

Review of Existing Conservation Areas & their boundaries - Review No. 2 - Kennington Conservation Area (CA 8)
(Princes Ward)

Report by the Director of Environmental Services

Consulted Formally: CEO, B.Sol, EDFCS & EDHS

Authorised for submission by:

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PURPOSE

To review the Kennington Conservation Area (CA 8) and its boundaries

OPTIONS & RECOMMENDATIONS

- (1) That the Committee approves the extension of the Kennington Conservation Area and the further modification to exclude a small area of land from the existing Conservation Area, under section 69 of the Planning (Listed Building & Conservation Areas) Act 1990 as shown on Plan No. DES/PP/409
- (2) That the Committee approves the detailed boundary of the area as shown on Plan No. DES/PP/409

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. 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 C1 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.



LAMBETH
ENVIRONMENTAL
SERVICES

job title

Proposed Boundary Extensions to the
Kennington Conservation Area

job number

DES/PP/409

scale

1:4000

date

14/08/9797

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1.3 The proposal to extend the Kennington Conservation Area was identified as a priority in the report on the review of existing conservation areas and their boundaries which 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 rectifying of anomalies, often caused by developments which have taken place subsequent to the original designation of a conservation area, and the inclusion of buildings of historic interest which were not recognised at the time of the original designation - in this case nearly 30 years ago. The Kennington Conservation Area was identified as a priority case for review due to the considerable development pressures in this part of the borough.

1.4 The Kennington Conservation Area is the second conservation area to be re-assessed under the borough-wide review. It is one of Lambeth's first conservation areas - designated in 1968 to protect Cleaver Square, part of the Duchy of Cornwall Estate and a stretch of Kennington Road/Kennington Lane. A small extension was made in 1969 to include the old Lambeth Town Hall and Kennington Green, and a further one was designated in 1980 to include the East Estate (Methley Street etc), Kennington Road School (now flats) and two further stretches of Kennington Road and Kennington Park Road.

1.5 A detailed re-assessment of the Kennington 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, and in Conservation Area Practice issued by English Heritage in October 1995. 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.

2. Justification

Following a comprehensive review of the conservation area and its boundaries several anomalies and deficiencies have been identified and to remedy these, certain small changes are now proposed.

2.1 The most obvious anomaly is the boundary at the northern tip of the Conservation Area which runs diagonally through the middle of Rupert House on Kennington Road - a large four storey block of flats completed in c1980. In 1968 the boundary had some relevance but the demolition of a number of properties in this area in the 1970's has made a nonsense of the current boundary. Although Rupert House does share the similar basic massing of the much older properties on Kennington Road, it is considered that it is not of a sufficient architectural quality to merit inclusion. The post-war terrace on Chester Way does not respect the building line, height or massing of its Edwardian neighbours and is of a rather weak design with vague Georgian references - a building type common in the 1960's and 1970's throughout the country. It would therefore be difficult to argue that this terrace is of special architectural or historic interest worthy of inclusion within the conservation area. It is considered that neither this terrace or Rupert House make a positive contribution to the character or appearance of the Conservation Area which is primarily composed of elegant Georgian, Victorian, Edwardian and inter-war properties. It is therefore proposed to exclude this block of flats and the adjoining three storey terrace of a similar date (Nos. 25-30 Chester Way) from the conservation area and redraw the boundary accordingly, reducing the size of this part of the conservation area.

2.2 Five areas immediately adjoining the existing Conservation Area boundary have been identified as worthy of inclusion within the Conservation Area. These consist of the following:

(i) The western part of the Duchy of Cornwall Estate

A major anomaly has been the exclusion of part of the Duchy of Cornwall Estate - the western boundary selected in 1968, and never extended, excluded several important buildings erected by the Duchy earlier this century. These are all now Grade II Listed Buildings and consist of Woodstock Court (an Edwardian building completed in 1914 by Adshead & Ramsey), a former Day Hospital for Children (also erected in 1914 by Adshead & Ramsey), Newquay House (an elegant block of flats designed by Louis de Soissons in 1933) and the former Beaufoy Institute (now an annex to Lillian Bayliss School) built in 1907. Other buildings of historic interest included within this extension are the very attractive early Twentieth Century terraced properties of stock brick with red brick dressings (some with classical pediments over the arched entrances to the flats) fronting the northern half of Courtenay Street (Nos. 7-43 & Nos. 12-52), and smaller groups in Orsett Street (Nos. 23-35 & 36-38) and Newburn Street (Nos. 23-27). Also included are the Duchy Arms - an elegant classical style c1920's public house on a prominent corner site, Edward House - an attractive four storey building with overhanging eaves, tall chimneys and rendered quoins on the corners of the street elevation - one of the earliest block of flats to be built by Lambeth Borough Council (1931), No. 60 Sancroft Street (c1938) and Trevoze House (1933) - two other interesting 1930's buildings believed to be by Louis de Soissons.

(ii) The Pilgrim Public House and Nos. 251 - 261 Kennington Lane

This small group consists of two short terraces of four storey houses of a matching early Victorian style (c 1860's) - stock brick elevations with Italianate features such as the stucco cornice, window surrounds and roofs concealed behind a heavy parapet; and a red brick three storey Twentieth Century Georgian style public house - The Pilgrim which dates back to the Festival of Britain era. The frontage is enhanced by extensive soft landscaping including a mature tree, shrubs and smaller trees in the front gardens and splendid window boxes and hanging baskets which add create a colourful frontage to the public house. This group continues the established building line and general massing of the adjacent Grade II Listed late Eighteenth Century terrace and is therefore a worthy extension to this part of conservation area.

(iii) Nos. 1-27 Montford Place

No 3 and Nos. 7-25 Montford Place are Grade II Listed Buildings which date back to c1780 - a group of fine mid Georgian terraced properties built of stock brick in Flemish bond, retaining several historic features such as fanlights, spear head railings, Regency panelled doors and some original sash windows. Nos. 1 and 5 have been rebuilt in this century but follow the same building line, massing and general design as their 200 year old neighbours. The massive Victorian gasometers form an imposing backdrop at the end of the street. The large former distillery complex on the northern side of Montford Place has been excluded from the conservation area as it is of no particular architectural interest.

(iv) The Kennings Estate - White Hart Street

This is one of the earliest of the inter-war LCC estates to be built in Lambeth and consists of seven blocks which are named after manors of the Duchy of Cornwall such as Fowey House, Helston House, Liskeard House etc. The estate was built between 1927-28 to accommodate over 700 people. It is of a very high quality of design with very attractive four and five storey blocks of stock brick elevations relieved by elegant decorative red brickwork including redbrick quoins at the corners of the blocks and on the chimney shafts on the flank walls. The blocks face green spaces of lawns and trees on one side and hard surfaced courtyards on the other. The roofscape is particularly handsome with fine beehive style mansard roofs given added character by the dormer windows and tall chimneys. The 1930's telephone exchange which adjoins the estate is also included by virtue of its handsome elevation of stock brick and the unusual decorative stone keystones incorporating the heads of three gods.

(v) 97-101 Kennington Lane, Centenary Hall & 50-54 Cottoington Street

This small group of nineteenth Century properties are all of stock brick with red brick dressings built in c1880's - three 3 storey shops with flats over, two three storey town houses and an attractive late Victorian community hall built in 1883. They are the last remaining Nineteenth Century historic properties at this end of Kennington Lane which follow the same building line, traditional materials and general massing as the late Georgian terraced properties within the existing Conservation Area boundary. The remaining stretches of Kennington Lane and Cottoington Street were re-developed in the 1960's with large local authority high and medium rise housing estates which are excluded from the proposed extension of the conservation area.

2.3 Summary

The above proposed modifications have all been carefully assessed in accordance with the criteria recommended by English Heritage and all five extensions are considered worthy of being included within the Conservation Area. The properties proposed to be included within the conservation area are an important and coherent part of the overall historic character of Kennington. They largely share the same building materials (primarily elevations of stock brick, some with red brick dressings), similar building lines, massing, building heights and also the same uses - overwhelmingly residential with some ground floor retail accommodation. Several of the individual buildings are by the two architectural practices employed by the Duchy of Cornwall between 1911 and the 1950's - Adshead & Ramsey and Louis de Soissons - who probably did more to shape the character of Kennington's built heritage than anyone else. It is considered that the Conservation Area with these five extensions will be far more relevant than the present designated area which has a number of anomalies and important omissions. The new Conservation Area will protect all of the historic core of Kennington with far more appropriate boundaries - most of which mark an obvious break between this historic core and the largely post-war housing estates which surround the enlarged conservation area boundary.

3. Public Consultation

3.1 Letters of consultation asking for the views of owners of the properties within the proposed extensions to the Kennington Conservation Area were sent on 28th August 1997. These letters also outlined the type of controls that would apply within a conservation area. The **Manor of Kennington Residents Association** wrote to say that 'they warmly welcomed the proposals' although they expressed reservations concerning the exclusion of the modern block of flats (Rupert House) and post-war townhouses on Chester Way which they felt should be included (see sec. 2.1). The **Kennington Cross Neighbourhood Association** has written to advise the Council of its 'unanimous support for the proposed extensions' referring to them as logical adjustments, expressing their particular support for the proposed inclusion of Montford Place, the Pilgrim pub and adjacent houses on Kennington Lane. They also urge the inclusion of the Distillery on Montford Place (see sec 3.3). The **Vauxhall Society** wrote to say that they 'very much welcome the proposal', particularly the inclusion of former Duchy properties which 'would provide long-overdue redress for their somewhat illogical omission', the LCC Kennings Estate and the distillery buildings. (see sec. 3.3)

3.2 Two local occupiers have also written, one 'wishing the Council success in their efforts to preserve the beauty of the past and the aura of the historic area' and another (a local doctors practice) welcoming the proposal, but urging the Council to further extend the conservation area to include the Moffat clinic on Sancroft Street (this suggestion is logical and has been incorporated into the proposed area of extended designation) and also Sancroft House a block of c1940's council flats - this latter suggestion is not incorporated since it is considered that this building is of a different character from the former Duchy Estate.

3.3 English Heritage have written to suggest that the proposed additions to the conservation area are further extended to include the Distillery Building on Montford Place which it describes as 'handsome building that is not without some architectural interest on a site which is almost certainly of some historic interest to the Kennington area'.* This suggestion was conveyed to the owners of the site (Allied Domecq) who commissioned Daniel Smith to prepare a detailed report to demonstrate that their site was not worthy of conservation area status and should therefore not be included. The report concludes that the use, age, scale and height of the buildings and the quality of the townscape is incompatible with the character and appearance of the conservation area. They have produced evidence that the only building of any historic interest is the Old Distillery (formerly Haywards Pickle Factory) built in circa 1910 which was damaged in the last war. They also do not support the inclusion of the Pilgrim PH and adjacent mid Nineteenth Century houses which they say date from a later period than the majority of the buildings along Kennington Lane/Road (in fact this is incorrect as most of the buildings on Kennington Lane are more recent - dating from the first four decades of the Twentieth Century), therefore these comments are not considered to be valid.

3.4 It would be difficult to justify including just this building in the conservation area since it is surrounded on all four sides by post-war industrial structures which are very utilitarian and of no architectural interest. If the site were to be redeveloped in the future it is hoped that the Edwardian building would be retained and if necessary converted to a new use. However it is considered that on balance, the inclusion of the distillery site would not be appropriate as, overall it does not contribute to the character or appearance of the conservation area - indeed it could be argued that most of the buildings actually detract from this character.

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 or partially 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 (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 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.

5. 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 an extension to the 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.

6. Legal Powers and Advice

6.1 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".

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 dates 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 parts of their area which are conservation area.

"(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 extension of the Kennington 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

There are no financial implications to the Council as a direct result of this report.

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- 6.2 Section 69 (4) states that:

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- 6.3 Section 70 (8) 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 identifies future duties on the Council associated with a designation, stating:

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There are no financial implications to the Council as a direct result of this report.

8. Environmental Implications

The extension of the Kennington Conservation Area provides the Council with additional development control powers to protect and enhance this site. It also places a duty on the Council to include this site within a plan outlining the aims of preserving and enhancing the Conservation Area as a whole.

9. Staffing & Accommodation Implications

There are no staffing implications as a direct result of this report. The additional powers associated with the extension of the Conservation Area could generate additional workload for Development Control staff, but it is anticipated that this will be minimal given the small area of the extension. The duty to prepare public design guidance and enhancement schemes is already a part of the conservation team's future work programme.

10. 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 the 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).

Sources

Report to Environmental Services 11.2.93: Establishment of Conservation Officer in DES Town Planning Division (ref no. ES/115/92-93).

Report to Environmental Services Committee 15.6.95: Objectives for Committee & Work Programme (ref no. ES 20/95-96).

Planning (Listed Buildings & Conservation Areas) Act 1991

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)

Assessment of the former Regal Cinema undertaken by English Heritage utilising the original Architectural Record of Design & Construction from the Royal Institute of British Architects archives.

Enter the Dream House-memories of Cinemas in South London from the 20's to the 60's.(M.O'Brien & Allen Eyles)

11. Audit Trail

Committee deadline: 2.6.97					
Author: B. Miles, MPTs					
Date drafted: 30.4.97					
Consultation with other Officers/Directorates					
Date	Name	Directorate	Date Received	Date Cleared	Date Returned
20.5.97	P. Davies	EDFCS	21.5.97	28.5.97	28.5.97
20.5.97	O. Barcaly	B SOL	21.5.97	28.5.97	28.5.97
20.5.97	Deemed	EDHS			
Date sent to Committee Secretariat: 2.6.97					
Date received by Committee Secretariat:					
Date sent to Councillors:					

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11. Background Documents

Planning (Listed Buildings & Conservation Areas) Act 1991

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)

Survey of London Vol. XXVI Part II: Southern Area - London County Council 1956

The Buildings of England - London 2: South - Bridget Cherry & Sir Nicholas Pevsner 1983

The Thirties Society - A Walk in Kennington (Nicholas Long 1988)

Material from the Duchy of Cornwall Kennington Estate Archives

12. Audit Trail

Committee deadline: 29th September 1997					
Author: Edmund Bird-Conservation Officer ext.67182					
Date drafted: 14th August 1997					
Consultation with other Officers/Directorates					
Date	Name	Directorate	Date Received	Date Cleared	Date Returned
9/9/97	P. Davies	EDFCS	10/9/97	22/9/97	22/9/97
9/9/97	C. Lee	B SOL	10/9/97	16/9/97	16/9/97
9/9/97	P. Harf	CEO	10/9/97	16/9/97	16/9/97
9/9/97	N. Kingston	EDHS	10/9/97	17/9/97	17/9/97
Date sent to Committee Secretariat: 24/9/97					
Date received by Committee Secretariat:					
Date sent to Councillors:					

* English Heritage, following further consideration, have now withdrawn this suggestion and now feel

it would not be appropriate to include the distillery complex in the Kennington Conservation Area.