

Hackney

REPORT OF THE SERVICE
MANAGER, LAND USE AND
TRANSPORTATION

SHOREDITCH NEIGHBOURHOOD
COMMITTEE (8 JULY 1998)

DE BEAUVOIR CONSERVATION
AREA: DESIGNATION OF
EXTENSION

| | |
|--|-----------|
| | |
| Classification DECISION | Enclosure |
| Ward(s) affected DE BEAUVOIR | 19 |

SUMMARY

This report recommends that the De Beauvoir Conservation Area be extended. It provides the results of community consultation regarding the extension of the De Beauvoir Conservation Area. The opportunity is also taken in this report to regularise the anomalous Conservation Area status of two areas by Kingsland Road, due to the recent designation of the adjoining Kingsland Conservation Area.

2. Members are asked to note that they are asked to agree either recommendation A or B regarding the Lockner estate, and also to agree to recommendations C and D separately.

RECOMMENDATIONS

- (A) That the areas shown on map (A) in appendix (A) (excluding the Lockner Estate) are designated part of the extended De Beauvoir Conservation Area as provided for under section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. OR
- (B) That the areas shown on map (B) in appendix (B) (including the Lockner Estate) are designated part of the extended De Beauvoir Conservation Area, as provided for under section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- (C) That 415-477 Kingsland Road and 2-8 Englefield Road are transferred from De Beauvoir Conservation Area to Kingsland Conservation Area.
- (D) That 481-505A Kingsland Road are designated part of Kingsland Conservation Area.

BACKGROUND

3. A Conservation Area is an "area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance" Planning (Listed Buildings and Conservation Areas) Act 1990. It is the character of an area as a whole that is important. Local Planning Authorities

have a duty under the above Act to consider designating areas of architectural or historic interest.

4. The Council's Unitary Development Plan states that further Conservation Areas will be designated on a programme basis as staff resources permit. The extension to De Beauvoir is identified as a proposal in the UDP.

5. The central area of the De Beauvoir Conservation Area was designated in 1971; it was extended in 1977. Since then, a number of reports have been submitted recommending extension, most recently in 1995. At the Shoreditch Neighbourhood Committee of 14 January 1998, Members authorised officers to carry out a consultation exercise as to whether or not the existing De Beauvoir Conservation Area should be extended. Should the response be in favour, officers were to put up a report recommending extension.

PROPOSED EXTENSION TO THE CONSERVATION AREA

6. The De Beauvoir Town was the first example of town planning in Hackney. It was the first large-scale housing development with a formal plan to be built in the Borough. Richard Benyon De Beauvoir built it on one plot of land from the 1830s onward. He had a very ambitious scheme with four squares, boulevards and streets radiating out from the centre. This can still be seen today in the street layout. One of the most important reasons to extend this existing Conservation Area is because areas previously excluded and now proposed to be included were an integral part of the plan. Topography is an important part of the criteria for designation. In addition, the extension contains streets obviously of the same high quality of design as in the designated area. English Heritage and the Royal Town Planning Institute set out guidelines for justification. Further details of the criteria and the reasons for designation are set out in the separate appraisal document available in the Members' library, which describes the special quality of the area by way of justification for designation.

THE LOCKNER ESTATE

7. This modern Council development is situated to the east of De Beauvoir Square, between Kingsland Road, Englefield Road and St Peter's Way. Previous proposals for extension of De Beauvoir Conservation Area excluded this, as did the initial proposed boundary for this current exercise. At the public meeting on 30 April 1998, Members present asked officers to consult residents in the estate on whether the estate should be included and to present options in this report. The response was very low, but in favour.

8. It is to be remembered that the legal definition of a Conservation Area is 'an area of special architectural or historic interest'. The Lockner Estate is not such an area; however, it may be undesirable to leave an 'island' undesignated, especially in view of the fact that one side is to De Beauvoir square. There are no proposals which would require planning permission/conservation area consent in the near future, but should any major development occur to the estate in future years, it would have to respect the square. (Members are asked to note that they are asked to agree either recommendation A or recommendation B.)

TRANSFER OF 415-477 KINGSLAND AND 2-8 ENGLEFIELD ROAD FROM DE BEAUVOIR CONSERVATION AREA TO KINGSLAND CONSERVATION AREA

9. This area is shown crosshatched on the appendix maps.

Kingsland Conservation Area was designated in February 1998 as a 'corridor' along the Kingsland Road. The rows of listed buildings are currently in De Beauvoir Conservation Area; however, now that Kingsland Road has its own Conservation Area, the properties belong more correctly in Kingsland Conservation Area. The opportunity is taken with the main objective of this report to regularise this matter.

DESIGNATION OF 481-505A KINGSLAND ROAD AS PART OF KINGSLAND CONSERVATION AREA

10. This small area is shown hatched on the appendix maps and is directly north of the area referred to in paragraph 9. The area was not designated as part of the recent Kingsland Conservation Area, due to an administrative error. It obviously forms part of the Kingsland corridor.

CONSULTATION

11. Leaflets were hand-delivered to all addresses in the proposed extension areas. They were also sent to residents' associations. This consisted of a sheet explaining what Conservation Areas are, asking whether the recipient would be interested in joining the Conservation Area Advisory Committee, questionnaire and map.

12. The response has been overwhelmingly in favour of the principle of a proposed extension. This was not unexpected, since there have been repeated requests from the local community since 1977 to do this. (The results are provided in appendix (C)).

13. A public meeting was held on 30 April 1998, attended by 32 members of the public and Councillors. The results are provided in appendix C and minutes are available in the Members' library. Most of the community's concerns related to traffic issues; a traffic engineer attended and addressed these. The conclusion of the meeting was overwhelmingly in favour of the principle of extension and of the creation of a Conservation Area Advisory Committee. The meeting requested officers to also consult the Lockner Estate residents regarding the proposals. Consequently, all addresses there were sent leaflets as previously; the response level was very low, but in favour. (See also below: 'The Lockner Estate'.) Leaflets were also sent to the two areas proposed to be part of Kingsland Conservation Area; response was low, but in favour. All the relevant amenity societies were consulted.

IMPLICATIONS OF DESIGNATION

14. Conservation Area status allows the Council, as local planning authority, to exercise more control over development than would otherwise be possible.

15. A Conservation Area is 'an area of special architectural or historic interest, the character of which it is desirable to preserve or enhance'. This is the definition given in the Planning (Listed Buildings and Conservation Areas) Act 1980. The Council would have a duty to ensure that development requiring planning permission or conservation area consent respects the special qualities of the area. Designation does not prevent development from taking place; it is an instrument of positive change and enhancement. For example, this would not mean that a new development might not have to be in a historic style, but it would have to be well designed and in keeping.

16. Designation provides protection for trees, including those which are of amenity value but do not have a Tree Preservation Order on them. Conservation is an important part of sustainability, as more buildings are re-used. The Council would also have greater controls over inappropriate advertisements and hoardings.

17. There will be an increase in the number of applications, which are the subject of advertisements and site notices, but overall it is not envisaged that there will be a significant increase in the workload of the Town Planning Service. In fact, a recent House of Lords decision resulting in local planning authorities having less control over demolition, which is not total or substantial, reduces the potential workload.

18. Designation should be accompanied by an appraisal document, which justifies decision by explaining the special qualities of the area which merit conservation. The appraisal document has been prepared and will be placed in the Members' library as well as being generally available. A design guide was produced some years ago for De Beauvoir, which has proved extremely useful in explaining to applicants what is and is not allowed. However, this guide needs to be updated and expanded; this would enable the Council to assist its customers more usefully. For example, assisting applicants at an early stage would speed up the decision period.

CONSERVATION AREA ADVISORY COMMITTEE AND CONSERVATION AREA PARTNERSHIP GRANTS

19. The meeting of Council in 17 December 1998 resolved that Conservation Area Advisory Committees be established, covering every Conservation Area. Since then, Shoreditch CAAC has been established and Members have authorised the setting up of a CAAC covering Kingsland Conservation Area, Albion Square Conservation Area and an extended de De Beauvoir Conservation Area (Hackney and Dalston Neighbourhood Committee 4 February 1998, Shoreditch Neighbourhood Committee 11 January 1998 and Borough Services Committee 18 February 1998).

20. A CAAC is a group, independent of the Council, which acts as an advisory and consultative body on planning applications in the Conservation Areas. This group could also have input into policy issues and will have a major role in monitoring the progress of the Kingsland Conservation Area Partnership (CAP). The Kingsland CAP Action Plan has been recently approved by English Heritage and the Heritage Lottery Fund and Members will receive an update on the CAP in the near future. The new CAAC will be asked to provide a representative to sit on the CAP steering group.

21. The community was consulted on whether a CAAC should be set up and there was overwhelming support for this. Over forty people have offered to sit on the committee to date. This indicates a very high level of people seeking empowerment in local decision-making. This is a key objective of 'Transforming Hackney'. There is a very high level of informed interest in conservation and design matters in this area and the CAAC will assist the Council in serving its customers in a more meaningful manner. 22. The new CAAC is being established by the Council and the Hackney Society working together, and the first meetings have been held recently.

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OBSERVATIONS OF SHOREDITCH NEIGHBOURHOOD SERVICES DIRECTOR

22. The Neighbourhood Office has no objection to the inclusion of Lockner estate should members wish to include it within the conservation area.

OBSERVATIONS OF BOROUGH SECRETARY AND SOLICITOR

23. Section 59 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended imposes a continuing duty on local planning authorities to determine which parts of their areas are areas of special architectural interest, the character or appearance of which it is desirable to preserve or enhance and to designate those areas as Conservation Areas.

OBSERVATIONS OF BOROUGH TREASURER

24. This report recommends the extension of the De Beauvoir Conservation Area. It also recommends an approach to regularise the anomalous status of two areas of Kingsland Road. If Members approve the proposals, there will be an increased ongoing cost of advertising, as there are additional requirements for advertising Conservation Area Consent within Conservation Areas. However, this requirement has recently been reduced to cover only those applications involving total or substantial demolition. Any additional costs are therefore expected to be minimal and can be contained within the budget both currently and in future years.

Signed

Jean Palmer Date 29/6/98

JEAN PALMER SERVICE MANAGER, LAND USE & TRANSPORTATION

Katharine Owen Conservation and Design Officer, Lead Originator

Date

11 June 1998, updated

26 June 1998

BACKGROUND PAPERS RELATING TO THIS REPORT

| No. | Background Paper | Name/Designation of Contact Officer, and telephone extension | Location |
|-----|---|--|---------------|
| 1. | De Beauvoir Conservation Area Extension files | Katharine Owen Conservation and Design Officer 0181 356 8089 | 161 City Road |

APPENDIX A: MAP OF PROPOSED CONSERVATION AREA EXTENSION (OPTION A)

APPENDIX B: MAP OF PROPOSED CONSERVATION AREA EXTENSION (OPTION B)

APPENDIX C: SCHEDULE OF PROPERTIES

APPENDIX D: ANALYSIS OF CONSULTATION RESPONSES

**Appendix B (Option B) – including Lockner Estate
Proposed Extension to De Beauvoir Conservation Area**



| | | | |
|------------|---|---|---|
| KEY | | <p>London Borough of Hackney</p> | |
| | Existing De Beauvoir Conservation Area | | |
| | Proposed extension to De Beauvoir Conservation Area | | Proposed transfer from De Beauvoir Conservation Area to Kingsland Conservation Area |
| | Existing Kingsland Conservation Area | | |

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APPENDIX C – SCHEDULE OF PROPERTIES

| STREET NAME | PROPERTY NO. |
|-------------------|--|
| Ardleigh Road | 1-49 (odd) 2-28 (even) |
| Balls Pond Road | 1-173 (odd) inc. Vehicle Testing Station |
| Bentley Road | 2-30 (even) 1-17(odd) + 8-14 Tottenham Road (Job Centre) |
| Blandford Court, | 1-71 (inc) (Lockner Estate), Kingsland Road) |
| Buckingham Road | 2, 2a, 4-6 (inc. Our Lady Of St Joseph RC Primary School & 1-122 Kingsland Estate, Tottenham Road 76a,78-104(Even) 1-67 (Odd) |
| Culford Grove | 1-9 (con) |
| Culford Mews | 5-10 (con) |
| Culford Road | 107a,(PH) 107-153, 167 (odd) 116-186 inc. 118a (even) |
| De Beauvoir Place | 1-6, 9-16,18, 20-48 (inc.) off Tottenham Rd |
| De Beauvoir Road | 107-155,161 (odd) 104-152 (even) inc. St Peter's Church |
| Deacon Mews | 1-10(con) off Southgate Rd |
| Dorchester Court | 1-12 (inc) (Lockner Estate), 1 Englefield Road) |
| Dorset Court | 1-34 (inc) 70 Hertford Road (Lockner Estate) |
| Downham Road | 40, '96-106 (including Play Area & Vacant land) |
| Eagle Mews | 1-10, (con) off Tottenham Road |
| Englefield Road | 1-11, 12-38(12) Public Baths (Even) 415-477 (odd) |
| Gate House | 1-16 off Upton Rd |
| Hertford Road | 61a, 63-69, 81-95 (odd) |
| Mews The | 1-2 off Buckingham Road |
| Lulworth Court | 1-8(inc) + play area (Lockner Estate) |
| Mortimer Road | 109-121(odd) 88-110 (even) |
| Orchard Mews | 1-15 (con) |
| Pool Court | 1-12 (inc.) (Lockner Estate) |
| Portland Court | 1-14(inc.) (Lockner Estate), St Peter's Way |
| Seville Mews | 1-8 (con) |

| | |
|------------------|--|
| Southgate Grove | 1-16 (con) |
| Southgate Road | 142-200 (even) 52-86 (incl. Flats 1-16, 84 & 1-4, 88) |
| Stamford Road | 1-49 (odd) 2a, 2-20(inc.) |
| Stratton Court | 1-12 (Lockner Estate) (90 Hertford Rd) |
| Swanage Court | 1-12 (Lockner Estate) (80 Hertford Rd) |
| Tottenham Road | 24-56 (inc De Beauvoir Primary School) 96-108, 120-152 & 152a (even) 91-133 (odd) |
| Ufton Road | 1-13, 21-39(odd) 1-4, 10-14,16-22(even) |
| Warburton Close | 1-11 previously 1-5 Culford Mews & 115-165 Culford Rd. |
| Wareham Court | 1-12 (Lockner Estate) (100 Hertford Rd) |
| Watercress Place | 1-6(con) |

APPENDIX D ANALYSIS OF CONSULTATION RESPONSES

(Note: responses received as at 29 June 1998. Any late responses will be notified to committee secretariat.)

METHOD

1. Consultation leaflets were hand-delivered to all addresses in the proposed extension areas. Attached to this were questionnaires, explanatory information on what Conservation Areas are and maps.
2. Separate leaflets were also hand-delivered to the two 'transfer areas'.
3. A public meeting was held on 30 April 1998 in St Peter's Church, De Beauvoir Road, chaired by the chair of the Hackney Society. Full minutes are available from the Conservation and Design team and will be put in the Members' library, prior to committee.
4. English Heritage, Local and national amenity societies and local residents' associations were consulted.
5. The new Conservation Area Advisory Committee was consulted at its first meeting.
6. The Conservation and Design Officer at the adjacent London Borough of Islington was consulted.

RESULTS

- 1.0 Questionnaires: return rate was low. Those that did respond made several useful suggestions, which have been included in the appraisal document. The below includes telephone responses.
- 1.1 Do you consider that the proposed conservation area is one of special architectural and historic interest? Should its character be preserved and enhanced?
62 said yes, 1 said no.
- 1.2 Do you agree with the proposal to extend the existing conservation area?
61 said yes, 1 said no.
- 1.3 What do you value about the extension area in environmental terms?
Very high standard.
Green, leafy.
Period buildings.
Modest-sized houses with large gardens are a luxury close to central London.
Unique architectural points of interest.
Quiet, broad streets.
Distinct grid pattern makes for interesting angles.
Lockner estate is a beautiful 70s building. Keep it leafy/plant more trees to fit in with square.
General maintenance/preservation of character.
The extension is of similar quality to the existing, therefore some protection should be given against inappropriate building and extensions.
Good design is important.
Uniformity of architecture and, paradoxically, the interesting variety of houses.
Predominantly single occupancy homes retain the local character.
Residential use.
Redevelopment would destroy the character of the area.
Proposal provides opportunity to integrate policies evenly across De Beauvoir.
- 1.4 What do you think are the environmental problems in the extension area?
Traffic travelling too quickly. Traffic noise and pollution at Balls Pond Road. Bus route along Stamford Road.
Extensions to houses are often ugly and ruin large gardens.
Derelict housing.
Too many ugly modern buildings.

Some areas not green enough. Plant more trees.
 Flower beds are sadly neglected.
 Maberly Chapel is derelict again.
 Neglect by landlords.
 Need traffic calming in Southgate Road.
 Condition of certain buildings, eg 94 Mortimer Road.
 Need more cycle routes.
 Vehicle testing centre at Southgate/Bells Pond Road.
 Cowboy builders. Immense pressure to ruin by stealth.
 Park at Ufton Road needs to be redesigned.
 De Beauvoir Square should be replanted.
 Demolish Lockner estate.
 Lockner estate car park is an eyesore.
 UPVC windows.
 Vandalism, graffiti, rubbish left all over the place.
 Lack of education informing people of the value of the area.
 Scars of cable-laying on pavements.
 Redevelopment of pubs.

- 1.5 What buildings, areas, trees and other features are particularly valuable to the area?
 All of them.
 General character.
 Variety of housing and trees add up to a delightful area.
 No tower blocks. Houses have character and do not look like boxes.
 Façade of old Metropolitan Hospital.
 De Beauvoir Square.
 Fine Regency terrace on Bells Pond Road.
 Trees on Lockner estate, because they are few.
 Double-fronted houses.
 Modern building in Mortimer Road.
 Some light industrial units.
- 1.6 Do you agree with the proposed boundary?
 61 said yes, 1 said no
 1 said new development at Ufton Road should be omitted. 2 said omit vehicle testing centre. 1 said omit NE corner. I said include Lockner.
 Absolutely, it makes more sense than the present one.
 It seems silly that the bottom end of Ufton Road wasn't included in the first place.
- 1.7 Do you agree with the proposal to establish a Conservation Area Advisory Committee?
 60 said yes, 1 said no.
 If it takes notice and does things, not just hands out leaflets.
 I see no reason for an amateur body of local interests to make up this group. The Council needs the advice of informed professionals.
- 1.8 If so, would you be willing to participate in a Conservation Area Advisory Committee?
 34 said yes, 4 said no, 6 said possibly
- 1.9 Do you have any further comments regarding the proposals?
 Good idea, about time.
 The proposal is long overdue.
 Architectural quality is the same as in existing area.
 The CAAC should be encouraged to bid for funds to improve the environment including tree/flower planting and replacement of tarmac paths with york stone.
 Encourage people to look after their properties. Recycle housing.
 If regulations regarding permitted styles are flouted successfully as at lower Culford Road, then obtaining Conservation status will be a waste of time and money.

2.0 Responses from the two 'transfer areas': 3 responses; "I don't agree because we have been in De Beauvoir since the time of William the Conqueror." 2 others agreed

with proposal.

Responses from the Lockner Estate: 8 agreed with inclusion of the Lockner estate.

3.0 Public meeting: the response was in favour of the proposals and requested that the residents of Lockner estate be included with a view to its inclusion.

4.0 English Heritage, Amenity Societies and others:

4.1 English Heritage's comments are awaited.

4.2 The Hackney Society's verbal comments were as follows: A) The Hackney Society supports all the proposals. B) The Hackney Society has no objection to the proposed boundaries. C) The Hackney Society believes that the Lockner estate should be included as an 'island' is not desirable.

4.2 The Victorian Society, Georgian Society, Ancient Monuments Society, Society for the Protection of Ancient Buildings, Hackney Archives Department were consulted but did not respond.

4.3 The Twentieth Century Society's comments on the Lockner estate are awaited.

4.4 The local residents and tenants associations were consulted and the estate committee at the Lockner estate was consulted but did not respond.

5.0 Conservation Area Advisory Committee: at the 1st meeting, there was unanimous support for the principle of the proposed extension and for the inclusion of the Lockner estate.

6.0 Conservation and Design Manager at London Borough of Islington: Strong support for the proposal which will strengthen the East Canonbury Conservation Area adjacent at Southgate Road.

Updated: 26 June 1998.