

Common Land Consent Application Clapham Common – Various Events

Heritage Statement

February 2022

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1. Introduction

- 1.1 This Heritage Statement has been prepared by Turley Heritage on behalf of Lambeth Council ('the Client') to provide appropriate and proportionate information with regard to heritage impacts arising as a result of the proposed temporary developments at Clapham Common, London Borough of Lambeth ('the Site').
- 1.2 The Application seeks approval for Common Land Consent for temporary fences and structures on Clapham Common pursuant to the operation of a series of temporary music, film, entertainment and sports recreation events in 2022
- 1.3 The proposed temporary development will comprise a variety of dismantlable structures, including numerous stage structures, marquees, tower lights, cabins, toilet facilities, and trailers, which will be bounded by security fencing.
- 1.4 By review of the Common Land Consents Policy (November 2015), an assessment of how the proposals fit into the historic context is required to support a Common Land Consent application. This requires applicants to identify local heritage and assess the effects arising to its significance as a result of the proposed development.
- 1.5 The Site is designated within Clapham Conservation Area. There are also a number of designated and non-designated heritage assets within the Site's setting which have the potential to be affected by the propose temporary development.
- 1.6 **Section 2** of this Appraisal therefore identifies the relevant heritage assets within the vicinity of the Site that may be affected by the proposals. A Heritage Asset Plan which identifies the study area and the location of the assets is provided in Appendix 1.
- 1.7 **Section 3** then provides a proportionate summary assessment of the significance of the identified heritage assets. This assessment is carried out on the basis of the special architectural and historic interest of the building, and is undertaken using existing published information, visual surveys and archival research.
- 1.8 **Section 4** provides an assessment of the impacts of the temporary proposals on the heritage significance of the identified heritage assets, as described. These are considered in light of the relevant statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy in the Framework and supported by National Planning Practice Guidance (NPPG) 2021, and local planning policy and guidance for the historic environment. This legislative and policy context is summarised in **Section 2** and set out in full at **Appendix 2**.

2. Built Heritage Context

2.1 The Planning Policy Framework (NPPF) 2021 defines a heritage asset as:

“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).”

2.2 A ‘designated heritage asset’ is:

“A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.” There are a number of non-designated and designated heritage assets within the application Site and surrounding area. There is potential, therefore, for the significance of the heritage assets to be affected as a result of the proposed development in this location, through change to character and appearance, setting, and views. This is a legislative (The Planning (LB & CA) Act 1990) and national (NPPF 2021) and also local planning policy consideration, and so requires robust and proportionate assessment as part of any application submission.

2.3 Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the general duty with regard to applications for planning permission affecting the setting of listed buildings:

“In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”

2.4 With regard to applications for planning permission within conservation areas, it is set out that:

‘s.72(1) In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.’

Conservation Areas

2.5 Conservation Areas is an area of special architectural or historic interest, the character and appearance of which is desirable to preserve or enhance.

- 2.6 Historic England has published guidance in respect of the designation and management of conservation areas, and this provides a framework for the appraisal and assessment of the special interest and significance of a conservation area.¹

Clapham Conservation Area

- 2.7 The Site is located within Clapham Conservation Area. This area was first designated by the London Borough of Lambeth in 1968, and subsequently extended in 1969, 1976, 1980 and 1997. The boundary was 'redefined' in 2002. A map of the conservation area boundary is included in **Appendix 1**. A character appraisal or management plan for the conservation area has not been prepared or adopted by the London Borough of Lambeth.

Listed Buildings

- 2.8 No listed buildings are located within the Site/Application Boundary, however, there are a number of statutorily listed buildings that lie within its setting. Those which we consider have the potential to be affected by the proposed development through change within their setting are included below. Owing to the temporary nature of the proposals and the extent and nature of affects considered to arise, a proportionate assessment has been carried out. As a result, whilst the individual significance of the assets has been acknowledged and assessed, a number of the assets have been grouped for the purposes of this assessment:

- Church of Holy Trinity (Grade II* listed)
- The Bandstand; Ye Olde Windmill Public House; Linton House and 53 Clapham Common South (Grade II, grouped);
- York House (Grade II);
- 32,33, 34,34A, 36,37, and 38 Clapham Common South (Grade II, grouped);
- Hostel of God, Nurses Home to Hostel of God, Forecourt Wall and Railings to Nos. 29-32 (Grade II, grouped);
- 48-52 Clapham Common North Side and 43-47 Clapham Common North Side (Grade II)
- Broad Oak (Grade II)
- Hollywood (Grade II)
- Clapham South Station (Grade II)
- Clapham South Deep tube shelter and surface building at Lambeth Entrance (Grade II)

¹ Historic England, Advice Note 1: Conservation Area Appraisal, Designation and Management, 2019 (2nd edn).

- 2.9 A Heritage Asset Plan included in **Appendix 1** identifies the asset location. This has been created with reference to Historic England's² on-line mapping resource.
- 2.10 Whilst there are a number of additional designated heritage assets located within the wider setting of the application Site, the significance or appreciation for these assets is not considered to have the potential to be affected by the proposed development. These listed buildings have therefore been scoped out of this assessment.
- 2.11 These are including in **Table 2.1** below:

Table 2.1: Table of listed buildings which have been scoped out of the assessment.

Asset	Grade
15 AND 16, THE PAVEMENT	II
17, THE PAVEMENT	II
6,7 AND 8, THE POLYGON SW4	II
39,41 AND 43, OLD TOWN	II*
13 AND 14, THE PAVEMENT	II
MISSION ROOM BUILDING AND STABLE BLOCK	II
BYROM HOUSE AND EASTWARD EXTENSION	II
39-46, GRAFTON SQUARE SW4	II
2-32, CRESCENT GROVE SW4	II
FORMER STABLE BUILDING OCCUPIED BY RIBBANS ENGINEERING COMPANY	II
ROMAN ALTAR IN FORECOURT OF NUMBER 1 (PUBLIC LIBRARY)	II
12-21, CLAPHAM COMMON NORTH SIDE SW4	II*
FORECOURT WALLS, RAILINGS AND GATES TO NUMBERS 12 TO 21 (CONSECUTIVE)	II*
MILESTONE ON COMMON OPPOSITE JUNCTION WITH VICTORIA RISE	II
28 AND 29, CLAPHAM COMMON SOUTH SIDE SW4	II

² Historic England, The National Heritage List for England (web resource)

DRINKING FOUNTAIN APPROXIMATELY 500 METRES TO SOUTH EAST OF CHURCH OF HOLY TRINITY	II
12-16, CLAPHAM COMMON SOUTH SIDE SW4	II
78, CLAPHAM COMMON SOUTH SIDE SW4	II
ICEHOUSE TO REAR OF 47/48	II
CLAPHAM SOUTH STATION (INCLUDING ABOVE GROUND STATION BUILDING AND SUB SURFACE PLATFORMS AND PASSAGES)	II
45, OLD TOWN	II
2 PARISH BOUNDARY MARKERS ADJACENT TO CLAPHAM MANSIONS NIGHTINGALE LANE 9 BATTERSEA PARISH BOUNDARY MARKERS PARISH BOUNDARY MARKER ADJACENT TO NUMBER 11 NIGHTINGALE LANE PARISH BOUNDARY MARKER EAST OF THE BANDSTAND PARISH BOUNDARY MARKER NORTH EAST O	II
1, THE POLYGON SW4	II
DENMARK LODGE	II
53, CLAPHAM COMMON SOUTH SIDE SW4	II
THE LODGE, FORMERLY CLAPHAM OLD FIRE STATION	II
1 AND 3, VICTORIA RISE	II
CLAPHAM COMMON WAR MEMORIAL	II
MILESTONE ON CLAPHAM COMMON SOUTH SIDE MARKING 4 1/2 MILES FROM WHITEHALL	II
MILESTONE ON CLAPHAM COMMON SOUTH SIDE MARKING 4 MILES FROM WHITEHALL	II

2.12 This position is informed by our proportionate analysis of the historical, physical, and or visual interrelationships - or lack of - between the Site and the proposed temporary development, and these assets.

Non-Designated Heritage Assets

2.13 The NPPF identifies that heritage assets include both designated heritage assets and assets identified by the local planning authority (including local listing).³ The London

³ MDCLG, National Planning Policy Framework (NPPF) 2021 - Annex 2: Glossary.

Borough of Lambeth maintains a local list of buildings of local architectural or historic interest. No buildings within the Site are included on this list, but a number of them lie within the vicinity of the Site.

- 2.14 The local significance of the non-designated heritage assets is not considered to have the potential to be impacted as a result of the temporary proposed development. The locally listed buildings are therefore scoped out of the assessment of this report. Again, this position is informed by our proportionate analysis of the historical, physical, and or visual interrelationships - or lack of - between the Site and the emerging proposals, and these assets.

3. The Site and its Context

Introduction

- 3.1 The application boundary comprises Clapham Common. The Site comprises Clapham Common, a large triangular urban park in south London. It is bounded by Clapham Common North Side to the north, Clapham Common South Side to the south east, and The Avenue to the west.
- 3.2 Clapham Common is a 77-ha open green space of Clapham Common and has functioned as park since the medieval period. As consequence, the principal routes within the area are Clapham Common North, Clapham Common South, The Pavement, Old Town and Rectory Grove. The east side of Clapham Common is open and flat, with relatively sparse vegetation, affording long views across it. Rows of mature deciduous trees line the main cycle and pedestrian routes through the Common and encircle the key architectural focal points in this part of the park: Holy Trinity Church the bandstand and the Windmill public house. The Common itself is also delineated by mature trees. In addition, there are a number of ponds within the Common, stemming from the historic springs that once existed here.

Historical Development of Clapham

- 3.3 Archaeological, philological and documentary evidence indicate that the settlement of Clapham originated in the Anglo-Saxon period. There was a parish church in Clapham in the twelfth century, and a manor house is recorded as early as 1326. The earliest buildings in Clapham, however, appear to date from the eighteenth century.⁴
- 3.4 The original village of Clapham, dedicated to the Holy Trinity, was located around what is today the Church of St Paul, in the northern part of Clapham. In the late seventeenth century, wealthy merchants began to settle in Clapham, attracted by its relative proximity to London. The existence of Clapham Common was likely also a draw – considered unsuitable for farming, it did contain a number of springs, and since the medieval period, Clapham residents had benefited from rights to pasture animals and collect wild fruit, wood, furze and water from the springs.⁵
- 3.5 The construction of Westminster and Blackfriars Bridges in 1750 and 1769, respectively, made Clapham and areas south of the river far more accessible, and throughout the eighteenth century, the village of Clapham began to spread south towards the Common, as shown in John Rocque's maps of 1741 (**Figure 4.1**). The oldest buildings in Clapham can be found in here, along Old Town.⁶

⁴ Gillain Clegg, *Clapham Past*, 1998.

⁵ *Ibid.* Alyson Wilson, ed., *The Buildings of Clapham*, 2000.

⁶ Gillain Clegg, *Clapham Past*, 1998.



Figure 3.1: Extract from John Rocque's *Plan of London and Environs*, c. 1747.
Source: City of London Corporation

- 3.6 Around this time, the old parish church of Clapham was found to be inadequate for the growing population and also inconvenient, as a consequence of the shifting centre of the village. In 1776, the new Holy Trinity Church was built, at the north-east corner of the Common. The old parish church was subsequently torn down and the current Church of St Paul erected c1815.⁷
- 3.7 In the early years of the nineteenth century, the pace of building accelerated. Much of this development was in the old village, replacing earlier houses or large gardens. The expansion reflects the growth of London as a trading metropolis and the improved transport facilities that made daily travel to London possible.⁸ By 1827, fifteen short stage coaches were running from Clapham to the City; these were replaced by omnibuses in 1839. The railway arrived in Clapham in 1863, trams in 1871 and the Underground train in 1900.⁹
- 3.8 Throughout the nineteenth century and into the early twentieth century, the development of houses and shops continued apace, and new uses began to emerge, including schools, hospitals and libraries. Speculative development became widespread, and many older houses were demolished to make way for newer, denser developments (see **Figure 4.2**). Nevertheless, the area remained affluent, as indicated

⁷ *Ibid.* Alyson Wilson, ed., *The Buildings of Clapham*, 2000.

⁸ Alyson Wilson, ed., *The Buildings of Clapham*, 2000.

⁹ Gillain Clegg, *Clapham Past*, 1998.

by Charles Booth's Poverty Map (Figure 4.4), which marks much of Clapham out as occupied by 'Upper-middle and upper classes. Wealthy' (yellow), 'Middle class. Well-to-do' (red) and 'Fairly comfortable. Good ordinary earnings' (hatched red).

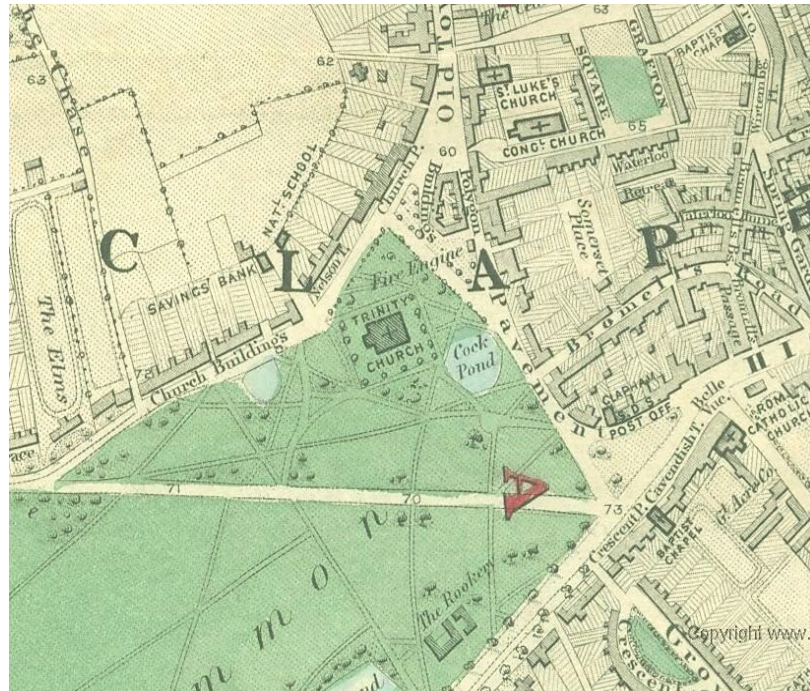


Figure 3.2: Extract from Edward Stanford, *Library Map of London and its Suburbs, 1862–72*. Source: London Ancestor (<http://www.mappalondon.com/london/south-west/maps.htm>)

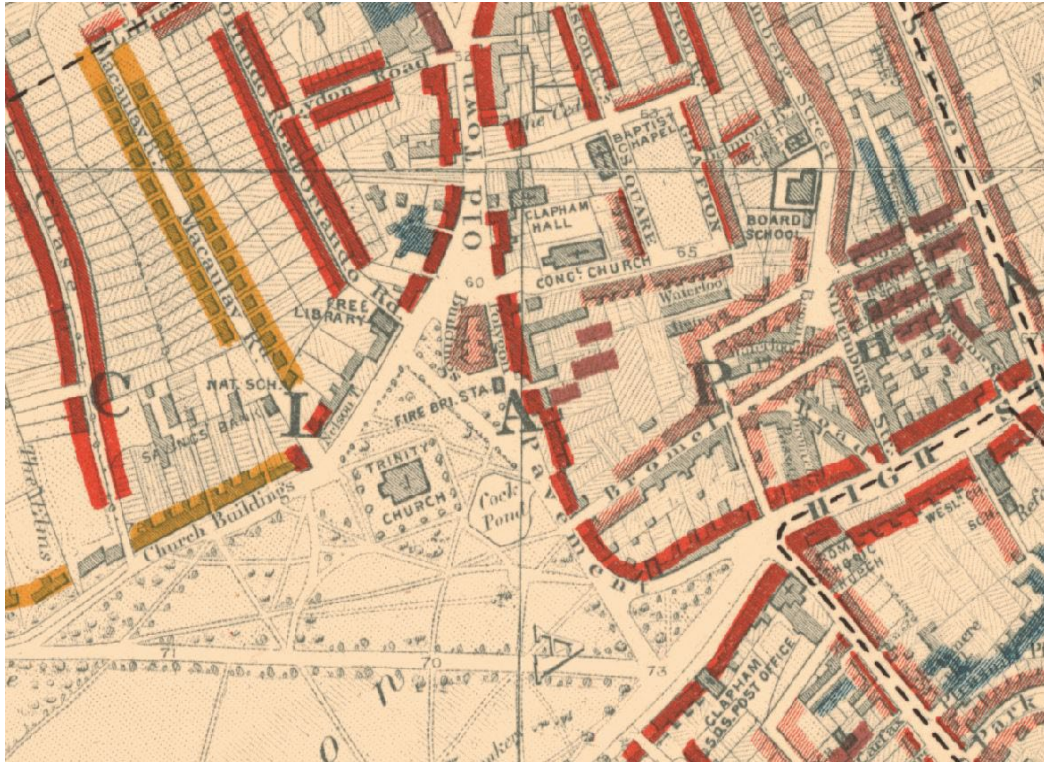


Figure 3.3: Extract from Charles Booth, *Descriptive Map of London Poverty*, 1889–90. Source: London School of Economics

- 3.9 Clapham suffered greatly from bombing during the Second World War, and as a consequence, the area began to decline somewhat in prosperity. Substantial rebuilding, as well as new development, occurred, particularly in the form of council housing during the second half of the twentieth century.
- 3.10 By the end of the twentieth century, however, the charms of Clapham had proved irresistible once again, and the area has once again returned to favour.

4. Significance of the Heritage Asset

4.1 The NPPF defines the significance of a heritage asset as:

*'The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.'*¹⁰

4.2 Historic England's Advice Note 12: Statements of Heritage Significance 2019 provides general advice with regard to preparing statements of heritage significance and also the analysing of significance for the full range of heritage assets. This is designed primarily for applicants proposing changes to heritage assets, and accords with the Framework as revised.

4.3 The NPPF defines the setting of a heritage asset as:

'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'

4.4 Historic England has published guidance¹¹ in respect of the setting and views of heritage assets, providing detail on understanding setting and views and the associated assessment of the impact of any changes. This presents a series of attributes of a setting which can be used to help assess its contribution to the significance of a heritage asset. These can comprise the asset's physical surroundings; the experience of the asset; and the asset's associative attributes.

Assessment of Significance

4.5 The following assessment of significance is proportionate to the architectural and historic interest of the identified heritage asset and the likely impacts arising as a result of the proposals on this. The assessment is based on review of existing published information, focussed archival research and then on-site visual survey and analysis.

Clapham Conservation Area

Historical Development

4.6 The historical development of the Clapham area is provided in detail in **Section 2** of this report. This context is not repeated here.

Character and Appearance

4.7 The Clapham Conservation Area lies at the western end of the London Borough of Lambeth, adjacent to the border with the London Borough of Wandsworth. It includes the eastern side of Clapham Common and most of the buildings overlooking it along

¹⁰ MHCLG, National Planning Policy Framework (NPPF) 2019 – Annex 2: Glossary.

¹¹ Historic England, Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets, 2017 (2nd Ed.)

Clapham Common North and Clapham Common South. To the north, it also includes Macaulay, Orlando, Littleshall and Broadhinton Roads. It extends up The Pavement, The Polygon, Old Town and Rectory Grove, extending east to include Fitzwilliam, Liston, Offerton and Belmont Roads; Grafton Square; and Bromell's Road. To the south, it includes Crescent Grove, part of Elms Road South West, Wakeford Close and the former South London Hospital.

- 4.8 The conservation area is defined principally by the 77-ha open green space of Clapham Common (**Figure 5.1**), a de facto public park since the medieval period. As consequence, the principal routes within the area are Clapham Common North, Clapham Common South, The Pavement, Old Town and Rectory Grove. The east side of Clapham Common is open and flat, with relatively sparse vegetation, affording long views across it. Rows of mature deciduous trees line the main cycle and pedestrian routes through the Common, and encircle the key architectural focal points in this part of the park: Holy Trinity Church (**Figure 5.2**), the bandstand and the Windmill public house. The Common itself is also delineated by mature trees. In addition, there are a number of ponds within the Common, stemming from the historic springs that once existed here.



Figure 4.1: View looking east across Clapham Common

- 4.9 The conservation area includes the eastern part of the Common (the western part being in the London Borough of Wandsworth's Clapham Common Conservation Area), and the mostly residential developments to the north, east and south of it. It includes a series of grand terraces and villas overlooking the Common, as well as smaller-scale terraces, detached houses and semi-detached houses, and larger-scale mansion blocks and council estates principally to the north and south, as well as the busy commercial area on Clapham Common South where it meets Clapham High Street.



Figure 4.2: View looking east towards Holy Trinity Church, Clapham

- 4.10 The appeal of Clapham Common inspired steady, high-quality residential development throughout the eighteenth and nineteenth centuries, and redevelopment in the twentieth century. This has resulted in a wide variety in form, scale and architectural styles, but a general consistency in materials and use.
- 4.11 Buildings in the area date from all periods from the early-eighteenth century to today (see **Figures 4.3–4.7**), but the predominant building material is stock or buff brick, with widespread use of stucco. Classical and Italianate styles dominate among the detached, semi-detached and terraced houses, but Neo-Gothic detailing, particularly overlooking the Common, Art Deco apartment buildings, Modernist council blocks and more recent developments are also found throughout the area.
- 4.12 As indicated above, the principal use of the area is residential, but these terraces, villas and apartment buildings are interspersed with shops, places of worship, schools, public houses, hospitals and entertainment establishments.
- 4.13 Apart from the Common itself, the area contains relatively little green space, its tightly packed housing enjoying only occasional glimpses of green, mostly as part of planned arrangements of terraced housing, as in Grafton Square and Crescent Grove.



Figure 4.3: View looking south-west along Old Town from the corner with Grafton Square



Figure 4.4: View looking west towards the palace-fronted range of Crescent Grove



Figure 4.5: View of Cedars Terraces, a mansion block of 1860 overlooking the Common



Figure 4.6: View of Trinity Close, an apartment building of 1936



Figure 4.7: View along Grafton Square showing Wingate Square, a development from 2009

- 4.14 Several important views within and out of the conservation area help to define its character. The most important among these are the long views across the Common and of Holy Trinity Church from all directions, particularly west from The Pavement and south along Old Town. Other key views include the view east along Clapham High Street, the roofscape punctuated by the steeple of the Church of St Mary (**Figure 5.8**) and the view north up Old Town from The Pavement, which is terminated by the evolving Battersea Power Station (**Figure 5.9**).
- 4.15 The principal element of the setting of the Clapham Conservation Area to the west is the adjacent Clapham Common Conservation Area within the London Borough of Wandsworth, which is of similar character. To the north, the area is bounded by Wandsworth Road, along with an extensive network of railway lines interspersed by industrial parks and post-war housing developments. To the east, is the more modern and commercial parts of Clapham and Battersea, centred on the Clapham Junction railway station. To south is Clapham Park, an extensive of area of late-Victorian terraces, gently sloping down slightly towards Abbeville Road before ascending sharply towards Streatham Hill and Tulse Hill.



Figure 4.8: View from Clapham Common South along Clapham High Street



Figure 4.9: View along Old Town towards Battersea Power Station

Summary of Significance

- 4.16 The significance of the Clapham Conservation Area is derived from its architectural and historic interest as a record of the evolution of affluent Clapham from the early eighteenth century to the present, which is evidenced by the survival of historic built forms from all of these periods.
- 4.17 The buildings of the Clapham Conservation Area provide evidence of changing architectural styles and construction methods, as well as living standards and social practices through the design and forms of the residential building, as well as the existence of places of worship, schools, public houses and community facilities.
- 4.18 The area also has an aesthetic appeal in the juxtaposition of meticulously planned terraces and squares, and more the more picturesque qualities appreciated in views across the Common towards Holy Trinity Church and up Old Town and Rectory Grove.

The contribution the Site makes to the significance of the Conservation Area

- 4.19 The Site encompasses roughly half of Clapham Common to the east and its component buildings and landscape elements; and comprises a large part of the Clapham Conservation Area. The Site makes a positive contribution to the significance of the conservation area, where it includes many of its key components, in particular the historic parkland and public open space; the landmark buildings of the Church of Holy Trinity; and a large part of the axial views north and south through the park
- 4.20 The Site also makes a positive contribution to the significance of the conservation area where it provides a verdant, picturesque backdrop / setting to the surrounding buildings, many of which are listed, that surround the parkland as an integral part of this architectural composition, helping to amplify an appreciation of this predominantly 19th century architectural composition.

Bandstand (Grade II Listed)

Special Architectural and Historic Interest

- 4.21 The bandstand in Clapham Common was installed in the late-19th century, following its relocation from the Royal Horticultural Society's Garden in South Kensington during a period when these structures were being erected in public parks across London and England. It was designed by Captain Francis Fowke, an Irish Engineer and architect who was known for designing in the Renaissance style.
- 4.22 The structure is of also historic interest for its origins as part of a widespread effort to establish greater public enjoyment of the outdoors, in the face of rapid urbanisation. It is an attractive and well-preserved example of a relatively common park structure, and its communal use is of historic interest where it reflects the role of Clapham Common as a public open space; and the intensification of public use of park spaces in the 19th century. The listed bandstand enjoys group value with the other municipal park structures and features in Clapham Common, such as railings, and a war memorial.

The setting and contribution the Site makes to the Significance of Bandstand

- 4.23 The setting of the listed bandstand comprises the surrounding Clapham Common. This picturesque landscape is integral to the bandstand's origins and function as part of one of an important public open spaces, within a conservation area and therefore makes a

strong, positive contribution to its particular heritage significance. As the site forms part of the wider Clapham Common Landscape it is considered to make a positive contribution to the significance of the listed building as an element of setting.

Ye Olde Windmill Public House (Grade II listed)

Special Architectural and Historic Interest

- 4.24 The Ye Olde Windmill is a public house which dates from the early 19th century with later 19th century alterations. It sits within a group of mostly mid- to late-19th century houses, which have later been heavily altered and within Clapham Common. It is four bays wide, and two storeys high, with attic. It features gauged flat brick arches to sash windows and has a slate-covered roof. There are four sash windows across for the first floor, and a later 19th century extension to the south side of the building.
- 4.25 This building is of special architectural and historic interest because it provides insight into the social practices of late-Victorian Clapham residents, illustrating the growth of the public house as a typology during this period, and also into the evolution of public house design. In this way, it also illustrates the evolution of architectural design more generally. In addition, the Ye Olde Windmill provides evidence of the core function of public houses as places for entertainment and socialising within the community.

The setting and contribution the Site makes to the significance of Ye Olde Windmill Public House

- 4.26 The Ye Olde Windmill is located within a small grouping of domestic curtilage to the south eastern edge of Clapham Common. The principal elevation of the building fronts onto Windmill Drive which connects with Clapham Common South, and its location just off of his main avenue through the landscape strengthens an understanding of the building's role as part of the historic park, and as part of the interface between the park, and the surrounding townscape.
- 4.27 More widely, the setting of the public house comprises the open space of Clapham Common to the north, south and west together with the wider 18th and 19th century development in Clapham and other local townscapes. These further elements of setting are more removed from the public house in terms of distance and origin, and therefore make no particular contribution to its significance; albeit they act as an appropriate historical backdrop to amplify an understanding of the building's role as part of the 19th century development of the local area.
- 4.28 As the site forms part of the wider Clapham Common Landscape it is considered to make a positive contribution to the significance of the listed building as an element of setting.

Listed Building Group: Linton House and 53 Clapham Common South Side (Grade II Listed)

Special Architectural and Historic Interest

- 4.29 This listed building group predominantly comprises early to mid-19th century residential development to the east side of Clapham Common South, and high status detached villas interspersed with some later development or infill. Despite later alterations, these listed buildings are of architectural and historic interest as good examples of the early and mid-

19th century townscape, following the increased popularity of this area as an attractive residential quarter due to improved transport infrastructure. The shared character, form and materiality of the buildings make a positive contribution to the townscape character of this area of Clapham and also provide evidence of changing architectural trends. The buildings also indicate the aspirations and tastes of the professional and middle classes for whom these houses were intended.

- 4.30 This grouped development is typified by long stretches of terraced residential properties as well as detached villas, each two to three storeys facing Clapham Common. These detached villas, Linton House, in yellow stock brick and No. 53 with a rendered ground floor with red brick above, still share a common architectural language, with sash windows under gauged flat brick or segmental arches with stucco detailing, including some brick string between floors. No. 53 holds particular historic interest as the former residence of the well-known architect Lewis Vulliamy.

The setting and the contribution the Site makes to the significance of Linton House and 53 Clapham Common South Side

- 4.31 The immediate setting of this listed building group is the small garden area followed by the busy Clapham Common south Side with the landscaped park beyond. Although built the significance of these historic buildings are best appreciated in closer views along and from the street that they address and are located within the conservation area designation.
- 4.32 More widely, the surviving elements of early to mid-19th century townscape along Clapham Common South make a positive contribution to this listed building. Otherwise, the streetscape and wider townscape has a fragmented and evolved character, reflective of ongoing development in this area of London. This includes development of contrasting forms, scale and materials. The Site forms part of the wider townscape setting of the listed building group as part of the wider landscape of Clapham Common and is only partially appreciable in any shared views due to distance, intervening built forms and screening of mature plantation. As the Site forms part of the wider Clapham Common landscape it is considered to make a positive contribution to the significance of the listed building group as an element of setting.

Listed Building Group: York House; 32,33, 34,34A, 36,37, and 38 Clapham Common South (Grade II listed buildings)

Special Architectural and Historic Interest

- 4.33 This group of listed buildings at along Clapham Common South are of special architectural and historic interest as they are fine examples of early-mid 19th century residential development, which illustrate the development of the London terraced house typology. The architectural significance of these buildings is derived largely from the townscape value of their principal elevations, as part of the wider early-mid 19th century townscape in this area around Clapham Common South; from which they derive group value.
- 4.34 The listed terrace is predominately constructed in brown brick, and is three storeys in height (over basements) with mansard additions above. Despite some later or phased alterations, the properties in this group generally share a common materiality, style and

scale and most have brick dressings including stucco door surrounds. York House stands out, constructed in yellow brick with a large bay window addition at ground floor level, however, despite variations, there is a clear commonality to the development. The residential development here belongs to one of the earlier developments of this area of London following its expansion and growth and improved transport infrastructure in this area. The shared character, form and materiality of the buildings make a positive contribution to the townscape character of this area around along Clapham Common South and provide evidence of changing architectural trends. The buildings also indicate the aspirations and tastes of the professional and middle classes for whom these houses were intended.

The setting and the contribution the Site makes to the significance of the listed building group

- 4.35 The immediate setting of the listed buildings comprises the relatively large front gardens, some with soft landscaping. The boundary treatments are primarily iron fencing. The houses are also set back from this wide road main road and along with mature street trees, help to soften the experience between them. The significance of these historic terraced buildings are best appreciated in closer views along and from the street that they address.
- 4.36 The streetscape setting of the listed buildings within this group is varied and comprises, predominantly, later 19th and early 20th century redevelopment as well as some infill development in to the north south and east with the large open expanse of Clapham Common to the west. This later development predominantly respects the architectural forms and scale of the listed building group but demonstrably contrasts with the earlier streetscape. This varied and much evolved townscape is part of the ongoing development of this area of London is not considered to make a positive contribution to the significance of the group of listed building by way of setting. However, the historic views and access to the neighbouring Clapham Common is considered to positively contribute to the significance of the listed building group. As the Site forms part of the wider Clapham Common landscape, it is considered to make a positive contribution to the significance of the listed building group as an element of setting.

Church of Holy Trinity (Grade II* listed building)

Special Architectural and Historic Interest

- 4.37 This classically designed church in stock brick was constructed in 1774-76 by Kenton Couse, with the west porch completed in 1812 by Francis Hurlbatt. The Lady Chapel to the south and vestry and offices to the north were later constructed by Beresford Pite in 1902-03. The significance of the listed building derives from its special architectural interest as a high quality example of a late 18th century evangelical Christian church; built on a deliberately prominent location at the north end of Clapham Common and in a distinctive classical style. This interest is illustrated not only through its external appearance and prominence within the local townscape, but also through its historic fabric, plan form and architectural features / interior design and decoration.
- 4.38 Significance also derives from historic association more broadly in the way the church provides evidence for the importance of Christian worship as part of community life in this period. It forms a key element of the once independent settlement of Clapham. The

five bays with projection at first floor level completes a distinctive design of the church which makes this listed building a local landmark within street views of the area, and also underlines its historic role. This is how the significance of the listed building is best appreciated (in conjunction with the experience of entering the church itself).

The setting and contribution the Site makes to the significance of Church of Holy Trinity

4.39 The Church of Holy Trinity is located at the north end of Clapham Common, at the focal point of the Old Town Road Junction. The Church's position at this prominent location in the public open space amplifies its aesthetic interest, by reinforcing an appreciation of its special architectural and historic interest as an important community building. The setting within the public park also amplifies its role as a local landmark, which is a key element of a popular view point and entry to the park.

4.40 The immediate setting of the church comprises its immediate grounds with an iron boundary fence surrounding. This element of setting amplifies an appreciation of the Church's high status. Beyond the immediate curtilage, the Church of Holy Trinity is positioned on the edge of Clapham Common. This privileged location exploits the status and character of the landscaped parkland, which further assists in an understanding of the important status of the church. More widely, the location of the listed building on the boundary of Clapham Common, which would have been a well-to-do settlement in the late -18th century, and again speaks to its origins and role as Clapham developed in the late 18th and 19th centuries. As the Site forms part of the wider Clapham Common landscape, it is considered to make a positive contribution to the significance of the listed building as an element of setting.

Listed Building Group: Hostel of God, Nurses Home to Hostel of God, Forecourt Wall and Railings to Nos. 29-32 (Grade II Listed Buildings)

Special Architectural and Historic Interest

4.41 The significance of this listed building complex derives from its architectural interest as a representative example of Georgian semi-detached Houses of a high standard in terms of its design and use of materials and detailing. The Georgian houses, which have now been amalgamated into use for the hospice, demonstrate an important phase of growth in the early 20th century of the wider area, which is characterised by their Georgian architectural style with stucco features, cill bands, and sash windows. As such, the buildings are also of special architectural and historic interest where they represent this earlier phase of development, following the established architectural language of the streetscape.

4.42 The complex was first completed in the late 20th century and is also of interest through direct association with the renowned landscape architect Lanning Roper. The complex also includes a number of later phase additions and alterations. The building complex is set neatly behind the existing Georgian streetscape and as such does not overwhelm the local townscape with the key views along Clapham Common North and from within Clapham Common itself. Its historic interest derives principally from the association with the well-known architect Charles Barry who lived at No. 29 (Hostel of God) and died there in 1860.

The setting and the contribution the Site makes to the significance of the listed building group

- 4.43 The immediate setting of the listed buildings comprises the relatively large front gardens, some with soft landscaping. The boundary treatments (separately grade II listed) are a large hedge over iron railings and gateway. The complex is also set back from this wide road main road and along with mature street trees, helping to soften the experience between them. The significance of these historic houses are best appreciated in closer views along and from the street that they address.
- 4.44 The streetscape setting of the listed buildings within this group is varied and comprises, predominantly, later 19th and early 20th century residential redevelopment as well as some infill development in to the north, west and east with the large open expanse of Clapham Common to the south. This later development predominantly respects the architectural forms and scale of the listed building group but demonstrably contrasts with the earlier streetscape. This varied and much evolved townscape is part of the ongoing development of this area of London but is not considered to make a positive contribution to the significance of the listed building group by way of setting. However, the historic views and access to the neighbouring Clapham Common is considered to positively contribute to the significance of the listed building group. As the Site forms part of the wider Clapham Common landscape, it is considered to make a positive contribution to the significance of the listed building group as an element of setting.

Listed Building Group: 48-52 and 43-47 Clapham Common North Side (Grade II Listed Buildings)

Special Architectural and Historic Interest

- 4.45 Together, these two buildings make up two large Victorian Terraces at the junction of Cedars Road and Clapham Common North. The terraces were designed in 1860 by the architect JT Knowles and are five storeys in height, with the end houses as pavilions with tall slated French renaissance roofs. The large scale of the buildings dwarf all others on this side of the Clapham Common and make then a visual standout. The fine materials and design, with grey brick with stucco dressings including deep moulded and modillioned eaves cornice, strings, and balconies with leafy openwork panels at first floor level and openwork foliage screens to heads of doors and windows make them an attractive example to the north end of the park.
- 4.46 The shared character, form and materiality of the buildings make a positive contribution to the townscape character of this area around along Clapham Common North and provide evidence of changing architectural trends. The buildings also indicate the aspirations and tastes of the professional and middle classes for whom these houses were intended.

The setting and contribution the Site makes to the significance of the listed building group

- 4.47 The immediate setting of the listed buildings comprises the relatively large front gardens, some with soft landscaping. The boundary treatments are cast iron railings. The buildings are also set back from this wide road main road and along with mature street trees to Nos. 43-47, helps to soften the experience between them.

4.48 The streetscape setting of the listed buildings within this group is varied and comprises, predominantly, later 19th and early 20th century residential redevelopment as well as some infill development in to the north, west and east with the large open expanse of Clapham Common to the south. This later development predominantly respects the architectural forms and scale of the listed building group but demonstrably contrasts with the earlier streetscape. This varied and much evolved townscape is part of the ongoing development of this area of London but is not considered to make a positive contribution to the significance of the listed buildings by way of setting. However, the historic views and access to the neighbouring Clapham Common is considered to positively contribute to the significance of the listed buildings. As the Site forms part of the wider Clapham Common landscape, it is considered to make a positive contribution to the significance of the listed buildings through setting.

Broadoak (Grade II Listed Building)

Special Architectural and Historic Interest

4.49 Broadoak is constructed as a residential building and is two storeys tall with a basement below and is five windows wide. Its principal elevation is articulated through the use of red brick and Ionic pilasters, dentilled entablature, and pediment at eaves height. A Doric porch with triglyphs and mutule cornice is positioned to the centre, above an arched doorway. The special architectural and historic interest of Broadoak derives from it being representative of the late 18th century residential development of Clapham and demonstrative of the architectural characteristics popular during the time of its construction.

The setting and the contribution the Site makes to the significance of the Broadoak

4.50 The setting of Broadoak has dramatically changed since the time of its construction. Whilst there are some surviving elements of its mid-late 18th century setting, specifically Hollywood to the east, the building is largely surrounded by 19th and 20th century development to the west, south, and east. This includes large-scale buildings rising up to 6 storeys which accommodate multiple flats and contrasts greatly with the domestic scale of Broadoak itself. This modern setting is not considered to contribute to the significance of Broadoak. The setting to the north comprises Nightingale Lane and Clapham Common. Although Nightingale Lane has been widened and presents a busy vehicular thoroughfare, the lane and the Common are representative of the historic setting of the house and are therefore considered to contribute to the significance of Broadoak. As the southern portion of the Application Site is located within Clapham Common, immediately north of Broadoak, it is considered to contribute to its significance, representative of its former undeveloped setting.

Hollywood (Grade II Listed Building)

Special Architectural and Historic Interest

4.51 Hollywood was constructed in the late-18th century and comprises a three-storey villa with basement. It is five windows wide and is constructed of London stock brick. It has gauged arches to the recessed windows at ground floor level, flat arched windows at first and second floor, and a stone surround and cornice to the centre. The special architectural and historic interest of Hollywood derives from it being representative of

the late-18th century residential development of Clapham and demonstrative of the architectural characteristics popular during the time of its construction.

The setting and the contribution the Site makes to the significance of Hollywood

4.52 Similar to Broadoak, the setting of Hollywood has dramatically changed since the time of its construction. Whilst there are surviving elements of its mid-late 18th century setting, specifically Broadoak to the west, the building is largely surrounded by 19th and 20th century development to the west, south, and east. This includes large-scale buildings rising up to 6 storeys which accommodate multiple flats and contrasts greatly with the domestic scale of Hollywood. This modern setting is not considered to contribute to its significance. The setting to the north comprises Nightingale Lane and Clapham Common. The lane and the Common are representative of the historic setting of the house and are therefore considered to contribute to the significance of the listed building. As the southern portion of the Application Site is located within Clapham Common, immediately north of the heritage asset, it is considered to contribute to its significance, representative of its former undeveloped setting.

Clapham South Station (Grade II)

Special Architectural and Historic Interest

4.53 Clapham South Station was designed in 1926 by Charles Holden. It comprises a Portland stone ashlar corner building with a canted front. The station building has three entrances at street level with moulded overall lintel and canopy above. The external appearance has been subject to change since it was constructed following the block of flats which has been introduced above. This later fabric is identified within the listing description as holding no special interest. The original 1920s building at ground floor and below however holds special architectural and historic interest as one of several stations designed by Holden for the Northern Line extension, representative of the expansion of the railway network in London during the 20th century.

The setting and the contribution the Site makes to the significance of Clapham South Station

4.54 The setting of the station building comprises Clapham Common to the north, and a variety of 19th and 20th century residential and commercial development, as well as some surviving elements of 18th century settlement. This varied setting is considered to make limited contribution to the significance of the listed building despite it being largely representative of the buildings setting at the time of its construction. Similarly, the Site is considered to make limited contribution to better understanding and appreciating the special architectural and historic interest of the building.

Clapham South Deep tube shelter and surface building at Lambeth Entrance (Grade II)

Special Architectural and Historic Interest

4.55 Clapham South Deep tube shelter and surface building was erected as an extension to Clapham South underground station between 1940-2. It was designed by D C Burn for the Home Office. Mott, Hay and Anderson were the structural engineers for the building. The special architectural and historic interest of the tube shelter and surface building largely derives from its design and the complex structural engineering that was achieved to facilitate its use. This includes the inclusion of the main shafts which were designed

to minimise the risk of flooding from shattered drains, and the tunnels, each 16'6" in diameter and 1,400 feet in length. Special architectural and historic interest also derives from them being representative of the response by the Home Secretary to provide safe accommodation for essential services such as telephone services, government offices and military personnel. In 1936 the Home Secretary formed the Technical Committee on Structural Precautions Against Air Attack, which led to the development of ARP under Sir Alexander Rouse, who believed that deep shelters were the only safe defence against bombing. Eight special shelters were erected, of which seven were used by the general public during the V1 and V2 rocket raids of 1944, and subsequently by National Servicemen. They were designed so that they could be used by London Transport after the war as by-pass tunnels, creating a fast non-stop service past some of the smaller stations on the Northern and Central Lines.

The setting and the contribution the Site makes to the significance of Clapham South Deep tube shelter

4.56 The setting of the station building comprises Clapham Common to the north, and a variety of 19th and 20th century residential and commercial development, as well as some surviving elements of 18th century settlement. As much of the special architectural and historic interest survives below ground, this setting and the Site is considered to make limited contribution to better understanding and appreciating the special architectural and historic interest of the building.

5. Heritage Impact Assessment

5.1 This section provides a review of the temporary proposed development and assesses the likely impact arising to the significance of the identified heritage asset(s). These impacts are set out in accordance to relevant heritage legislation, planning policy and guidance included below (Detailed in **Appendix 2**):

- The statutory duty of the Planning (Listed Buildings & Conservation Areas) Act 1990
- National policy set out in the National Planning Policy Framework 2021
- Local policy for change within the historic environment, including the Development Plan for London Borough of Lambeth, and other relevant material considerations.

Proposed Development

5.2 The Application seeks approval for Common Land Consent for temporary fences and structures on Clapham Common pursuant to the operation of a series of temporary music, film, entertainment and sports recreation events in 2022.

5.3 The infrastructure to facilitate the events includes numerous stage structures, marquees, tower lights, cabins, toilet facilities, and trailers, which will be bounded by security fencing.

5.4 The proposed development is temporary and will have no material impact on existing buildings or landscape features of Clapham Common. All effects arising are temporary.

Site Location and Visibility of Proposed Development

5.5 The location of the proposed development has been carefully considered as to limit effects upon the local heritage context and visual amenity. The event location is therefore confined within the eastern portion of the park, partially obscured from view by existing trees which align its north and west boundary. In addition to this existing physical screening, the proposed development will also benefit from being in close proximity to the sports facilities and main vehicular thoroughfares to its north eastern boundary which will further reduce visibility from the surrounding area. The visibility of the structures within the Site will also be limited from the surrounding area as a result of the security fencing which is proposed to its boundary.

Assessment of effects upon the identified heritage assets

Clapham Conservation Area

5.6 Whilst it is anticipated that the visibility of the infrastructure within the Site boundary will be limited, the hoarding erected to the perimeter of the Site will be experienced during the short period the structure will be in place. As a result, direct impact to the character and appearance of the conservation area will arise. This impact will predominantly arise through change in character and visual amenity whereby the long-distanced views through the park will be affected.

- 5.7 However, due to the scale of the park and the conservation area itself, this impact would be localised and would not materially impact its significance. The expanse of the remaining park and conservation area would remain accessible and appreciable during the temporary event.
- 5.8 The proposed development is unlikely to be experienced from within the wider conservation area due to distance, intervening built form, and existing vegetation. This is most significant when considering the development would take place during summer months when leaf cover is at its fullest.
- 5.9 To summarise, the proposed development would have a direct impact upon the character and appearance of Clapham Conservation Area, however, this impact would be localised and temporary in nature. Overall, no adverse effects will arise.

Listed Buildings

- 5.10 The proposed Event and associated structures are not considered to adversely impact the significance of the nearby listed buildings through introducing temporary development within their setting. Whilst change to their setting would arise, this change would be localised and limited to a prescribed period only (no longer than 4 days), after which the temporary structures would be removed.
- 5.11 Further, the physical presence of the temporary structures within local views to, from and between the designated heritage assets and their settings would be highly constrained by existing boundary treatments around Clapham Common, including mature vegetation throughout the summer months, and vehicular thoroughfares.
- 5.12 Although it's possible that glimpsed views of the proposed structures, predominantly the boundary hoarding, would be experienced within the wider setting of the listed buildings, it would be experienced in the context of the built development of this settlement and its nearby eastern edge. The temporary visual / experiential effects of the proposals would not be so prominent as to distract from the existing understanding and appreciation of the significance of the buildings, or the appreciation for the historical development or character and appearance of the area. No harm to the significance of the nearby listed buildings is therefore considered to arise and, overall, no adverse effects will arise.

Landscape Features

- 5.13 Trees within the event boundary will not be accessible and will be protected by fencing. Trees that are located within the event boundary that contribute to the local heritage will therefore be preserved. No adverse effects will arise.

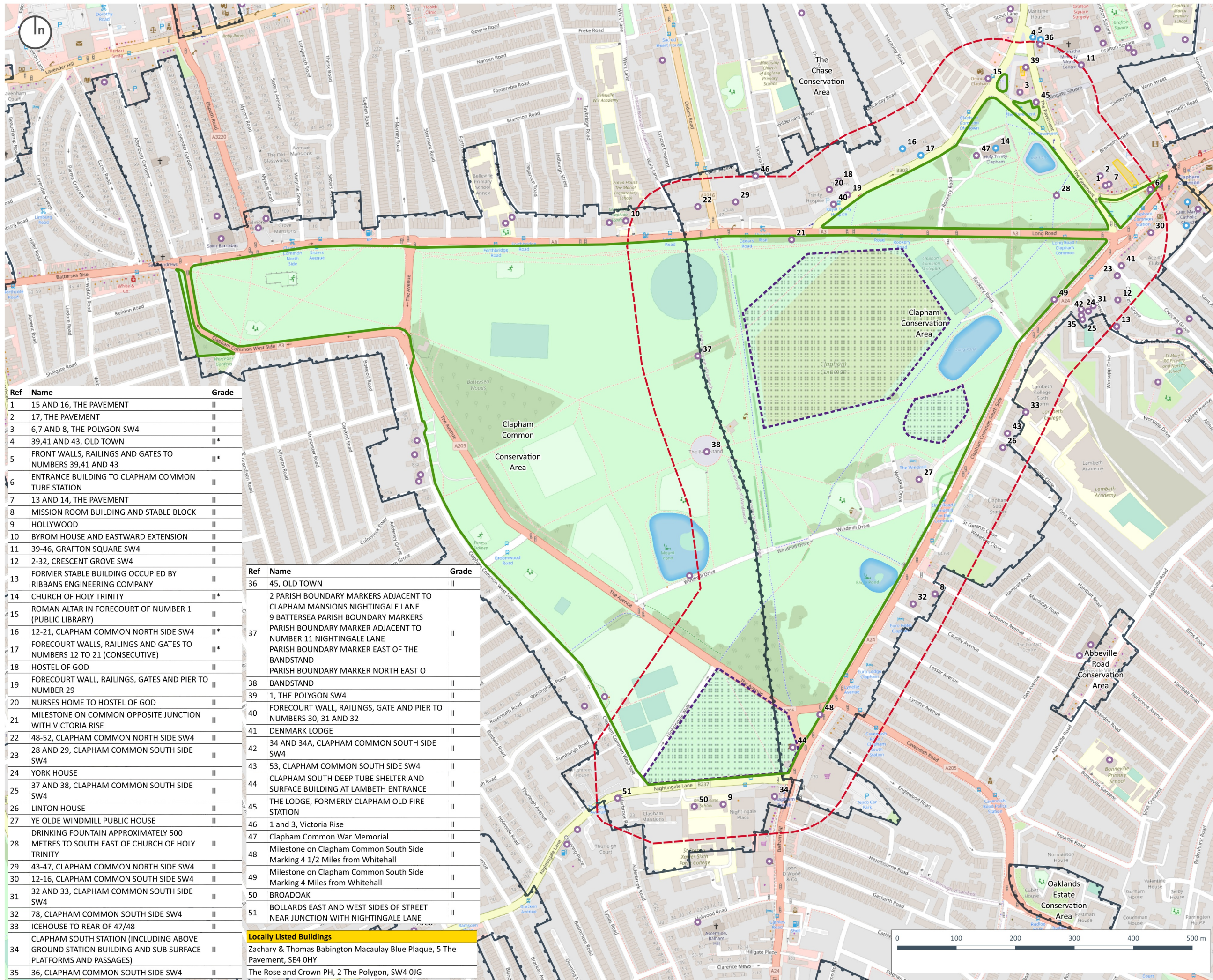
Other Indirect Effects

- 5.14 It is also acknowledged that temporary acoustic and lighting impacts will arise as a result of the proposed development. Whilst some change is likely to arise to how the local heritage will be experienced and appreciated as a result, this change is temporary and not considered to detrimentally impact the special architectural and historic interest of the heritage assets identified. Further, these indirect effects will be temporary and have been subject to independent assessments from specialist consultants.

Summary

- 5.15 To summarise, the proposed development is considered to have been carefully designed to limit temporary effects upon the significance of the local heritage. Whilst change to the setting of the identified heritage assets will arise, this change will not materially harm the heritage context. The proposals would not adversely impact the significance of the identified heritage assets, neither during nor after the erection of the temporary structures.
- 5.16 The Common Land Consent is therefore compliant with national and local policy concerning the historic environment, including Policy Q20 Statutory Listed Buildings, Policy Q22 Conservation Areas of the Lambeth Local Plan, the Planning (Listed Buildings and Conservation Areas) Act 1990, and the NPPF (2021).

Appendix 1: Heritage Asset Map



Ref	Name	Grade
1	15 AND 16, THE PAVEMENT	II
2	17, THE PAVEMENT	II
3	6,7 AND 8, THE POLYGON SW4	II
4	39,41 AND 43, OLD TOWN	II*
5	FRONT WALLS, RAILINGS AND GATES TO NUMBERS 39,41 AND 43	II*
6	ENTRANCE BUILDING TO CLAPHAM COMMON TUBE STATION	II
7	13 AND 14, THE PAVEMENT	II
8	MISSION ROOM BUILDING AND STABLE BLOCK	II
9	HOLLYWOOD	II
10	BYROM HOUSE AND EASTWARD EXTENSION	II
11	39-46, GRAFTON SQUARE SW4	II
12	2-32, CRESCENT GROVE SW4	II
13	FORMER STABLE BUILDING OCCUPIED BY RIBBANS ENGINEERING COMPANY	II
14	CHURCH OF HOLY TRINITY	II*
15	ROMAN ALTAR IN FORECOURT OF NUMBER 1 (PUBLIC LIBRARY)	II
16	12-21, CLAPHAM COMMON NORTH SIDE SW4	II*
17	FORECOURT WALLS, RAILINGS AND GATES TO NUMBERS 12 TO 21 (CONSECUTIVE)	II*
18	HOSTEL OF GOD	II
19	FORECOURT WALL, RAILINGS, GATES AND PIER TO NUMBER 29	II
20	NURSES HOME TO HOSTEL OF GOD	II
21	MILESTONE ON COMMON OPPOSITE JUNCTION WITH VICTORIA RISE	II
22	48-52, CLAPHAM COMMON NORTH SIDE SW4	II
23	28 AND 29, CLAPHAM COMMON SOUTH SIDE SW4	II
24	YORK HOUSE	II
25	37 AND 38, CLAPHAM COMMON SOUTH SIDE SW4	II
26	LINTON HOUSE	II
27	YE OLDE WINDMILL PUBLIC HOUSE	II
28	DRINKING FOUNTAIN APPROXIMATELY 500 METRES TO SOUTH EAST OF CHURCH OF HOLY TRINITY	II
29	43-47, CLAPHAM COMMON NORTH SIDE SW4	II
30	12-16, CLAPHAM COMMON SOUTH SIDE SW4	II
31	32 AND 33, CLAPHAM COMMON SOUTH SIDE SW4	II
32	78, CLAPHAM COMMON SOUTH SIDE SW4	II
33	ICEHOUSE TO REAR OF 47/48	II
34	CLAPHAM SOUTH STATION (INCLUDING ABOVE GROUND STATION BUILDING AND SUB SURFACE PLATFORMS AND PASSAGES)	II
35	36, CLAPHAM COMMON SOUTH SIDE SW4	II

Ref	Name	Grade
36	45, OLD TOWN	II
37	PARISH BOUNDARY MARKERS ADJACENT TO CLAPHAM MANSIONS NIGHTINGALE LANE 9 BATTERSEA PARISH BOUNDARY MARKERS PARISH BOUNDARY MARKER ADJACENT TO NUMBER 11 NIGHTINGALE LANE PARISH BOUNDARY MARKER EAST OF THE BANDSTAND PARISH BOUNDARY MARKER NORTH EAST O	II
38	BANDSTAND	II
39	1, THE POLYGON SW4	II
40	FORECOURT WALL, RAILINGS, GATE AND PIER TO NUMBERS 30, 31 AND 32	II
41	DENMARK LODGE	II
42	34 AND 34A, CLAPHAM COMMON SOUTH SIDE SW4	II
43	53, CLAPHAM COMMON SOUTH SIDE SW4 CLAPHAM SOUTH DEEP TUBE SHELTER AND SURFACE BUILDING AT LAMBETH ENTRANCE	II
44	THE LODGE, FORMERLY CLAPHAM OLD FIRE STATION	II
45	1 and 3, Victoria Rise	II
46	Clapham Common War Memorial	II
47	Milestone on Clapham Common South Side Marking 4 1/2 Miles from Whitehall	II
48	Milestone on Clapham Common South Side Marking 4 Miles from Whitehall	II
49	BROADOAK	II
50	BOLLARDS EAST AND WEST SIDES OF STREET NEAR JUNCTION WITH NIGHTINGALE LANE	II
51	Zachary & Thomas Babington Macaulay Blue Plaque, 5 The Pavement, SE4 0HY	II
	The Rose and Crown PH, 2 The Polygon, SW4 0JG	II

Locally Listed Buildings	
34	Zachary & Thomas Babington Macaulay Blue Plaque, 5 The Pavement, SE4 0HY
35	The Rose and Crown PH, 2 The Polygon, SW4 0JG

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- Clapham Common Boundary
- Lambeth Event Site
- Lambeth Event Location
- Study Area
- Conservation Area
- Listed Buildings**
- I
- II*
- II
- Locally Listed Buildings

CLIENT:
London Borough of Lambeth

PROJECT:
Temporary Events at Clapham Common

DRAWING:
Heritage Asset Plan - Clapham Common, various events

PROJECT NUMBER:
LONH3043

DRAWING NUMBER: GIS_12 CHECKED BY: EC

REVISION: 1.0 STATUS: Draft

DATE: February 2022 SCALE: 1:6,000 @ A3



Appendix 2: Heritage Planning Legislation, Policy and Guidance

Statutory Duties

The Planning (Listed Buildings and Conservation Areas) Act 1990

The Planning (Listed Buildings and Conservation Areas) Act 1990 provides that listed building consent is required for;

'(s.7) ... any works for the demolition of a listed building or for its alteration or extension in any manner which would affect its character as a building of special architectural or historic interest ...'

In determining such applications the following duty is placed upon the decision maker:

's.16(2) In considering whether to grant listed building consent for any works the local planning authority, or as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'

With regard to applications for planning permission within conservation areas, it is set out that:

's.72(1) In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.'

Recent case law¹² has confirmed that Parliament's intention in enacting section 66(1) of the 1990 Act was that decision-makers should give "considerable importance and weight" to the desirability of preserving the setting of listed buildings, where "preserve" means to "to do no harm" This duty must be borne in mind when considering any harm that may accrue and the balancing of such harm against public benefits as required by national planning policy. Case law has confirmed that this weight can also be applied to the statutory tests in respect of

¹² Barnwell Manor Wind Energy Limited and (1) East Northamptonshire District Council (2) English Heritage (3) National Trust (4) The Secretary of State for Communities and Local Governments, Case No: C1/2013/0843, 18th February 2014

conservation areas¹³. The Secretary of State has confirmed¹⁴ that ‘considerable importance and weight’ is not synonymous with ‘overriding importance and weight’.

Importantly, the meaning of preservation in this context, as informed by case law, is taken to be the avoidance of harm.

National Policy

National Planning Policy Framework (NPPF) 2021

The National Planning Policy Framework (NPPF) was introduced in March 2012 as the full statement of Government planning policies covering all aspects of the planning process. A revised National Planning Policy Framework was published in July 2018. A revision was issued in July 2021, which replaced the previous versions published in March 2012, revised in July 2018 and updated in February 2019. Chapter 16 of the NPPF outlines the Government’s guidance regarding conserving and enhancing the historic environment in more detail.

The glossary of the NPPF (Annex 2) defines conservation as the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.

Paragraph 194 requires the significance of the heritage assets, which may be affected by the proposals to be described as part of any submission, ideally as part of a Heritage Statement report. The level of detail should be proportionate to the importance of the assets and sufficient to understand the potential impact of the proposals on their significance.

Paragraph 195 sets out that local planning authorities should also identify and assess the particular significance of heritage assets that may be affected by proposals. They should take this assessment into account when considering the impact of proposals in order to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal.

Paragraph 197 states that local planning authorities should take account of the desirability of sustaining and enhancing the significance of all heritage assets and putting them into viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 199 further outlines that local planning authorities should give great weight to the asset’s conservation when considering the impact on a proposed development on the significance of a designated heritage asset. The more important the heritage asset, the greater the weight should be.

Paragraph 200 specifies that any harm to, or loss of, significance of a designated heritage asset should require clear and convincing justification.

Paragraph 201 outlines that local planning authorities should refuse consent where a proposal will lead to substantial harm or total loss of significance, unless it can be demonstrated that this is necessary to deliver substantial public benefits that outweigh such harm or loss, or a number of other tests can be satisfied.

Paragraph 202 concerns proposals which will lead to less than substantial harm to the significance of a designated heritage asset. Here harm should be weighed against the public benefits, including securing the optimum viable use.

Paragraph 206 states that proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance), should be treated favourably. It outlines that local planning authorities should also look for opportunities for new development within conservations areas and the setting of heritage assets to enhance or better reveal their significance.

Local Policy

The London Plan 2021

The new London Plan 2021 was recently adopted in March 2021, and replaces the previous London Plan (2016 with alterations since 2011) and relevant policies. Policy HC1 of the new London Plan which states:

Policy HC1 of the draft London Plan relates to heritage conservation and growth. It states:

“A. Boroughs should, in consultation with Historic England and other relevant statutory organisations, develop evidence that demonstrates a clear understanding of London’s historic environment. This evidence should be used for identifying, understanding, conserving, and enhancing the historic environment and heritage assets, and improving access to the heritage assets, landscapes and archaeology within their area.

B. Development Plans and strategies should demonstrate a clear understanding of the historic environment and the heritage values of sites or areas and their relationship with their surroundings. This knowledge should be used to inform the effective integration of London’s heritage in regenerative change by:

- 1. setting out a clear vision that recognises and embeds the role of heritage in place-making*
- 2. utilising the heritage significance of a site or area in the planning and design process*
- 3. integrating the conservation and enhancement of heritage assets and their settings with innovative and creative contextual architectural responses that contribute to their significance and sense of place*

C. Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets’ significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings, should also be actively managed. Development proposals should seek to avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.

D. Development proposals should identify assets of archaeological significance and use this information to avoid harm or minimise it through design and appropriate mitigation. Where applicable, development should make provision for the protection of significant archaeological

¹³ The Forge Field Society v Sevenoaks District Council [2014] EWHC 1895 (Admin); North Norfolk District Council v Secretary of State for Communities and Local Government [2014] EWHC 279 (Admin)

¹⁴ APP/H1705/A/13/2205929

assets and landscapes. The protection of undesignated heritage assets of archaeological interest equivalent to a scheduled monument should be given equivalent weight to designated heritage assets.

E. Where heritage assets have been identified as being At Risk, boroughs should identify specific opportunities for them to contribute to regeneration and place-making, and they should set out strategies for their repair and re-use.”

The Development Plan

The development plan for the London Borough of Lambeth comprises the London Plan 2021, and the Lambeth Local Plan 2021. These documents provide local guidance with regard to development affecting heritage assets.

Lambeth Local Plan 2020–2035 (2021)

The Lambeth Local Plan 2020–2035 was adopted on 22 September 2021. Section 10: Quality of the built environment includes information on design and heritage. Within this section, the policies relevant to this application in terms of heritage are:

Policy Q5 Local Distinctiveness:

Policy Q7 Urban design: new development

Policy Q20 Statutory listed buildings:

Policy Q22 Conservation areas:

Other Guidance and Material Considerations

National Planning Practice Guidance (NPPG) 2014

National Planning Practice Guidance (PPG) was first issued by the Government in 2014 as a web based resource and living document. This is intended to provide more detailed guidance and information with regard to the implementation of national policy set out in the NPPF. The most recent updates date from 2019.

Historic England: Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment 2015

GPA Note 2 provides information to assist in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the National Planning Practice Guidance (NPPG). These include; assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, and marketing.

Historic England: Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets 2017 (2nd Edition)

GPA Note 3 provides information to assist in implementing historic environment policy with regard to the managing change within the setting of heritage assets, and also now views analysis. This also provides a toolkit for assessing the implications of development proposals affecting setting and views. A series of stages are recommended for assessment, these are:

- *Step 1: identifying the heritage assets affected and their settings*
- *Step 2: assessing whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s)*
- *Step 3: assessing the effect of the proposed development*
- *Step 4: maximising enhancement and minimising harm*
- *Step 5: making and documenting the decision and monitoring outcomes.*

Historic England: Advice Note 1: Conservation Area Designation, Appraisal and Management 2019 (2nd Edition)

This Historic England Advice Note supports the NPPF and NPPG, and is intended to set out ways to manage change in a way that conserves and enhances historic areas through conservation area designation, appraisal and management. It seeks to offer advice to all those involved in managing conservation areas so that the potential of historic areas worthy of protection is fully realised, the need for community and owner consultation examined, and the benefits of management plans to manage change, and achieve regeneration and enhancement, fully exploited. Advice on appraisal of conservation areas is also given, as assistance in demonstrating special interest and articulating character, guiding investment, and in developing a management plan.

Historic England: Advice Note 2: Making Changes to Heritage Assets 2016

This advice note provides general advice according to different categories of intervention in heritage assets, including repair, restoration, addition and alteration, as well as on works for research alone. This covers different types of heritage assets, including buildings and other structures; standing remains including earthworks; buried remains and marine sites; as well as larger heritage assets including conservation areas, registered landscapes, and World Heritage Sites.

Historic England: Advice Note 12: Statements of Heritage Significance 2019

This Historic England Advice Note provides general advice with regard to preparing statements of heritage significance and also the analysing of significance for the full range of heritage assets. This is designed primarily for applicants proposing changes to heritage assets, and accords with the Framework as revised.

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