

Officer delegated decision

Decision: 18 July 2016 (provisional)

Conservation Areas - Proposed Boundary Changes

Wards: Bishops, Clapham Common, Ferndale, Oval, Prince's, Streatham Wells, Vassall Wards

Report Authorised by: David Joyce, Programme Director – Planning and Development

Portfolio: Cabinet Member for Jobs and Growth Jack Hopkins

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Report summary

As part of the on-going programme of preparing conservation area character statements the boundary of each existing conservation area is assessed. This work has resulted in proposed boundary changes for twelve conservation areas.

The proposed boundary changes were included in the consultation drafts of the character statements. The consultations ran from 11 January 2016 to 14 March 2016. Consultation responses to the proposed boundary changes have been considered and this report makes proposed recommendations in the light of these.

Finance summary

The issuing of statutory notices and associated notification and correspondence with residents will be undertaken within existing budgets.

Recommendations

- (1) To agree the boundary changes to conservation areas [Albert Embankment CA, Clapham Park and Northbourne Road CA, Lambeth Palace CA, Minet CA, Southbank CA, Stockwell Green CA, Streatham Common CA, Trinity Gardens CA, St Mark's CA, Vauxhall CA, Vauxhall Gardens Estate CA and Walcot CA] as set out in the maps contained within Appendix 1.

Context

- 1.1 The Planning (Listed Buildings and Conservation Areas) Act 1990 requires the Council to review its conservation area boundaries 'from time to time'. In Lambeth this work is generally undertaken when conservation area character appraisals are being prepared.
- 1.2 Between January and March 2016 the Council consulted on a number of draft conservation area character appraisals. Some of those included proposed boundary changes. All consultation responses relating to boundary changes have been considered and the recommendations drawn up in the light of these. The affected conservation areas are:

Conservation Area
Albert Embankment / Vauxhall Gardens Estate / Lambeth Palace/ Southbank
Clapham Park and Northbourne Road
Minet
Stockwell Green
Streatham Common
Trinity Gardens
Vauxhall / St Marks
Walcot

2 Proposal and Reasons

- 2.1 Maps and supplementary information explaining each conservation area boundary alteration are provided in Appendix 2.

Albert Embankment CA / Southbank CA / Lambeth Palace CA / Vauxhall Gardens Estate CA

- 2.2 The proposed boundary changes include the transfer of existing parcels of land within the Lambeth Palace Estate CA, Southbank CA and Vauxhall Gardens Estate CA into the Albert Embankment CA because it is considered these parts better relate to the character of that conservation area.
- 2.3 Additionally it is proposed to extend the Albert Embankment CA to include previously undesignated areas including – railway viaduct, roadway and buildings at Newport Street, railway viaduct and associated public open space at Albert Embankment, M16 HQ, Camelford House, Tintage House and Peninsula Heights and the section of river walk at St George Wharf.
- 2.4 The response to the proposals has generally been positive. Indeed, St Thomas' Hospital is supportive of the inclusion of its whole site in one conservation area (presently it sits in two separate conservation areas with one part of its site within neither).

2.5 Camelford House and Tintagel House, Albert Embankment — These properties are not currently within a conservation area. The Duchy of Cornwall has raised objections to the inclusion of these post-war offices within the Albert Embankment CA. It considers the buildings offer dated and poor quality office accommodation and that inclusion will stifle potential future higher density redevelopment proposals on these sites which sit within the Vauxhall Nine Elms Battersea Opportunity Area. Their agents have stated that designation should not seek to protect individual buildings but rather the character of the area. Conversley, the Twentieth Century Society and Mr E Bird author of the architectural history publications published by the Council consider the buildings to be good quality examples from their period that contribute positively to the character of the River Thames. They therefore support designation.

2.6 Having assessed all the evidence in this instance officers conclude that the buildings do warrant inclusion within the conservation area because they contribute to its special architectural and historic interest for the following reasons:

- Their prominent riverside location hard on the river give this group a very strong presence on the River Thames which is not reflected in other development on Albert Embankment. This group thus has a special physical relationship with the River Thames which is a key feature of the conservation area
- The buildings – Peninsula Heights, Camelford House, Tintagel House (all three proposed for inclusion in the CA) and the M16 building (already within the Albert Embankment CA) are of comparable scale to one another and this, shared with their common siting close to the river edge means that the individual buildings contribute a group value and harmonious character to the river frontage.
- Camelford House and Tintagel House both have a form and massing which is bold and attractive. They have been designed to be appreciated in distant views from across the river. The same can be said of the M16 building which is already within the conservation area.
- Architecturally the buildings are refined and carefully considered Their brick and Portland stone palette is similar to that of other buildings in the conservation area such as the grade II listed 8 Albert Embankment.
- The buildings provide a suitable unobtrusive setting for M16 building (proposed for local listing and already in the conservation area). In views from Vauxhall Pleasure Gardens the mid rise nature of the buildings means that they do not intrude or dominate this important open space which is also proposed for inclusion.

2.7 It should also be noted that Tintagel House is currently being refurbished and has recently been granted planning permission for extension. The owner intends to implement the permission. This suggests that the building has a viable economic future. Furthermore, as has been the case elsewhere, just because the sites sit within the VNEB area and the area is identified as potentially suitable for tall building development does not mean that every site will be appropriate for tall building redevelopment. Conservation area designation itself does not preclude proposals coming forward. Any future scheme would be required (under current policy) to offer sufficient public benefits to outweigh any harm to the conservation area that demolition of alteration of the buildings might cause.

2.8 In response to the consultation local residents' groups proposed the inclusion within the Albert Embankment CA of a number of local open spaces. These are discussed individually below:

Pedlar's Park – this is a relatively modern park between Vauxhall Street and the railway embankment at Salamanca Street. It takes its name from the local tale of the Pedlar who

gifted land to the parish acre but this not the historic site. It is an attractively landscaped open space immediately adjoining the proposed revised conservation area boundary on two sides. It is considered to contribute to the architectural and historical interest of the area and is thus considered suitable for inclusion within the Albert Embankment CA.

Paradise Gardens – this is a historic burial ground at the north end of Lambeth High Street. It is enclosed by historic walls and contains historic tombstones. It is not currently designated as a conservation area. Officers consider that it is of sufficient architectural and historic interest to warrant designation. However, given its historic links to St Mary's Church, Lambeth Road (Garden Museum) and the proximity of that church it is best included within Lambeth Palace Conservation Area and not Albert Embankment Conservation Area. See para 2.8.

Amenity Spaces at Coverlay Point and Haymans Point, Vauxhall Street – these are open spaces at the base of these post-war point blocks. They have amenity value to residents but do not exhibit any special architectural or historical interest. They are not considered suitable for inclusion within the conservation area.

Former NEF building and Methodist Church, Jonathan Street / Worgan Street – these are modern buildings of no particular special character or interest. They are not considered suitable for inclusion within the conservation area because they exhibit no special architectural or historical interest which it is desirable to preserve or enhance.

Allotment gardens and play area Glasshouse Walk – this open space is already within the Vauxhall Gardens Estate Conservation Area. It relates best to that CA because of the physical and historical relationship between the space and Kennedy House and Jameson House (already within the Vauxhall Gardens Estate CA)

Clapham Park and Northbourne Road Conservation Area

- 2.09 The proposed boundary changes here relate to the inclusion of back-land development at Clapham Park Road / Kings Avenue. This development is presently enclosed on three sides by the conservation area and contains low-rise development in materials, form and detailing which contribute to the architectural and historic interest of the conservation area. No objections were received to these proposals.
- 2.10 One respondent asked that consideration be given to the inclusion of St James's Church, Park Hill which is a grade II listed post-war church immediately adjoining the western boundary of the conservation area. This is a large brick building of austere character which sits in a context of 20th Century housing and flats. The conservation area is largely characterised by 19th Century villas. The church is not considered to contribute sufficiently to the character and appearance of the conservation area to warrant inclusion.
- 2.11 It was also suggested by the Clapham West Residents Association that consideration be given to extending the conservation area further south along Kings Avenue and much further West to cover Rodenhurst Road, Elms Crescent and surrounding roads. Whilst these contain attractive residential streets these areas are large and of different character to the conservation area and physically some distance from it. For those reasons extension of the conservation area is not considered desirable.

Lambeth Palace Conservation Area

- 2.12 The character appraisal for this conservation area statement was prepared in 2013 and consultation undertaken then. However, it was not progressed until the character appraisal relating to the adjoining Albert Embankment Conservation Area was progressed.

- 2.13 The proposed boundary additions relate to the inclusion of nos. 178 and 180 Lambeth Road, the railway viaduct at Lambeth Road (and associated historic street furniture). The properties in question all date from the 19th Century and contribute to the special architectural and historic interest of the area. No objections were received.
- 2.14 It was proposed to move St Thomas' Hospital, the riverside walk, Lambeth Pier, Lambeth Bridge and Albert Embankment into the Albert Embankment Conservation Area. This land, being part of the historic embankment development is considered to be of special architectural and historic interest and is considered best placed within the Albert Embankment Conservation Area. This proposal was supported by St Thomas' Hospital.
- 2.15 It is also proposed to remove the Parliament View apartments – as a modern glazed apartment block because it does not contribute to the special architectural or historic interest of the conservation area.
- 2.16 A consultation response on the Albert Embankment Conservation Area (see para. 2.8) suggested that Old Paradise Gardens might benefit from inclusion in that conservation area. Officers consider that this old burial grounds is of sufficient special architectural and historic interest to warrant inclusion in the Lambeth Palace Conservation Area.

Lancaster Avenue Conservation Area

- 2.17 No boundary changes were proposed in the draft conservation area statement. However, respondents did make suggestions in this regard.
- 2.18 One residents suggested the inclusion of nos 21 – 28 Dalton Street. This is a commercial building of little architectural merit which is located at the edge, adjoining the boundary of the conservation area. It is currently subject to development proposals. It is not consider worthy of inclusion because the buildings in question contribute nothing to the special architectural or historic interest of the conservation area.

Minet Conservation Area

- 2.19 No boundary changes were proposed in the draft conservation area character statement. However, in responding to the consultation the Brixton Society suggested some boundary changes:
- 2.20 Former White Hart Pub, Loughbrough Road / Lilford Road – this interwar pub is prominently located adjacent to the conservation area. It is an attractive brick building of good architectural quality in a prominent location. The building is considered to contribute sufficiently to the architectural and historic interest of the Minet CA to warrant inclusion. The views of the owners / occupiers were subsequently sought and no objections have been received.
- 2.21 A small vacant plot to the immediate rear of the pub (formerly its rear garden), fronting Lilford Road and containing a TPO tree is also proposed for inclusion. The owner of this land has objected. However, it should be noted that the presence of the protected tree precludes development of the plot. The pub and plot contribute to the special architectural interest of the locality and the tree makes a significant contribution to the character and appearance conservation area. Inclusion is therefore being recommended.
- 2.22 Iveagh House, Loughborough Road – a block of post-war flats on the corner of Loughborough Road and Fiveways Road. It is a large modern style building of quality and has been identified in the borough's draft post-war heritage study to warrant local listing. However, the Minet Conservation Area is one of 19th Century residential development with an established building line. Iveagh House is at odds with this character and appearance.

For that reason it is not considered to contribute to the special architectural or historic interest of the Minet CA to warrant inclusion.

- 2.23 Nos 99 – 113 Loughborough Road – this is a Regency terrace of grade II listed buildings located to the south of the conservation area and not adjoining its boundary. It is separated from the conservation area by a post-war housing estate of no special interest. Given the physical separation from the conservation area boundary the buildings are not considered to contribute to its special architectural or historic interest. Therefore, it is not considered appropriate to include these buildings within the conservation area.

Stockwell Green Conservation Area

- 2.24 The conservation area character statement proposed the inclusion of the Hammerton Hall and no. 102 Lingfield Street. These buildings are considered to contribute to the special architectural and historic interest of the conservation area by virtue of their architectural quality (fine examples of Edwardian architecture) and their historical association with local brewing . No objections were received to this proposal.
- 2.25 One respondent asked that consideration be given to inclusion within the conservation area of:

Nos 1 – 9 Argyll Close – These terraced Victorian properties adjoining back gardens within the conservation area but otherwise are very much separate from it. They relate better to the existing streets outside the conservation area than they do to the historic development within it. The buildings do not contribute to the special architectural or historic interest of the Stockwell Green CA. For that reasons it is not considered appropriate to include them within the conservation area.

Streatham Common Conservation Area

- 2.26 The draft conservation area statement proposed the inclusion of the locally listed Thrale Almshouses within the conservation area boundary. These buildings are considered to contribute to the special architectural and historic interest of the Streatham Common Conservation Area because they share characteristics of age and architectural character with other buildings in the area and the Thrale Almshouses are a long-established historic link to the locality . No objections to this proposal were received.

Trinity Gardens Conservation Area

- 2.27 The draft conservation area statement identified an anomaly with the existing boundary which currently runs through the middle of two modern blocks of flats. To rectify this it was proposed to re-draw the boundary to omit the development. The modern blocks are being removed from the conservation area because these are not considered to contribute to the special architectural or historic interest of the area because of their age and appearance. At the same time it was proposed to include no. 54 Acre Lane because of the architectural contribution it makes to the conservation area- it being a replica villa in a row of similar properties. No objections to these proposals were received.

Vauxhall Conservation Area / St Mark's Conservation Area

- 2.27 The draft Vauxhall conservation area appraisal identified a number of boundary alterations. It is proposed to extend the conservation area northwards to include the previously undesigatged Vauxhall Pleasure Gardens and development on its edges and to Tyers Street. To the south east it is proposed to move properties on Fentiman Road and Meadow Road from the St Mark's Conservation Area into Vauxhall Conservation Area. To the south it is proposed to include Regents Bridge Gardens and historic development on Wyvil Road / South Lambeth Road. These additions are all considered to contribute to

the special architectural and historic interest of the Vauxhall Conservation Area because of their Victorian date, architectural interest and townscape value and materials etc. None of these proposals have generated objections.

2.28 The proposed boundary changes which have generated objections are as follows:

St Anne's Settlement, Harleyford Road – This locally listed post-war block is enclosed on three sides by the existing Vauxhall Conservation Area boundary and the buildings on two sides are grade II listed. The St Anne's Settlement's management have objected because they do not consider the building to be of note and do not wish designation to stop their progressing of potential redevelopment options for the site.

2.29 Having assessed the building officers consider that it contributes sufficiently to the special architectural and historic interest of the Vauxhall Conservation Area to warrant inclusion for the following reasons:

- The three storey height of the building relates well to the street scene of Harleyford Road and thus to this conservation area context.
- The prominent location at a junction means that the building is viewed in conjunction with the conservation area context and has townscape character.
- The stock brick finish and restrained architectural character is in harmony with the established character and appearance of the conservation area.
- The community uses within the site reflect the historic uses in the locality.

2.30 Conservation area designation itself does not preclude future redevelopment proposals coming forward for this site. Recent pre-application discussion on the potential intensification of development on this site has raised significant issues in relation to impacts on daylight and sunlight of neighbouring properties. This is a significant planning constraint on potential redevelopment. Furthermore, any future scheme would be required (under current national policy) to offer sufficient public benefits to outweigh any harm to the conservation area that demolition or alteration of the buildings might cause.

2.31 Vauxhall Station Railway Viaduct – Transport for London has requested that the part of the viaduct north of Kenington Lane be omitted from the conservation area extension. This is because they are considering widening one of the arches to accommodate future cycle needs and consider designation will present a constraint. Officers consider that this part of the viaduct should be included within the conservation area for the following reasons:

- The viaduct has been proposed for inclusion because of its fancy architectural treatment – arches, rusticated piers etc. contributes to the special architectural and historic interest of Vauxhall. To not include one part of the viaduct would make no sense in terms of its physical form and the contribution it makes to the special architectural and historic interest of the wider area.
- The viaduct to the immediate north is proposed for inclusion in the Albert Embankment Conservation Area. To omit this section would leave a gap in designation between the two conservation areas that would make no sense in terms of its physical form and the contribution it makes to the special architectural and historic interest of the wider area.

2.32 Conservation area designation itself does not preclude proposals coming forward. Officers consider that a well designed and sympathetic alteration could be explored. Any future scheme would be required (under current national policy) to offer sufficient public

benefits to outweigh any harm to the special interest of conservation area that an alteration of the viaduct might cause.

- 2.33 St Anne's Primary School, Vauxhall – the current conservation area boundary reflects previous development on the site which now longer exists but today –in its current form there is no justification to include part of the school site and buildings but not others. It is proposed to include the whole site as it contributes to the special architectural and historic interest of the wider area and contains historic gateways from the former buildings on the site. No objections have been received.
- 2.34 Vauxhall City Farm Premises – the new premises are currently outside the conservation area boundary. This is not justified given neighbouring sites and the farm's land are within the conservation area. The whole farm contributes to the special architectural and historic interest of the area. The Farm authorities support the proposals.
- 2.35 Vox Studios, Durham Street – this is a new building through which the conservation area currently runs. It is proposed to redraw the boundary to exclude the new building completely as it does not contribute to the special architectural or historic interest of the area. The owners support the proposal.

Walcot Conservation Area

- 2.36 The draft conservation area statement proposes the inclusion of the properties on the western side of Monkton Street and Sullivan Road because these buildings contribute to the special architectural interest of the conservation area. This was supported in consultation responses.
- 2.37 One respondent suggested that the boundary should also extend to the eastern side of nos 1 – 7 Sullivan Road and the southern side – nos 108 – 122 Brook Drive. There is merit in such a designation as the buildings are of similar age and have a similar architectural character to the properties in Brook Drive which are already in the conservation area. Furthermore, the properties on the north side of the street are within the London Borough of Southwark's West Square and Elliots Row Conservation Areas and the Brook Drive buildings in Lambeth terminate views out of those conservation areas and thus contribute positively to their settings. One objection has been received to this, the objector claiming that the properties differ sufficiently from those in the conservation area and should therefore remain outside the conservation area. Officers do not agree and recommend designation because all the buildings proposed contribute to the special architectural and historic interest of the area.
- 2.38 Another respondent suggested including no. 25a Wincott Street which is currently not in a conservation area. This former workhouse building is separated from the main body of the conservation area by the Shelley School site. Its physical separation and separate historical function (the main workhouse site is some distance further away from the CA) means that it does not contribute special architectural or historic interest of the Walcot Conservation Area and for that reasons inclusion is not recommended.

3 Finance

There are no direct financial implications arising from the recommendations. The issuing of any statutory notices, notifications and correspondence will be undertaken and funded from existing approved budgets.

4 Legal and Democracy

- 4.1 Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities to review existing conservation area designations for time to time.
- 4.2 Conservation areas should only be designated if they are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance,
- 4.3 In the National Planning Policy Framework (2012) the government reminds Local Planning Authorities that the concept of conservation areas should not be undermined by the designation of areas that are not of special interest.
- 4.4 The decision can be taken by David Joyce, Programme Director – Planning and Development. Page 100 Lambeth constitution states that:

The authority to determine town planning applications and to discharge all other functions concerning planning and development control (including but not limited to advertisement control, listed building and conservation area control and tree preservation orders) and related matters, including enforcement decisions and actions, as set out in paragraph 1 above, is delegated to the Assistant Director, Planning and Development. Although his post title has changed, he still has this power.

5 Consultation and co-production

- 5.1 The proposals and recommendations result from public engagement. The draft conservation area statements were out to consultation from 11 January 2016 to 14 March 2016. During that time they made accessible on the Council's website, notices were erected in public places, and local groups were invited to comment. Letters were also sent to properties directly affected by the proposed boundary changes.
- 5.2 If any subsequent boundary proposals came out of the initial consultation those in the views of those in the affected properties were also sought.

6 Risk management

- 6.1 None.

7 Equalities impact assessment

- 7.1 There are no equalities issues and mitigations.

8 Community safety

- 8.1 There are no implications for community safety.

9 Organisational implications

- 9.1 Environmental

The proposals will ensure that the Council continues to manage its historic built environment in a consistent manner in accordance with best practice.

9.2 Staffing and accommodation

None

9.3 Procurement

None.

9.4 Health

None.

10 Timetable for implementation

10.1 See below:

Action	Timetable
Notifications of the conservation area boundary change to the affected residents and statutory notices in the press.	Immediate effect
Updating of the Councils corporate records	Immediate effect

Audit trail				
Consultation				
Name/Position	Lambeth cluster/division or partner	Date Sent	Date Received	Comments in para:
Sue Foster	Strategic Director, Neighbourhoods and Growth	11.07.16	01.07.16	n/a
Hamant Bharadia (finance clearance@lambeth.gov.uk)	Business Partnering	11.07.16	n/a	n/a
Peter Flockhart	Legal Services	11.07.16	18/07/2016	Throughout.
Wayne Chandai (democracy@lambeth.gov.uk)	Democratic Services	11.07.16	n/a	n/a
Katy Shaw	Governance - Neighbourhoods and Growth	11.07.16	n/a	n/a
Councillor Hopkins	Cabinet Member, Jobs and Growth	01.07.16	01.07.16	n/a

Report history	
Original discussion with Cabinet Member	N/A
Part II Exempt from Disclosure/confidential accompanying report?	No
Key decision report	No
Date first appeared on forward plan	n/a
Key decision reasons	Non Key

Background information	
	<p>Draft Albert Embankment Conservation Area Statement 2016 Draft Clapham Pk & Northbourne Rd Area Statement 2016 Draft Lambeth Palace Conservation Area Statement, 2013 Draft Minet Conservation Area Statement 2016 Draft Stockwell Green Conservation Area Statement 2016 Draft Streatham Common Conservation Area Statement 2016 Draft Trinity Gardens Conservation Area Statement 2016 Draft Vauxhall Conservation Area Statement 2016 Draft Walcot Conservation Area Statement 2016</p>
Appendices	<p>Appendix 1 – Proposed Conservation Area Boundary Maps</p> <p>Appendix 2 – map showing proposed boundary change.</p>

ASSISTANT DIRECTOR OF PUAAM

APPROVAL BY ~~CABINET~~ MEMBER IN ACCORDANCE WITH SCHEME OF DELEGATION

I confirm I have consulted Finance, Legal, Democratic Services and the Procurement Board and taken account of their advice and comments in completing the report for approval:

Signature  Date 18.07.16.

Doug Black, Delivery Lead, Conservation & Urban Design.

I approve the above recommendations:

Signature  Date 18/7/16
David Joyce, Programme Director – Planning and Development

Any declarations of interest (or exemptions granted):

Issue

Interest declared