

Conservation Area Designation – Streatham Lodge Estate

Streatham South Ward

Cabinet Portfolio:

Cabinet Member for Housing and
Regeneration: Councillor Lib Peck

Report authorised by:

Executive Director for Housing,
Regeneration and Environment: Chris Lee

Executive summary

Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Act) imposes a duty on local planning authorities to review their conservation areas from time to time.

In response to local concerns about the threat of development on the character of the area consisting of the Streatham Lodge Estate, Wellfield Estate and adjoining roads, Streatham High Road, part Baldry Gardens and Voss Court, officers have concluded that the Streatham Lodge Estate part of the area has sufficient special architectural and historic character or appearance to warrant designation as a conservation area. It is proposed to designate that part as a conservation area and to put in place an Article 4 (2) Direction on it to protect the character and appearance of that area.

Summary of financial implications

The costs of designation of this conservation area can be contained within existing divisional budgets. However, there could potentially be claims for compensation arising from the Article 4 (2) Direction which removes Permitted Development (PD) rights. Householders could claim compensation for abortive expenditure or other loss or damage directly attributable to the withdrawal of the PD rights; such cases are rare. There is no provision in the Planning budget for this contingency. Applications made under Article 4 Directions carry no fee.

Recommendations

- (1) That the area shown on Map 2 (Appendix 2) is designated as the 'Streatham Lodge Estate Conservation Area' under section 69 of the Planning (Listed Building & Conservation Areas) Act 1990.
- (2) That the area shown on Map 3 (Appendix 5) is made subject to an Article 4 (2) Direction.

Consultation

Name of consultee	Directorate or Organisation	Date sent to consultee	Date response received from consultee	Comments appear in report para:
Internal				
Chris Lee	Executive Director, Housing, Regeneration and Environment			
Les Brown	Divisional Director, Planning	08.05.09		
Francis Austin	Divisional Director, Resources	10.05.09		
Mark Hynes	Directorate of Legal and Democratic Services	06.05.09	08.05.09	Paras 4.2 & 4.9
Frank Higgins	Directorate of Finance and Resources			
Cllr Lib Peck	Cabinet Member for Housing and Regeneration	08.05.09		
Cllr Mark Bennett	Ward councillor			
Cllr John Kazantsis	Ward councillor			
Cllr David Malley	Ward councillor			
Entered in Consultation and Events Diary?				
No				

Report history

Decision type: Non Key		Urgency item? No.	
Authorised by Cabinet member:	Date report drafted:	Report deadline:	Date report sent:
03.04.09	22.04.09	15.05.09	xx.xx.09
Report no.:	Report author and contact for queries:		
	Zbig Blonski, Head of Strategic Planning 020 7926 1233 zblonski@lambeth.gov.uk		

Background documents

Planning (Listed Buildings and Conservation Areas) Act 1990
Planning Policy Guidance (PPG) 15 – Planning and the historic environment,
September 1994
Lambeth Unitary Development Plan, 2007
'Guidance on Conservation Area Appraisals', English Heritage, Feb. 2006

Appendices

Appendix 1 – Map 1 - showing original area proposed by residents.
Appendix 2 – Map 2 – showing the area proposed for designation.
Appendix 3 – Character and Appearance Assessment, 2007.
Appendix 4 – Proposed Article 4 (2) Direction text.
Appendix 5 - Map 3 – showing the area of proposed Article 4 (2) Direction.
Appendix 6 – Character and Appearance Assessment, 2009

Proposed Streatham Lodge Conservation Area

1. Context

- 1.1 In 2005, in the light of local residents' concern about the adverse impact of alterations to existing houses and conversions to flats on the character of the Streatham Lodge Estate, Wellfield Estate and adjoining roads, Streatham High Road, Baldry Gardens and Voss Court, ward members sought designation as a conservation area of the area shown on Map 1 (Appendix 1) in order to prevent further change from harming the character of the area.
- 1.2 This report sets out the assessments that have been carried since that time and sets out the reasons for proposing part of this area as a conservation area.

2. Proposals and reasons

- 2.1 The initial consideration in 2005 concluded that taking into account the guidance in the Planning (Listed buildings and conservation areas) Act 1990 and PPG15; the area as a whole did not have sufficient special architectural or historic interest to justify designation.
- 2.2 As set out in paragraph 1.1 the area under consideration originally formed two estates and adjoining roads. More fully these are:
 - a. The Streatham Lodge Estate. This is a network of streets that were erected on the site of a gentry house named Streatham Lodge and on the gardens and farm land attached to it. The land was developed for housing from the early 1900s. They are Strathbrook Road, Copley Park, Braxted Park, part of Baldry Gardens, part of Heybridge Gardens, Hilldown Road, Heathdene Road and Fontaine Road.
 - b. The Wellfield Estate. This was built on the site of Well House (demolished in 1906) and its surrounding land. It was developed as the Wellfield Estate by

Uttings from 1930 to 1933. The roads are part of Baldry Gardens, part of Heybridge Avenue, Cedarville Gardens and part of Covington Way.

- c. Voss Court and part of Baldry Gardens. These are roads that lead off Streatham High Road. Voss Court is a small road that links Streatham High Road and Streatham Common South. It dates from the twentieth century and the housing is in a style representative of the 1930s. The western end of Baldry Gardens was already built out by 1898.
 - d. Streatham High Road. This is a former Roman Road. The name Streatham reputedly means 'the hamlet on the street'. Today on the stretch between Voss Court and Strathbrook Road the predominant building type is a variety of blocks of flats mainly dating from the mid to later twentieth century.
- 2.3 Between 2006 – 2008 officers assessed the area in the light of representations from local residents, the Victorian Society and ward councillors. A 'Character and Appearance Assessment' was prepared and subsequently finalised in December 2007 (Appendix 3). The appraisal concluded that the area as a whole did not justify designation. The "assessment" was sent to English Heritage, Twentieth Century Society and Victorian Society who agreed with officers' findings.
- 2.4 However, as a result of continuing local concern officers carried out a further review of the area in 2008, this time to establish whether any part merited designation. It was concluded that the late Victorian / Edwardian houses of the Streatham Lodge Estate, which forms the majority of the area, were of sufficient special interest to warrant designation as a conservation area. That area is outlined on Map 2 (Appendix 2). This option was presented to a meeting of ward councillors and local residents held in December 2008.

Streatham Lodge Estate

- 2.5 Most houses within the proposed conservation area are detached or semidetached and are typically two and half storeys. The earlier houses (1890s-1910s) typically have heavy detailing, narrow frontages and a slightly urban character—carved stone detailing and sash windows to canted bay windows which was common in that period. Slender framed timber windows and stained glass detailing, along with ornate porches are common.
- 2.6 The mid period houses (1910s—1920s) typically have looser 'Arts and Crafts' inspired character derived from English vernacular forms. The frontage widths tend to be wider reflecting the 'garden City Movement' in planning. Building form and composition is generally more relaxed and executed to a high standard of workmanship with much decorative timber in use. The richness of the architecture and the detailing combined with the generous spatial standards that contribute to creating the special character and appearance of the area.

Wellfield Estate

- 2.7 These houses were built between 1930 and 1933 and are predominantly two storey terraces with bay windows at ground and first floors, although some are

semi-detached. They are largely quite plain typically with rendered upper storeys and brick lower storeys under pitched tiled roofs. They are representative of inter-War builders' houses.

Voss Court and western part of Baldry Gardens

- 2.8 The houses on the south side of Voss Court are 1930s in style and are detached typically with canted bay windows at first floor, some with bays below. Some have gables facing the road and decorative details at the porch. The finish is painted render. The western end of Baldry Gardens adjoining Streatham High Road was developed prior to 1898 and was built out before the sale off and demolition of the gentry house, Streatham Lodge. They are predominantly semi-detached 2 storey houses with a third gable storey and with bay windows at ground floor. They have tiled roofs and brick walls although in many places the brick is painted or otherwise treated. On the northern side there is a block of flats of an immediate post War-type appearance.

Streatham High Road

- 2.9 The stretch of Streatham High Road between Voss Court and Strathbrook Road on the east side of the road is largely characterised by blocks of flats. Some were built by the London Borough of Wandsworth in 1954 on the site of Coulthurst Cottages (cottages between Heathdene and Hilldown Roads in which servants working at Streatham Lodge Estate were housed). They were demolished in a slum clearance programme. The flats are three storey in brick beneath a pitched roof.

Conclusion

- 2.10 Officers are of the view that the area formed by the Streatham Lodge Estate has sufficient special architectural and historic character or appearance to warrant designation as a conservation area. It is also proposed to designate that part as a conservation area and to put in place an Article 4 (2) Direction on it to protect the character and appearance of that area.
- 2.11 However, officers are aware that there is strong local Member and local resident support for designating the wider area as they see the wider area as a whole area and consider that it is of one character though made up of different parts and should be treated as a whole.

Additional Planning Controls

- 2.12 Officers consider that in the event that Streatham Lodge estate is designated as a conservation area, then it would be appropriate to apply an Article 4(2) direction to Streatham Lodge estate. The character of the Streatham Lodge estate is threatened by inappropriate change as in places there is loss of its architectural richness in favour of modern off-the-peg features such as PVCu windows.
- 2.13 As part of the purpose of designation as a conservation area is to ensure that architectural and other features important to the character of the area are retained, it is therefore important to have additional planning control if the designation is to secure its goal of preserving the character of the area. It is therefore proposed to

impose an Article 4 (2) Direction on the Streatham Lodge Estate in order to better control changes to the area. This does not necessarily mean that all change will not be allowed but simply the subject of control. It will seek to stop damaging change taking place which will also include inappropriately located renewable energy installations. The details of the proposed direction can be found in Appendix 4 and can be summarised as follows: -

1. Window and door replacements.
2. Re-roofing.
3. Erection of porches
4. The laying of a hard surface in the garden.
5. Erection of satellite dishes.
6. Gates and boundary enclosures.
7. Painting of exterior walls.
8. Renewable energy installations.

3. Comments from Executive Director of Finance & Resources

- 3.1 The costs of designation of this conservation area can be contained within existing divisional budgets. However, potentially there could be claims for compensation arising from the Article 4(2) direction and the removal of PD rights. Householders could claim compensation for abortive expenditure or the other loss or damage directly attributable to the withdrawal of the Permitted Development rights. Such cases are however rare, and there is no provision in the Planning budget for this contingency. Applications made under Article 4 Directions carry no fee.

4. Comments from Director of Legal and Democratic Services

- 4.1 Section 69 of the Planning (Listed buildings and Conservation Area Act) 1990 (the Act) requires all local authorities to identify '*areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance*' and designate them as Conservation Areas.
- 4.2 In considering a conservation area the Council must be sure that the area is of special interest as designation brings with it additional planning controls, control over demolition and the protection of trees. Section 72 of the Act also places a duty on the Council and other decision makers to pay special regard in the exercise of planning functions to the desirability of preserving or enhancing the character or appearance of the area. This includes exercising control over development proposals that are outside a conservation area but would affect its setting of views into or out of the area.
- 4.3 Planning Policy Guidance Note 15 – 'Planning and the Historic Environment' (PPG15) is the national policy document to the protection of conservation areas and its guidance must be taken into account by the Local Planning Authority when formulating policy or making decisions. The act also states that local authorities should '*from time to time*' review their conservation area designations. In respect of this paragraph 4.3 of PPG15 states that:

“In some districts areas suitable for designation may have been identified already and in considering further designations authorities should bear in mind that it is important that conservation areas are seen to justify their status and that the concept is not devalued by the designation of areas lacking any special interest.”

- 4.4 Article 4 (2) of the Planning (General Permitted Development) Order, 1995 (as amended) allows for serving of a Direction for the removal of Permitted Development rights. The Direction is served initially for 6 months; a consultation with residents is held during that period and the Council must then decide formally whether or not to continue the direction.
- 4.5 Should an area be designated beyond that recommended by Officers it will not be possible for Council Officers to defend at planning appeal any of the area outside that recommended in this report. In such instances external professionals will be instructed to defend the Council's designation which will have obvious cost implications.

5. Results of consultation

- 5.1 There is no statutory requirement to consult before designating a conservation area. Three meetings have been held with ward councillors, one of which also included local residents. Councillors have indicated that there is strong support for the proposed designation amongst households in the area. The Streatham Society supports designation of a conservation area.
- 5.2 The designation process of an Article 4(2) Direction requires that residents are consulted within the initial six months of the Direction being made. Having regard to the consultation responses, the Council must then decide to continue with the Direction or to terminate it.

6. Organisational implications

- 6.1 **Risk management:**
None.
- 6.2 **Equalities impact assessment:**
None.
- 6.3 **Community safety implications:**
None.
- 6.4 **Environmental implications:**
Designation will assist in controlling development in the area and ensure that it will either preserve or enhance the character or appearance of the area.
- 6.5 **Staffing and accommodation implications:**
All work is being carried out using existing staff.
- 6.6 **Procurement implications:**
None.

6.7 Legal implications:

The withdrawal of Permitted Development rights by an Article 4 Direction may give rise to a claim for compensation of a planning application is refused or granted subject to conditions. Compensation may be claimed for abortive expenditure or the other loss or damage directly attributable to the withdrawal of the permitted development rights. Such cases are rare.

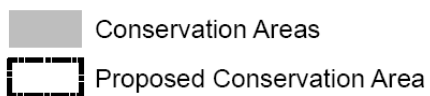
7. Timetable for implementation

7.1 The proposed timetable is as follows: -

Formal Designation	08 June 2009
Inform Ward Councillors	09 June 2009
Inform Govt. Office for London (statutory requirement)	09 June 2009
Inform English Heritage	09 June 2009
Issue Article 4 (2) Direction Notification	23 June 2009
Issue Conservation Area Notification	23 June 2009
Issue of statutory press notices	23 June 2009
Consult on Article 4 (2) Direction	July - August 2009
Decision on Article 4 (2) Direction	After the consultation and before 6 months of date of service of the Direction notice (23 June)



MAP 2 - PROPOSED CONSERVATION AREA

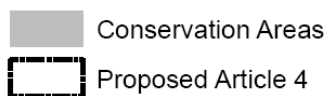


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APPENDIX 4 PROPOSED ARTICLE 4 (2) DIRECTION

The development proposed to be controlled through the Direction will be: -

- (A) The enlargement, improvement or other alteration of a dwellinghouse being development comprised within Class A of Part 1 of Schedule 2 to the said Order (as amended).
- (b) The enlargement of a dwellinghouse consisting of an addition or alteration to its roof being development comprised within Class B of Part 1 of Schedule 2 to the said Order (as amended).
- (c) Any other alteration to the roof of a dwellinghouse being development comprised within Class C of Part 1 of Schedule 2 to the said Order (as amended).
- (d) The erection or construction of a porch outside any external door of a dwellinghouse being development comprised within Class D of Part 1 of Schedule 2 to the said Order (as amended).
- (e) The provision within the curtilage of a dwellinghouse of a hard surface for any purpose incidental to the enjoyment of the dwellinghouse or the replacement whole or in part of church a surface as such being development comprised within Class F of Part 1 of Schedule 2 to the said Order (as amended).
- (f) The installation, alteration or replacement of a microwave antenna on a dwellinghouse or within the curtilage of a dwellinghouse being development comprised within Class H of Part 1 of Schedule 2 to the said Order (as amended).
- (g) The erection, construction, maintenance, improvement or alteration of a gate, fence, wall or other means of enclosure being development comprised within Class A of Part 2 of Schedule 2 to the said Order (as amended).
- (h) The painting of the exterior of any building or work being development comprised within Class C of Part 2 of Schedule 2 to the said Order (as amended).
- (i) The installation of solar PV or solar thermal equipment on a roof slope forming the principal or side elevation of the dwellinghouse and would be visible from a highway; or on a roof slope of a building within the curtilage of the dwellinghouse and would be visible from a highway being development comprised within Class A of Part 40 of Schedule 2 to the said Order (as amended).



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