

PROPOSED EXTENSION TO CONSERVATION AREA No. 1: CLAPHAM  
(Clapham Park Ward)

Report by Director of Environmental Services

Consulted Formally: EDFCS, B SOL and EDHS

Authorised for submission by .....  
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PURPOSE

To extend the boundary of CA1 Clapham Conservation Area.

OPTIONS AND RECOMMENDATIONS

- (1) That the Committee approve the extension to the Clapham Conservation Area (CA1) under Section 69 of the Planning (Listed Building and Conservation Areas) Act 1990 as shown on Plan No. DES/PP/ .
- (2) That the Committee approve the detailed boundary of the area as shown on Plan No. DES/PP/ .

For decision

1. Context

1.1 The function of the planning system is to regulate the development and use of land in the public interest. The best of the Borough's built fabric can be valued and protected as part of this regulation through the designation of new conservation areas. The enduring quality of these areas adds to the amenity of the Borough by protecting and enhancing the local scene and sustaining a sense of local distinctiveness. Enhancing special architectural or historically interesting areas can also have a positive economic benefit.

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. 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. The UDP (1992) included a commitment to consider the designation of various new Conservation Areas in areas of historic and architectural interest, the character or appearance of which it is desirable to preserve or enhance (Policy C1). This commitment was confirmed within the Proposed Changes Report in October 1993 which put forward the proposal to designate eight new conservation areas in the borough, of which Clapham High Street was identified as one.

1.3 The proposal to extend the boundary of CA1 primarily results from a threat from possible unsympathetic development. The Conservation Officer carried out an appraisal of the area and found that, because of its various physical attributes outlined below, it should be considered for conservation area status.

1.4 The original part of the Clapham Conservation Area was designated on the 1st April 1968 under the relatively new 1967 Civic Amenities Act. It was one of the first to be designated in the borough at that time and probably one of the first in the country. The conservation area has since been extended 4 times in 1969, 1975, 1980, 1985. A report to the 21 July 1997 Environmental Services Committee recommended a minor extension to the conservation area at Crescent Lane which has since been agreed.

## 2. Justification

2.1 Comprehensive advice on the designation of conservation areas is contained within Conservation Area Practice which was issued by English Heritage in October 1995. This practice note focuses on the criteria used to select areas suitable for designation as conservation areas. Particular emphasis is placed on the adequacy of current boundaries, noting that many early conservation areas were too narrowly drawn, often excluding important parts of the townscape or important buildings of more recent historic development such as Edwardian or interwar buildings. The advice urges local authorities to consider carefully the immediate setting of the existing conservation areas, and advises to include them in the boundary if protection is desirable. This point is particularly relevant in the case of Clapham Conservation area as the boundaries have not had an holistic review since it was first designated in 1969. The assessment of the character of this proposed extension derives from elements that include the following:

- (i) the origins and development of the topographical framework,
- (ii) the architectural and historic quality, character and coherence of historic buildings and their style and materials, and the contribution they make to the special interest of the area,
- (iii) the contribution made by green spaces, trees, hedges and other natural elements to the character of the proposed conservation area,
- (iv) The relationship of the built environment to the landscape including significant landmarks, vistas and panoramas,

- (v) The extent of loss, intrusion or damage i.e. the negative factors which have exerted a detrimental impact upon the character and/or appearance of the historic area,
- (vi) The existence of neutral areas.

2.2 It is proposed to extend the conservation area in four distinct parts

- i) Rectory Gardens;
- ii) Macaulay Road, Lydon Road, Lillieshall Road, and Orlando Road;
- iii) south of Clapham Common South side to include the buildings fronting onto the Common from 61 Clapham Common Southside through to Cavendish Parade; and
- iv) the land between Old Town/ The Pavement not already in the conservation area as far as Venn Street. It is also proposed to add the buildings Windsor Court and Trinity Court on the Pavement as a result of requests through referrals from the Town Planning Applications Sub-Committee.

2.3 The following is an appraisal using these criteria based on the above English Heritage guidance:

(i) The origins and development of the topographical framework

Rectory Grove

2.4 Rectory Gardens is built on the site of the original Rectory attached to St. Paul's Church. The original rectory building fronted Rectory Grove and would have been built on farm land of thin clay soils that surrounded the Common. The main road from the medieval village to the common would have taken the route of the existing Rectory Grove.

Macaulay Road

2.5 Macaulay Road, Orlando Road, Lydon Road and Lillieshall Road were all on the site of farm land. Lillieshall Road was formally called Orchard Street and led into large open fields that are identified on the 1847 maps of the area as a Cricket Ground. The main road and the buildings appear to have been laid out and built between the mid 1870s and the 1890's.

Clapham Common South side

2.6 The marshland now known as Clapham Common was drained in 1760 and thereafter became a popular place of suburban residence. The common became surrounded in the 18th and 19th centuries by impressive houses of City merchants,

philanthropists and others including Samuel Pepys. The site of many of the stock brokers and other relatively rich resident's large houses on Clapham Common Southside did not change from the end of the 18th century to the end of the 19th century. Clapham Common Southside was known as the Old Brighton Road and the large houses had such names as Eagle House, Eldon House, Cavendish House and The Clock House. However, in the 1890's the land between Clapham Common and Abbeyville Road began to be infilled with Narbonne Avenue, Elm Road, Cautley Avenue, Lessar Avenue, Lynette Avenue. All of the larger houses and estates were built on and the houses were demolished, except for one of the wings of Eagle House which can still be seen at the rear of Clapham Common Southside on Narbonne Avenue.

#### Infill between Old Town and Venn Street

2.7 The area of land between Old Town/ The Pavement and Venn Street appears on the 1827 maps of the area to have buildings fronting onto the street and large fields at the rear. The road that cut off the corner of Clapham Cross to link The Pavement with Clapham High Street was called Bromells Road, the line of which remained the same right up to the end of the century when Venn Street was built. A public house was indicated on the earliest maps at no. 32 The Pavement, where The Cock public house stood since at least 18th century and the "Frog and Forget me not" now stands. The land at the rear had a row of cottages called Downers Cottages in the 1890s that have since been demolished. A grand house with crescent shaped drive existed from the early 19th century opposite the Cock pond until the 20th century and was replaced in the 1930s with Trinity Close, almost on the same footprint. However, the garden at the rear of this grand house remained undeveloped until this century when small industrial units and light manufacturing buildings were constructed.

#### (ii) The archaeological significance and potential of the area

#### Rectory Gardens, the Macaulay Road area and the area between Old Town and Venn Street

2.8 Although the name Clapham goes back to the ninth century, no building survives from before the late seventeenth. The medieval village which was originally built around St. Paul's church has left its traces on the main street plan on the boundaries of Clapham and on the sequence in which the area was built up. Rectory Gardens would have been very close to the medieval village. Macaulay Road, Orlando Road Lillieshall Road and Lydon Road were built later on land that had most likely been farm land associated with North House and later became the Cricket Ground. These area fall within the Archaeological Priority areas of the UDP (A9). There have been numerous finds in this area the earliest archaeological remains include items dated to the Palaeolithic such as hand axes, flint implements and flakes. One significant excavation uncovered a flint assemblage of struck flint flakes and the rim and shoulder bowl dated to the early Neolithic. The suggestion is that a settlement existed on or near the site. Excavations in this area have also revealed a Saxon linear gully or ditch and several pits containing fifth to seventh century glass-tempered pottery and spindle whorls.

### Clapham Common Southside

2.9 The south side of Clapham Common Southside is closer to the site of the original Roman: Stane Street and some finds have been taken from the edge of Clapham Common to reveal cross sections of the Roman Road and numerous medieval road sections. An excavation in 1966 by Clapham Antiquarian Society revealed Roman ditches and pits suggesting a possible occupation site.

(iii) The architectural and historical quality, character, and coherence of the building and the contribution they make to special interest

### Rectory Grove

2.10 The maps from 1827 onwards show the rectory on the site of the Rectory Gardens until the 'L' shaped terrace of two storey houses were built in 1883. The houses were most likely build as a result of the speculative housing boom following the cheaper tram and rail fares to the area. These artisan's dwellings reflect the growth of London as a trading metropolis and the improved transport facilities which made it possible for growing numbers of people to travel into London daily.

2.11 Rectory Gardens was built at a time when housing standards for the working class were low and they soon fell into 'slum' category when expectations rose. The houses were not built with an internal bathroom and many still only have an external 'privy'.

2.12 In 1970 a Council decision was made to compulsory purchase the street and redevelop it. Compulsory Purchase Order was defeated by local residents and a short life housing co-op was formed since then to manage the housing on behalf of the residents. The character of the houses and their layout in this narrow car free street is unique for this part of Clapham and within the Borough.

### Macaulay Road

2.13 Building to the west of North Street started with the cottages in Lillieshall Road. At that time it was called Orchard Street, and received its present name in 1871, prior to its extension westwards, with long tall terraces. These are notable for their uniformity and the imaginative use of decorative detail in the brickwork. Leading off Lillieshall Road, towards the common is Macaulay Road name approved in 1871 is a real mixture: late Victorian big detached houses, twentieth century flats, office and commercial premises. No. 9 is a good 1957 office block, built by an architect who clearly knew and sympathised with the setting; and Macaulay Square, is typical of the balcony access improved housing of 1936 by the LCC. Orlando and Lydon Roads (name approved 1876) are mostly late Victorian or Edwardian terraces, with some flats.

2.14 Nos. 2, 4 and 6 Macaulay are big detached houses dating from 1877. They have moulded brick decoration, with a touch of arts and crafts. Nos. 1-25 (except no. 9) are similar to The Chase - big houses with Dutch gables with knobs on.

2.15 No.32 Macaulay Road (St. Mary's House) 1878. Vary tall with high gables and chimneys.

2.16 Natrass House built in 1838 as an annexe to the Parochial School in Rectory Grove, and converted in 1975 into offices with sympathy and skill.

#### Clapham Common South side

2.16 The Southside of the Common had a succession of large Georgian mansions but even less remains on this edge of the common than the others.

2.17 No. 61 is an early 19th century stucco three bay house with Greek decoration on porch and two bow projections at the rear.

2.18 No. 63 was built in 1903 as Clapham High School for girls; later St. Gerard's Boys School. In a confused Queen Anne Style, art nouveau lamps and railings at the front.

2.14 No. 73 Eagle House built c.1898 is a red brick house of good quality.

2.15 No. 74 - 6 is a terrace of 1898 in Cheyne Walk Dutch style.

2.16 No. 77 is a very fine double fronted house c1885 in red brick tuck pointed. The house has early English crockets atop rectangular three storey bays, gothic style porch; original step railings and gate piers.

2.17 No. 78 is of a wildly eccentric detached house dating 1888 in red brick with diaper decoration. The building is on the Norman Shaw manner with a corner turret with a row of gables behind upper elevations tile hung with scalloped tiles. The building has many terracotta and iron ornaments to turrets and gables, the fine ironwork, dates rainwater hoppers arts and crafts detailing etc.

2.18 Nos. 79-81 Half a terrace of grey brick houses c1885 by Alfred Heaver, a Battersea developer. 79 has a corner turrets and all have mansard roofs with fish scale slates. These houses were badly damaged in the war and their bays and tower have been reassembled as well as possible from salvaged materials.

2.19 No. 89 Half a pair of red brick semi-s c1890. Good tiling on front path.

2.20 No. 94-100 massive Dutch gabled terrace in pallid red brick, c1890. No. 100 has stone side doorway inscribed ominously 'West Cross'.

## Old Town/ The Pavement to Venn Street

2.21 The architectural merits of Windsor Court, and more particularly of Trinity Close, present good examples of 1930s apartment development that seemed extremely popular in areas like Clapham and Streatham between the wars. Trinity Close is a five storey brown brick building with curved brick work flanking wings, central entrance bay, Crittal horizontal windows and balconies on the top floor of the projecting bays which all contribute towards a pleasing symmetrical composition. Although much of this part of the extension to the Clapham Conservation Area is free of buildings on the site of the former and proposed Police Station. The buildings on Bromells Road and Venn Street are late 19th century early 20th century with two buildings that deserve particular attention, the St. Anne's Hall on the corner of Venn Street and Bromell Street and The Post Office Sorting Office on the sharp bend in the Venn Street. St. Anne's Hall is now the Clapham Community Centre and is an 1890's late Victorian two and a half storey building with terracotta surround pediment to the main entrance and a single storey hall at the rear with bell tower and separate entrance. The Post Office Sorting Office next to Sedley Place is an Edwardian purpose built sorting office from 1902. The building has a projecting ground floor at the front with an entrance surmounted by a stone entablature and flanking turret. The two storey sorting hall at the rear has a central chimney stack in the Queen Anne Style on the front gable with a segmental pediment below and a balustraded parapet.

2.22 The inclusion of these buildings in CA1 will not automatically preserve the buildings as they are, but there would be an assumption against their demolition and the applicant would need to adhere to the criteria set out in PPG15 for the demolition of buildings in conservation areas. Many of the buildings on Clapham Common Southside are primarily included in the conservation area for the impact any new development may have on the setting of the Common and greater control can therefore be exerted to enhance its setting. The criteria for demolition of buildings includes proof from the applicant that the building has been marketed, and a proper justification for its demolition needs to be made. Even if these criteria are satisfied, any replacement scheme would need to preserve or enhance the character of the conservation area.

### 3. Public Consultation

3.1 A letter was sent on the 3rd September with a two week period for consultation to all the residents within the proposed Conservation Area. The letter outlined the extent of the area to be included, highlighted some of the local landmark buildings and delineated some of the controls that would apply in a conservation area. Occupiers who wanted to learn more about the proposal were invited to contact the Conservation Officer for further details. Five letters have been received - four in support and one objection and five supporting telephone calls have been received. The written objection wished for their building - a motor factors and parts distributors depot at no. 33 Macaulay Road - be excluded. The building, however, is of some architectural merit and is a good example of an early 20th Century industrial building with panelled brick gables to each side and a five bay clerestorey of large window

lights. The front elevation also incorporates five window bays between projecting pilasters with a later projecting entrance. If this building were not included it would create a doughnut effect within the existing and proposed extension to the conservation area.

3.2 Letters have also been sent to the local amenity societies and to English Heritage. Telephone calls of support have been received from the Clapham Society, the Clapham Antiquarian Society and English Heritage. As a result of consultation a request for a small extension to include the Clapham Manor Primary School on Stonhouse Street and the Grade II listed Italianate villas at nos. 122-124 Stonhouse Street has been included.

#### 4. Effects of Designation

4.1 Under the Town and Country Planning General Development Order 1988 ( 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) Conservation area consent is required to demolish buildings within a conservation area (Section 74 of the Act).
- (ii) Some permitted development rights are restricted within a conservation area, e.g. neither stone cladding or roof extensions are allowed without planning permission.
- (iii) Consent for all advertising hoardings, temporary or permanent, is required.
- (iv) 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 desired.
- (v) The design quality of all new development in a conservation area is important. PPG15 and Section 72 of the Act state that all development is required to preserve or enhance the character or appearance of the conservation area. PPG15 goes on to state that what is important is not that new buildings should directly imitate earlier styles, but that they be designed with respect for their context, as part of a larger whole which has a well established character and appearance of its own. There is a duty on the Council therefore to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation areas.
- (vi) The council could also make a direction under Article 4(1) of the GDO, further restricting permitted development rights within the conservation area. This would need to be approved by the Secretary of State. It could be used to remove the rights to alter the original doors and windows in a terrace, or to paint the brickwork of the buildings.
- (vii) Once a conservation area is designated there is a duty on the Council to formulate and publish proposals for the preservation and enhancement of the area.



This could include design guidance to owners which would set the policy framework for the type of development that would be acceptable within the conservation area. It would also mean that the Council's implementation programme for traffic management would take the preservation and enhancement of the conservation area into consideration.

(viii) Conservation Area Status can also mean that a number of possible funding sources for the repair of buildings in the area can be sought.

## 5. Procedure after Designation

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

- (i) All owner/ occupiers of properties in the conservation area would be written to informing them of the designation, notice would also be published in the local press and the London Gazette.
- (ii) English Heritage would be notified of the designation.
- (iii) The production of character statements and design guidance would be reported to Committee for approval as resources permit.
- (iv) All properties within the conservation area will be subject to land charges.

## 6. Legal Powers and Advice

6.1 The Planning (Listed Building and Conservation Area) Act 1990 gives the Council power to declare a conservation area. 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."*

6.2 Section 69(4) states that:

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

6.3 Section 70(8) of the Act states that the Local Planning Authority 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 local planning authority.

6.4 Section 71 (1), (2) and (3) of the Act identifies future duties on the Council associated with a designation, stating:

"(1) It shall be the duty of a local planning authority from time to time to formulate and publish proposals for the preservation and enhancement of any parts 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 local planning authority shall have regard to any views concerning the proposals expressed by persons attending the meeting."

#### 7. Financial Implications

7.1 There may be a financial implication to the Council as Rectory Gardens is held in the Housing Revenue Account. A recent report which recommended the disposal of the buildings to the adjacent owners of the NECO factory site was deferred at the September Housing Committee. However, Conservation Area status does not mean that the value of the site should be diminished, on the contrary, it is reported in a survey by the RICS of the effect of conservation area status on the value of residential buildings in 'Conservation in London' (a report by LPAC and English Heritage produced in 1995) that, "residential property values are significantly enhanced by listed building and Conservation Area status." .. "Agents believe that this is due to the buyers having greater confidence that properties will maintain their value and that the locality will be likely to remain attractive."

7.2 There may be additional indirect financial implications as a result of staff time dealing with the quality of development and the threat of demolition in conservation.

#### 8. Environmental Implications

8.1 The designation of a conservation area provides the Council with additional development control powers to protect and enhance the area. It also places a duty on the Council to prepare and publish a preservation and enhancement plan for the area.

8.2 All trees within the conservation area are given protection in so far as notification of any works to a tree must be given six weeks in advance to the Council to enable it to issue a Tree Preservation Order if desirable.

#### 9. Staffing and Accommodation Implications

9.1 There are no staffing implications as a direct result of this report. However, the declaration of a conservation area involves Development Control staff in more complex procedures when handling planning applications within the designated area.

9.2 The duty to prepare and publish design guidance and enhancement schemes will require the conservation staff to undertake detailed design work and careful monitoring of schemes for implementation.

#### 10. Equal Opportunities

- (a) Race relations
- (b) Women's Rights
- (c) People with Disabilities

The designation of the conservation area will bring improvements to the building stock which will improve conditions for these disadvantaged groups. Improvements will take into account the needs of disabled people, especially through enhancement schemes such as traffic calming initiatives.

<b>Committee deadline: 29.9.97</b>					
<b>Author: Paul Duffield, DES</b>					
<b>Date drafted: 3/9/97</b>					
<b>Consultation with other Officers/Directorates</b>					
Date	Name	Directorate	Date Received	Date Cleared	Date Returned
12/9/97	S. Whitaker	CEO	12/9/97	16/9/97	16/9/97
12/9/97	Chris Lee	B SOL	12/9/97	16/9/97	16/9/97
12/9/97	Paul Davies	EDFCS	15/9/97	23/9/97	23/9/97
12/9/97	Chris Bateman	EDHS	12/9/97	23/9/97	
<b>Date sent to Committee Secretariat: 24/9/97</b>					
<b>Date received by Committee Secretariat:</b>					
<b>Date sent to Councillors:</b>					

#### 8. List of Background Documents

##### Sources

London 2: South Bridget Cherry and Nicholas Pevsner 1983  
The Buildings of Clapham, The Clapham Society, 1979.  
Report to Development Committee 22 September 1969  
Report to Planning and Development Committee 15th December 1979  
Report to the Conservation Areas Advisory Committee September 1986  
Report to Environmental Services 11/2/93: Establishment of Conservation Officer in  
Report to Special Environmental Services Committee October 1993  
DES Town Planning Division (ref. no. ES/115/92-93).  
Report to Environmental Services Committee 15.6.95: Objectives for Committee and  
Work Programme (Ref. ES 20/ 95-96).

Report to Environmental Services Committee 22.9.94: Conservation Area Work  
Programme (Ref. ES /94-95)  
Conservation in London, English Heritage and LPAC 1995