

Review of Existing Conservation Areas and their boundaries and the designation of new and extended Conservation Areas

Proposed Extension to Brockwell Park Conservation Area (CA No. 39)

(Herne Hill, St Martins & Thurlow Park Wards)

Report by the Director of Environmental Services

Consulted Formally; CEO & Bor Sol.

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PURPOSE

To designate extensions to the Brockwell Park Conservation Area (CA No. 39)

RECOMMENDATIONS

(1) That the Committee approves the designation of the extensions to the Brockwell Park Conservation Area (^X39), under section 69 of the Planning (Listed Building & Conservation Areas) Act 1990 as shown on Plan No. DES/PP/425

(2) That the Committee approves the detailed boundary of the extended area as shown on Plan No. DES/PP/425

For decision

1. Context

1.1 The function of the planning system is to regulate development and use of land in the public interest. The best of the Borough's built and landscaped environment can be valued and protected as part of this regulation through the designation of new conservation areas or the extension of existing ones. The enduring quality of these areas adds to the quality of life of the residents by protecting and enhancing the local scene and sustaining the sense of local distinctiveness and civic pride.

1.2 Existing Conservation Areas and their boundaries are currently being reviewed by the Council, in accordance with guidance contained within Planning Policy Guidance (PPG15) (sec. 4.3), issued by the Department of National Heritage and the Department of the Environment in September 1994, and Conservation Area Practice issued by English Heritage in October 1995. The importance of preserving and enhancing the character and appearance of areas of historic or architectural interest and setting high standards of design for new development in and around these areas is also a key policy contained within the Deposit Draft Unitary Development Plan. Policy CI states that the Council will consider whether Conservation Areas should be extended or new ones designated in areas of special architectural or historic interest, the character of which is desirable to preserve or enhance.

1.3 A strategy for the review of existing conservation areas and the designation of new conservation areas was approved by the Environmental Services Committee on the 21st July 1997 (Ref: ES 55/97-98). That report set out a methodology of the review based upon six main elements which included the inclusion of buildings of historic interest which were not recognised at the time of the original designation. This report identified three approaches for implementing this review: development pressures, pressure from local residents and a geographical basis starting with conservation areas in the north of the borough. This proposal is the eighth existing conservation area to be assessed as part of

this review which, following the completion of the review of the Conservation Areas in the northern half of the borough and Clapham, is now focusing on Brixton, Herne Hill and Streatham.

1.4 Brockwell Park Conservation Area was designated in 1986 when it comprised Brockwell Park, Brockwell Hall, Brockwell Gardens, St Jude's Church and Nos. 105-223 Norwood Road.

1.5 A re-assessment of the Brockwell Park Conservation Area has now been completed and the purpose of this report is to examine whether the current boundary is adequate when set against the guidance outlined in PPG 15. This guidance is concerned with the quality of existing buildings within/adjacent to the conservation area, the mix of uses, characteristic materials, vistas along streets and between buildings and the importance of landscaped areas. The proposal to extend this Conservation Area is included within the Deposit Lambeth Unitary Development Plan 1992 (which refers to properties on Dulwich Road), this designation would therefore implement this long- standing UDP proposal.

2. Justification

2.1 Following a comprehensive review of the conservation area and its boundaries, four additional areas adjoining the existing Brockwell Park Conservation Area are proposed. To the north, backing directly on to the park, Nos. 2-32 Dulwich Road and 34-46 Dulwich Road situated either side of St. Jude's Church are proposed along with 93-101 and 103-103d Norwood Road, a short run of houses facing onto the park dating from the mid 20th Century to the east, the Peabody Estate on Rosendale Road lying to the south east of the Park and the houses along Trinity Rise along with houses at the junction of Trinity Rise and Norwood Road.

2.2 Nos. 2-32 and 34-46 Dulwich Road.

Nos. 2-32 and 34-36 Dulwich Road lie either side of St. Jude's Church and back directly onto Brockwell Park. A late Victorian development, they are four storeys high and form an impressive line of huge houses. Nos. 2-20 are of the same type with half basements and double height bays at the front. The windows and doorways are decorated with Venetian Gothic details. Nos. 22-32 built in the same proportions have polychrome brick rounded arches over the doorways and at second floor windows. This detailing is very similar to that found directly opposite in Spenser Road, indicating perhaps the same developer. Nos. 34-46 are also built to the same proportions but have decorative details in the Arts and Crafts style. Sunflowers and urns in moulded red brick decorate the facades and above the front doors are very attractive door surrounds. The back view of these houses is imposing as they skirt the edge of the park in a gentle curve. To the front along the Dulwich Road there are fine mature trees in many of the front gardens they include Limes, Ashes and Sycamores.

2.3 Nos. 89 - 103d Norwood Road

The former Fisher Bookbinding Co. Ltd (Nos. 89-91 Norwood Road) on the corner of Norwood Road and Croxted Road consists of an attractive two storey neo-Georgian frontage block designed in 1922 with a one storey extension of 1934. These red brick buildings were added to an earlier factory, which stands immediately behind. Nos. 93-101 are a row of five houses built in circa. 1930 with deep bays on the ground floor. Constructed in yellow stocks with six painted casement windows. A further row of five houses (Nos. 103-103d), designed in 1954, are built in pale grey brick with references to the simple Scandinavian Modern style, popular in this decade. These houses have deep front gardens and look directly across Norwood Road to Brockwell Park and the mature line of Horse Chestnuts, which edge the Park. While not of any great architectural merit or individual historic interest, these residential properties form an important urban edge to the park and contribute to the setting Brockwell Park.

2.4 Rosendale Road Peabody Estate SE24.

Rosendale Road Peabody Estate comprises nearly twenty acres and is located between two railway embankments, backing onto Knights Hill and garden allotments. It is built on a sloping site facing

towards Brockwell Park. A similar estate in Lambeth off Roupell Street SE1 built in the 1870's with rather less attractive yellow stock brick elevations was given conservation area status, nearly twenty years ago (Waterloo Conservation Area - CA No. 34).

George Peabody was an American philanthropist, born in 1795, who spent most of his later life in London. The Peabody Trust was set up in 1862 when he donated £500,000 'to ameliorate the condition of the poor and needy of this great metropolis and to promote their comfort and happiness.' The original housing type chosen by the Trust was of large blocks of flats, five or six storeys high. These characteristic blocks were the first to be built on the Rosendale Road site. In the north east of the estate there are twelve blocks in rows of three with one block facing on to Rosendale Road. These blocks were designed by William Cubitt and Co., and were erected in 1901. The blocks of flats are generally four storeys high but with a fifth storey over the centre of each which was originally the laundry and drying area but are now converted to flats as well. Built in red brick, pale gault bricks have been used for window arches and restrained decoration to relieve the massing of the blocks.

The remainder of the estate comprises terraces of small two storey cottages of varying designs each with its own garden and facing onto wide estate roads. In 1905 eighty-two cottages were added to the estate, and a further 64 designed W. E. Wallis were built in 1907-8. The cottages are good examples of early twentieth century garden suburb design, with yellow stock or red brick ground floors and roughcast rendering at first floor level, often incorporating half timber detailing. The roofs are of slate or clay tile and the houses still have their chimney stacks and pots. Some of the houses have canted bays on the ground floor and the windows of the cottages throughout the estate have small paned sashes or casements constructed of timber. Gable ends incorporate various design features, including decorative half-timbering and arched window recesses. There are dressed brick arches over windows and entrances while the terrace ends have pronounced chimney stacks used as a pleasing architectural device. Each home has a small front garden usually enclosed with a picket fence or privet hedging.

On the south side of the estate there is a War Memorial built in simple Arts and Crafts style of darkened timber and red brick in the form of a lych gate. Two panels either side commemorate the men of the estate who give their lives in the 1914-1918 War. Next to the Memorial is the original estate office and greenhouse. The new estate office built in keeping with the architecture dates from 1994 and is on the eastern side. Unusually for a Peabody Estate there is a tenant's hall built in 1913 it is tucked away in the southern most corner next to the alleyway leading to Knights Hill and the allotments. Constructed out of timber, the tenant's hall has a decorative cupola and black weatherboarding. Due to it being some distance from the centre of London, the Trust, at first, found some difficulty in finding tenants. Today, it would appear that the residents enjoy their homes, the small front gardens are tended well and there are no obvious signs of vandalism. The Trust has maintained the estate carefully and has adhered to the original materials and construction when upgrading. It is this careful maintenance which has preserved the over all unity and uniformity of the area.

The trees of Brockwell Park and Knights Hill can be seen in the distance from various vantage points within the estate and they give a feeling of open greenery beyond the housing. From Brockwell Park both the roofs and the white painted arched upper storey windows of the imposing mansion blocks and also the village-like dense cluster of the red roofs of the cottages on the Peabody Estate can be seen rising up towards Knights Hill through the trees.

2.5 Trinity Rise

The road now called Trinity Rise was constructed around 1850 to connect Tulse Hill with Norwood Road. Sixteen acres between these two roads was former copyhold land, part of Lambeth Manor, which had been enfranchised in 1844. Latterly this land was known as Page's Field until the creation of Trinity Rise.

Trinity Rise has very different types of architecture on either side. On the Northern side closest to Brockwell Park are comfortable Edwardian houses, built in circa 1900. Built of red brick with clay tile roofs they form a continuous terrace stepping down the hill. The houses are two stories high with protruding gables over the first floor windows. The ground floors have bay windows, the roofline of which is continued to create a porch over the entrance. The porches have turned wooden decorative detailing

and many of the front doors still retain the original leaded glass windows, some with names such as Haselmere and Rosemount. The original casement windows have opening multi-paned lights, characteristic of Edwardian architecture of the period. Down the hill towards Norwood Road the detailing becomes more decorative and the main windows incorporate a large central fan motif. Above the front doors at first floor level there are attractive small leaded oriel windows. This row of fifty-two houses is a good example of garden suburb architecture influenced by the Arts and Crafts movement typifying green leafy suburban housing for people working in the city.

On the south side of Trinity Road Nos. 9, 11, 13, and 15 stand close to the junction with Norwood Road. These houses are large detached residences displaying characteristic Arts and Crafts details. Built in red brick or yellow stock with red brick detailing they incorporate hanging tiles, highly decorated gable ends with wave and scallop patterned tile work and moulded bricks with sunflower motifs similar to those on the houses in Dulwich Road (see sec. 2.2) One house has a brick plaque dated 1882. The large front doors have integral glazed panels, fan lights and decorative porches. These attractive houses are very good examples of this type of architecture.

Up the hill towards Holy Trinity Church stand a variety of semi-detached Victorian houses, circa 1860-70, built of gault brick with red brick detailing at windows and doors. These four storey houses make a dramatic contribution to the skyline clearly visible from the crest of the hill at the heart of Brockwell Park, their sharp roof lines topped with patterned ridge tiles and balls or urns decorating the gable ends. Nos. 33-37 (a block of sheltered flats for the elderly built in 1977) and Nos.39-41 (a block of flats completed in 1995) are modern infills which have tried to maintain the scale and proportions of the earlier housing either side. Nos. 43 and 45 are a pair of mid Victorian semi-detached Villas. This imposing pair stands well back from the road behind mature trees with a front driveway. They have central doorways and are four floors high under deep Italianate style eaves. The facade of the left-hand house has decorative stucco work around doors and windows in the Greek style.

Towards the top of Trinity Rise stands Holy Trinity Church (1856), built in the Victorian gothic style, of Kentish Ragstone. Designed by T. D. Barry, the church could hold a congregation of 1000 and cost around £6000 to build. The plans to construct Holy Trinity Church caused an outcry amongst local clerics who were afraid that they would lose members of their own congregation and thereby valuable income. The founding of Holy Trinity was important to the original developers of the area as it helped to establish the new estate of Tulse Hill and created a new parish. The church has recently been cleaned and restored. Standing high on the hill Holy Trinity makes an imposing local land mark with its spire rising above the tree tops, clearly visible from far around and in particular from Brockwell Hall and various vantage points within the park itself.

2.6 Summary

Brockwell Park is of great importance to this part of South London. The Park (which now extends to 128 acres) was laid out in 1891-92 following acquisition by the London County Council of the estate. It still contains a number of mature trees dating back to the Nineteenth Century, the old walled garden, Brockwell Hall (built in 1811-13) as a home for the glass manufacturer, John Blades (now used as a popular cafe and meeting place for local people) and the splendid lido opened in 1937. The hall stands high on a hill with magnificent far reaching view of central London and locally overlooking Brixton, Herne Hill, Forest Hill, Crystal Palace and Dulwich. In the summer the local view across hilly south London is largely covered with trees with the low-rise housing only occasionally visible. It has hardly changed from the view that John Ruskin (1819-1900), the Victorian critic and art theorist, who lived in this area, loved and wrote about. Brockwell Park is a major asset and it is extremely important to preserve and maintain it's setting and the residential nature and scale of the built environment surrounding it. It is felt that the proposed extensions to the Brockwell Park Conservation Area are important in ensuring that the landscape and architecture of this part of south London is preserved.

3. Public Consultation

Letters of consultation were sent out in mid December asking for the views of the three local amenity

societies, the Peabody Trust and other owners/occupiers of properties within the proposed areas of designation.

Representations were received from:-

1) Robert Holden on behalf of The Friends of Brockwell Park Society. The proposed extensions to the Brockwell Park Conservation Area will be discussed formally by the Committee at the next Committee Meeting to be held on 19th January 1999. In the meantime he felt sure that the FOBP will welcome the proposal and will be pleased to endorse it.

2) The residents of No. 64 Trinity Rise wrote to express their support for the proposal. They added that financial support towards the retention of period features would be helpful and also that the Council need to do a great deal more towards the maintenance, protection and supervision of the Park.

3) Mr and Mrs Parfitt of 11 Trinity Rise wrote strongly supporting the extensions to the Brockwell Park Conservation Area. They pointed out that their property was one of the last remaining family houses and they were concerned that a number of the houses that had been converted into flats were poorly maintained, they hoped that Conservation Area status would protect the street from further damage.

4) The resident of 70 Trinity Rise wrote strongly supporting the proposal to include Trinity Rise.

5) Mr Peter Hall of 103d Norwood Road wrote to expressing the view that his property was extremely plain and that the five houses built in the 1950's should be excluded. He intends to improve his property and feels that the proposed conservation area would restrict him.

4. Effects of Designation

Under the Town and Country General Development Order 1995 (the GDO) and the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Act), conservation area designation has a number of practical implications for the area. These are outlined below;

- i) Designation would take effect on the date of the Committee's resolution to agree to the recommendations in this report.
- ii) Conservation Area Consent is required to demolish buildings within a conservation area (section 74 of the Act).
- iii) Some permitted development rights are restricted within a conservation area, e.g. neither stone cladding, or roof extensions are allowed without planning permission.
- iv) Consent for all advertisement hoardings, temporary or permanent, is required.
- v) The Council must be informed of all works to trees within a conservation area 6 weeks in advance to give time to issue a Tree Preservation Order, if required.
- vi) The design quality of all new development in a conservation area is important. Planning Policy Guidance: Planning & the Historic Environment (PPG 15) and Section 72 of the Act state that all development is required to preserve or enhance the character or appearance of the conservation area. PPG 15 goes on to state that new buildings should respect their context, as part of a larger whole which has a well established character and appearance of its own.
- vii) The Council has the power to make a direction withdrawing certain other permitted development rights (an Article 4 direction).

6. Procedure after Designation.

Following Committee approval of the report a number of actions would be undertaken:

- i) All owners of properties within the area designated as a conservation area would be informed in writing of the designation, which would also be advertised in the local press and the London Gazette,
- ii) English Heritage and the Borough Land Charges section would be notified of the decision.

- iii) The production of a character statement and design guidance for the whole of the extended conservation area would be reported to Committee for approval as resources permit.

7. Legal Powers and Advice

- 7.1 The Planning (Listed Buildings & Conservation Areas) Act 1990 gives the Council power to declare a new conservation area or extend an existing one. Section 69 (2) states that:

"It shall be the duty of a local planning authority from time to time to review the past exercise of functions under this section and to determine whether any parts or any further parts of their area should be designated as conservation areas: and if they so determine, they shall designate those parts accordingly".

- 7.2 Section 69 (4) states that:

"The designation of any area as a conservation area shall be a local land charge."

- 7.3 Section 70 (5) of the Act states that the Local Planning Authority (LPA) should publish notice of any designation, variation or cancellation with particulars of its effect, in the London Gazette, and in at least one newspaper circulating in the area of the LPA.

- 7.4 Section 71 (1-3) of the Act identify future duties on the Council associated with a designation stating:

"(1) It shall be the duty of a LPA from time to time to formulate and publish proposals for the preservation and enhancement of any part of their area which are conservation areas.

(2) Proposals under this section shall be submitted for consideration to a public meeting in the area to which they relate.

(3) The LPA shall have regard to any views concerning the proposals expressed by persons attending the meeting."

8. Environmental Implications

The designation of these extensions to the Brockwell Park Conservation Area provides the Council with additional development control powers to protect and enhance this small area, it also places a duty on the Council to include this area within a plan outlining the aims of preserving and enhancing the conservation area as a whole.

9. Financial Implications

Approval of the recommendations will result in the expenditure of about £150 for advertising the designation in the South London Press and the London Gazette - the requisite budget is held by the Planning Division Business Unit.

10. Staffing and Accommodation Implications

There are no staffing implications as a direct result of this report, although the additional powers associated with the extension of the conservation area could generate some additional workload for Development Control and the Conservation Officer. The duty to prepare public design guidance and enhancement schemes is already a part of the conservation team's future work programme.

11. Equal Opportunities

There are no implications for equal opportunities as a direct result of this report, however any improvements to the urban environment gained as a result of extending the conservation area should

benefit all groups in society. Any improvements will of course take into account the needs of people with mobility problems (e.g. traffic calming initiatives).

12. Background Documents

Planning (Listed Buildings & Conservation Areas) Act 1991
 Department of the Environment & Department of National Heritage: Planning Policy Guidance (PPG 15): Planning & the Historic Environment (September 1994)
 English Heritage: Conservation Area Practice (October 1995)
 Survey of London VoLXXVI Parish of St. Mary Lambeth Part H: Southern Area (1956).
 A History of Brixton, Alan Piper - The Brixton Society 1996
 Brixton and Norwood in old Photographs Jill Dudman (with Lambeth Archives) 1995.
 Minet Library, London Borough of Lambeth Archive Department.
 Additional information kindly supplied by the Peabody Trust
 Research & report compilation by Antonia Powell assisting the Conservation Officer

13. Audit Trail

committee deadline:					
author: Edmund Bird - Conservation Officer					
Date drafted: 2 nd November 1998					
consultation with other Officers/Directorates					
Date	Name	Directorate	Date	Date Cleared	Date Returned
	M. Dickens	BSOL	20/1/99	21/1/99	21/1/99
	S. Whitaker	CEO			
	D. Paul - Parks manager	DES			
Date sent to Committee Secretariat:					
Date received by Committee Secretariat					

SUPPLEMENTARY STATEMENT IN RESPONSE TO ITEM SUBMITTED BY Cllr RUSSELL A'COURT ON BEHALF OF THE HERNE BOLL (SOUTH) ACTION GROUP

The proposals submitted by the Herne Hill (South) Action Group for a further extension of the Brockwell Park Conservation Area to include Guernsey and Hawarden Groves, Rosendale Road (east-side — south of the Tulse Hill - North Dulwich railway line) and Croxted Road (southside - south of the same railway line) have now been evaluated by the Conservation Officer. There are three options to designate conservation area status to these roads - these three options are assessed below:

(a) Option 1 is the inclusion of the above area within the Brockwell Park Conservation Area. The contribution of this area upon the setting of Brockwell Park has been assessed. Although the terraced houses on these streets and St John's Church are all attractive buildings of local historic interest they do not in my view contribute significantly to the setting of Brockwell Park. In the winter, the roofs of these properties are hardly visible from the principal vantagepoint of the terrace in front of the Hall - the substantial railway embankment hides much of these buildings. In the summer the mature trees on the east facing slopes of the park largely obscure the view of these roads in Herne Hill. Trinity Rise on the other hand is lined on the southside by much taller mid Victorian villas, which are far more prominent, and, with the steeple of Holy Trinity, form an important backdrop to the park.

(b) The second option would be to include these roads in the adjacent proposed Peabody Estate (Rosendale Road) Conservation Area. It is considered that this option is not acceptable as the Peabody Estate is of a very different character to these residential streets which were built for owner occupation. The inclusion of these roads would, it is considered, dilute the justification for this unusual conservation area which is wholly defined by its history of a philanthropic housing development and its special architectural character.

(c) The third option would be to designate these roads as a separate conservation area, however this

approach would definitely not meet the criteria contained within English Heritage or PPG 15 guidance - these roads form only a small part of a much larger residential neighbourhood of late Victorian/Edwardian speculative housing - most of this area lies within the borough of Southwark.

In conclusion, it is recommended that the roads identified above are not included within the Brockwell Park or Peabody Estate conservation areas and that these reports are approved as they stand. This recommendation is based on the view that this residential enclave does not meet the criteria for conservation area status. The local historic and architectural interest of these properties is acknowledged, but it has to be recognised that there are literally thousands of equally attractive Victorian residential streets in London (and indeed hundreds in Lambeth alone) and to designate them all as Conservation Areas would, it is considered, devalue the whole concept of conservation areas. This would be contrary to both national planning policy (PPG15) and English Heritage guidance (Conservation Area Practice) which emphasises that it is 'vital that only areas which are demonstrably of special architectural or historic interest be designated'.