Estate CA Appraisal and Management Plan relies on the knowledge and commitment of residents and other key stakeholders. Both documents have been produced in partnership with members of the Ealing Civic Society and other interest groups across the wider Borough of Ealing community, who have provided the authors of this work with the expert views and knowledge to help to positively shape the future of the CA. Wider views will be sought for both the Appraisal and Management Plan, during the next five-year period of review.