

Executive
(30 September 2002)

Review of Existing Conservation Areas - Extension of the Clapham Conservation Area (CA 1) (Clapham Town & Clapham Common Ward)

Report by: Lambeth Planning, CE's Department

Formal internal consultation has taken place with Lambeth Planning, Legal Services, Clapham Town & Clapham Common Ward members.

External consultation has taken place with the Clapham Society, all residents within the proposed extension and English Heritage.

Deemed clearance: Lambeth Planning

Authorised for submission by: Les Brown, Assistant Director of Planning

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PURPOSE

To review the boundaries of the Clapham Conservation Area (CA 1).

RECOMMENDATIONS

- (1) That the Executive approves the extension of the Clapham Conservation Area under section 69 of the Planning (Listed Building & Conservation Areas) Act 1990 as shown on Plans DES/PP/548 and DES/PP/551.
- (2) That the Executive approves the de-designation of Minnie Kidd House and Fernbank Mews as shown on Plan DES/PP/547.
- (3) That the Executive approves the detailed boundary of the area as shown on Plan DES/PP/549.

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 Historic areas are recognised for the contribution they make to our cultural inheritance and economic well-being. Existing and potential conservation areas are currently being reviewed by the Council in accordance with guidance contained within Planning Policy Guidance (PPG15) issued by the Department of National Heritage and the Department of the Environment in September 1994, Conservation Area Practice (English Heritage, 1995) and Conservation Area Appraisals (English Heritage, 1997). 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 Unitary Development Plan, adopted in 1998. Policy CD1 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 it is desirable to preserve or enhance. PPG15 outlines that authorities should periodically review existing conservation areas and their boundaries. Consideration should also be given to the cancellation of designation where an area, or part of an area, is no longer felt to possess the special interest which led to its original designation. The Clapham Conservation Area has been specifically identified as a priority for extension.

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). 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.

1.4 A detailed assessment of the boundaries of the Clapham Conservation Area has been completed and the purpose of this report is to examine whether the current boundaries are adequate when set against the new standards outlined within PPG15 and guidance issued by English Heritage as outlined above. These standards include the historic development of the area, prevailing uses, characteristic styles and materials, the character and relationship of spaces within the area, significant vistas and the extent of loss, damage or intrusion.

1.5 The Clapham Conservation Area was originally designated in 1968 and extended in 1969, 1976, 1980, 1985 and 1997. In reviewing the boundaries of the Conservation Area it is intended to rectify the exclusion of a number of buildings whose historic interest was not recognised at the time of designation over 30 years ago, particularly the range of 1860s development along Broadhinton Road, Lambourn Road and North Street. 57-73 Venn Street form a part of the commercial heart of Clapham, linked physically and visually to Clapham High Street, and have townscape value that warrants their incorporation. It is also proposed to de-designate Minnie Kidd House and Fernbank Mews which are both modern developments set within the grounds of the former South London Women's Hospital.

2. Justification

Historic Context

2.1 The proposed extensions to the Clapham Conservation Area includes Broadhinton Road, sections of North Street and Lambourn Road, and 57-73 Venn Street.

2.2 The earliest settlement of Clapham was situated close to Wandsworth Road, centred around North Street, Turret Grove and Rectory Grove. The wider area consisted largely of open countryside up until the early 19th century, dotted with individual villas and houses which took advantage of the views towards London.

2.3 During the 19th century, the spread of London's population southwards prompted pressure for new housing. The arrival of the London, Chatham and Dover Railway in 1863 resulted in the opening of nearby Wandsworth Road railway station, whilst the intensive train services along the South London Line, opened in 1867, linked Victoria with the City at London Bridge and Ludgate Hill. However, it

was the tram services along arterial routes such as Wandsworth Road which firmly established the area as within commuting reach of central London.

2.4

Clapham Conservation Area contains some of the earliest surviving development from the original Clapham village, as well as a wide range of later buildings in a multitude of architectural styles. The proposed extension consists almost wholly of residential development from the 1850s and 1860s, although 93-95 North Street are believed to date from c.1750, representing some of the immediate area's oldest buildings.

2.5

The mid 19th century buildings on Broadhinton Road, North Street and Lambour Road represent the stage in Clapham's development when early 19th century ad hoc building gave way to larger scale development, and open fields began to be covered with small scale terraces to house the area's workers and artisans. The proposed extension is therefore notable for the local historical and architectural significance of this type of development. These buildings pre-date the later 19th century acceleration from craft based methods of building to mass production within the industry. The fewer surviving examples of this type of building, relative to those dating from the post-1870 speculative housing boom, make it important to confer them with conservation area status.

2.6

57-73 Venn Street are part of a later phase in Clapham's history. The site of the present day Venn Street was covered by a warren of lanes and cottages such as Waterloo Place, which were cleared in the 1890s and the streets realigned for new housing and commercial development. No 57-61 Venn Street is an infill development dating from c.1950s.

Architectural and historic qualities of the proposed extension to the Clapham Conservation Area

2.7

The buildings along Broadhinton Road and North Street are small in scale, consisting of either two storeys or two storeys with a basement. This feature, combined with narrow street frontages creates a fine visual grain to the area. The buildings on Lambour Road are larger at three storeys with a basement. Generally these properties are characterised by their yellow stock bricks, shallow pitched roofs behind parapets and restrained Italianate detailing, with rendered bands, and in some cases heavy cornices, to the front facades and modest surrounds to the windows and doors.

Broadhinton Road

2.8 Broadhinton Road was laid out from 1863 by Ekens & Williams and is lined with modest houses of a type typical to the area.

2.9

The properties at nos.1-21 along the northern side of the road, represent a particularly unified and complete phase of development, mirrored on the southern side of the road at nos. 35-44. Horizontal emphasis is created by the heavy stucco dentil cornice running along the length of the terrace, further emphasised by a stucco band at 1st floor level. A strong rhythmic pattern is also created by the regular repetition of windows and paired entrance doors along the terrace. The houses retain many of their original doors and windows, as well as cast iron decorative features to their window cills.

2.10

Nos. 23-30 are built on a slightly larger scale, with a basement floor and later added mansards. These buildings have all had their front facades painted, unfortunately obscuring their original mellow brickwork. These buildings also have a canted bay feature at raised ground floor level. Nos. 23-27 differ slightly from

adjacent properties with their tripartite windows at 1st floor level. To the rear of 23 Broadhinton Road sits The Farm House, a two storey stuccoed backland cottage.

North Street

2.11 The west side of North Street was developed from 1860 onwards. The two storey buildings at nos.67-77 are identical to those found on the northern side of Broadhinton Road. The building line rises at nos. 75-77 and the houses are built here with a semi-basement level and slightly more ornate stucco decoration. This pattern is continued at nos. 81-91.

2.12 The pair of houses at nos. 93-95, although much altered, are believed to date from c.1750, standing three storeys tall with marked diminishing fenestration. Their shallow window reveals suggest construction prior to the 1774 Building Acts which required windows to be set back 4 inches behind the façade of the building. The houses were originally semi-detached with side entrances but are now part of a continuous terrace.

2.13 The short terrace at nos. 99-101 are three storey stock brick houses dating from c.1880s. A large arch through the ground floor of no.97 gives access to workshops in the courtyard behind, an example of the varied usage pattern and established backland development which characterises the Clapham Conservation Area. These buildings follow the general pattern and appearance of development established by the adjacent pair of properties at 93-95, with their flat fronted elevations and parapet roofs.

Lambourn Road

2.14 The properties in this road were also developed by Ekens and Williams, at the same time as those in Broadhinton Road. Consequently they share many of their features and detailing, including a heavy stucco cornice and stucco window and door surrounds, but with the addition of a canted bay at raised ground floor level as well as tripartite 1st floor windows.

2.15 Only no.1 and no.3 differ in general appearance from the other buildings on Lambourn Road. No.1 is a two storey cottage with a symmetrical façade and pitched roof, which appears older than adjacent development, whilst no.3 has been substantially altered.

Venn Street

2.16 Nos. 63-73 Venn Street date from c.1896 and stand three storeys tall with shops at ground floor level. The properties are constructed of yellow stock brick with pitched slate roofs and prominent chimney stacks. The front elevation has red brick dressings and flat rendered lintels to the windows, whose upper portions are subdivided into six small lights. Brick pilasters and prominent console brackets frame the shopfronts and entrances to the upper floors. There are attractive historic timber shopfronts at nos.63-69 with centrally placed recessed doorways, moulded fascias, decorative iron grilles and a transom light subdivided into small panes.

2.17 The infill development at nos. 57-61 Venn Street consists of a four storey stock brick building with horizontally aligned Crittall windows. This building has been included within the proposed extension as it's shopfronts form part of the parade of commercial units along the north side of Venn Street and contribute in terms of townscape value. The building is considered to have a neutral impact on the character and appearance of the Conservation Area.

Townscape features, relationship of the built environment to the landscape and the contribution made by green spaces, trees and hedges to the character of the CA

- 2.18 Wandsworth Road runs along a ridge with the land falling steeply away northwards towards the Thames. This topography is clearly visible when looking down North Street and Lambourn Road, with clear views of central London.
- 2.19 Broadhinton Road is entirely straight and the repetition of small scale residential units and consistent building lines give it a strong rhythmic pattern. The overriding impression of the street is one of unity and coherency, with the charm of these buildings derived from their diminutive scale and largely unspoil appearance. The houses retain a relatively strong front boundary treatment, defined by wooden fences and low bushes or hedges. This soft landscaping also adds to the quiet suburban character of the streetscene.
- 2.20 Both North Street and Lambourn Road are more urban in character than Broadhinton Road. The basement storeys to the houses on Lambourn Road and at nos. 75-91 North Street have ensured that a strong boundary between the public and private realm has been retained. Soft landscaping at nos. 67-73 North Street, in conjunction with low walls and railings has ensured that front gardens have not been encroached upon.

The extent of loss, intrusion or damage to the special character of the CA and

- 2.21 Whilst Broadhinton Road and the 1860s development on North Street is remarkably complete and unspoilt, the properties on Lambourn Road have, in a number of cases been painted, whilst no.1 has had its windows unsympathetically altered and no.3 has been rebuilt as flats but with addition of an unattractive and oversized mansard roof. Nos. 93-95 North St have had their facades rendered and painted whilst later additions to their window openings have robbed them of much of their early character.
- 2.22 Twentieth Century development within the proposed extension is limited to Broadhinton Court at nos. 31-33 Broadhinton Road, 79 North Street and nos. 57-61 Venn Street. Broadhinton Court is a typical 1950s infill development constructed of red brick, with a flat roof and Crittall windows. Its appearance is fairly utilitarian however in terms of its size, scale and building line it generally has an overall neutral impact. 79 North Street also follows the building line and scale of its neighbours and although its fenestration pattern is unsympathetic it does not significantly detract from the appearance of the proposed extension to the Conservation Area.

De-designation of Mimmie Kidd House & Fernbank Mews

- 2.23 It is proposed to remove Mimmie Kidd House, built in 1996, and nos. 1-16 Fernbank Mews, dating from 1997, from the Clapham Conservation Area which was extended to include the entire South London Women's Hospital site in 1985, following the closure of the hospital in 1984. Subsequently, parts of the site have been sold and developed. Mimmie Kidd House and Fernbank Mews are backland developments occupying separate curtilages to the hospital and, being aligned towards Hazelbourn Road, no longer have a physical relationship with the Conservation Area. The Conservation Area boundary is anomalous at this point as it runs halfway between Fernbank Mews and similar modern developments in adjacent Joseph Powell Close.

Summary

The proposed extension to the Clapham Conservation Area contains important examples of Clapham's mid-19th century small scale development. The inclusion of the commercial terrace along Venn Street is consistent with the mixed use character of the Clapham Conservation Area, forms part of Clapham's historic town centre and includes characterful, high quality shopfronts. It is considered that the new extended Conservation Area, with these inclusions, will more adequately protect the historic character of Clapham and represent a more complete picture of its historical and architectural development.

Similarly, the exclusion of the recent 1990s development on part of the former South London Hospital for Women site removes an ambiguity from the Conservation Area.

3. Public Consultation

3.1 Letters of consultation asking for the views of owners of properties were sent on 11 June 2002. These letters outlined the type of controls that would apply within the Conservation Area. The consultation period ended on 5 July 2002. The consultation resulted in 9 representations to the Council. These consisted of 7 letters of support for the proposal, 1 letter where neither support or objection was clearly expressed and 1 letter expressing support but with reservations. A fuller account of the more detailed representations are outlined below:

- The owner of 17 Broadhinton Road welcomes the additional planning controls that Conservation Area status would bring and expresses the view that the addition of mansard roofs, car parking in front gardens and painting to fairface brickwork facades should be avoided on Broadhinton Road in order to preserve or enhance its character.
- The owner of 91A North Street expresses the desire to see the restoration of any original architectural elements to the houses as well as the preservation of its character. In addition, they are particularly pleased to see the inclusion of the workshop area to the rear of North Street.
- Another supporter of the proposal indicates that they were surprised that Broadhinton Road was not already part of a Conservation Area due to its homogenous, traditional character.
- The owners of North Street Mews expresses their sympathy for the aims of the proposal but also concern about the inclusion of North Street Mews within the extension due to the complex's lack of any discernible architectural style or character. North Street Mews are adjudged to have a neutral impact on the character and appearance of the Conservation Area and therefore its redevelopment would be encouraged. The proposed boundary has been drawn so as to include the historic buildings at 91-101 North Street and the buildings on the corner of North Street and Wandsworth Road, and North Street Mews are therefore logically included within this boundary.

Consultation documents and a condensed character appraisal for the proposed Conservation Area were also sent to English Heritage and the Clapham Society.

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 this site. These are outlined below:

- (i) Designation would take effect on the date of the Executive's resolution to agree to the recommendations in this report.

- (ii) Conservation Area Consent is required to demolish or partly 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 satellite dishes 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 states 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.

5. Procedure after Designation

Following Executive approval of this report a number of actions would be undertaken:

- (i) The occupiers of the properties within the area designated as an addition to the Conservation Area would be informed in writing of the designation, which would also be advertised in the South London Press and London Gazette.
- (ii) English Heritage, the Secretary of State (Government Office for London) and the Borough Land Charges section would be notified of the decision.

6. Legal powers and advice

- 6.1 The Planning (Listed Buildings & Conservation Area) Act 1990 gives the Council power to review existing conservation areas and their boundaries. 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 (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.
- 6.4 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 an 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."

7. Environmental Implications

The designation of this addition to the Clapham 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.

8. Financial Implications

Approval of the recommendations will result in the expenditure of about £50 for advertising the designation in the South London Press and London Gazette – the requisite budget is held by the Planning Division Business Unit.

9. Staffing and Accommodation Implications

There are no direct staffing implications as a result of this report. The duty to prepare public design guidance and enhancement schemes is already part of the conservation team's future programme.

10. Audit Trail

Committee Deadline (first in cycle):				21 May 2002
Author: Hannah Walker				
Date Drafted:				
CONSULTATION WITH OTHER OFFICERS/DIRECTORATES				
NAME	DIRECTORATE	DATE SENT/ RECEIVED	DATE SENT/ RECEIVED	DATE Cleared/ RECEIVED
Edmund Bird	Lambeth Planning	30 May 2002		5 June 2002
Ed Watson	Lambeth Planning	11 June 2002		9 July 2002
Les Brown	Planning	11 June 2002		11 June 2002
Peter Flockhart	Legal	13 June 2002		9 July 2002
Clr Sawdon		20 August 2002		10 Sept 2002
Date sent to Democratic Services:				11 Sept 2002
Date sent to Councillors:				20 Sept 2002

11. List of Background Documents

Planning (Listed Buildings & Conservation Areas) Act 1990

Department of the Environment & Department of National Heritage: Planning Policy Guidance (PPG15); Planning & the Historic Environment (September 1994)

English Heritage. Conservation Area Practice (October 1995)

English Heritage. Conservation Appraisals (March 1997)

The Buildings of Clapham. The Clapham Society (2000)