

Planning Committee

Tuesday 1 December 2015

5.30 pm

Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1
2QH

Supplemental Agenda

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Date:



Liberty of The Mint

Draft Conservation Area Appraisal (November 2015)

www.southwark.gov.uk

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Liberty of the Mint Conservation Area

1. Introduction

1.1. The Conservation Area Appraisal: Purpose

- 1.1.1 The purpose of this statement is to provide both an account of the Liberty of the Mint Conservation Area and a clear indication of the Borough Council's approach to its preservation and enhancement. It is intended to assist and guide all those involved in development and change in the area, and will be used by the Council in assessing the design of development proposals.
- 1.1.2 The statutory definition of 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." Conservation areas are normally centred on listed buildings and pleasant groups of other buildings, open space, or an historic street pattern. A town space or features of archaeological interest may also contribute to the special character of an area. It is, however, the character of an area, rather than individual buildings, that such a designation seeks to preserve or enhance. The most recent legislation dealing with conservation areas is the Planning (Listed Buildings and Conservation Areas) Act, 1990 (Sections 69 to 78). Guidance to the legislation is given in the National Planning Policy Framework (NPPF), published by the Department of Communities and Local Government in March 2012.
- 1.1.3 Planning legislation requires that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the conservation area. In doing this the emphasis will be on control rather than prevention, to allow the area to remain alive and prosperous but at the same time to ensure that any new development accords with its special architectural and visual qualities.
- 1.1.4 This statement has been prepared following guidance given by English Heritage in their in their report *Understanding Place: Designation and Management of Conservation Areas* (2011).

1.2. Arrangement of this document

- 1.2.1 Following the Introduction, Section 2 provides a brief history of the area and its development. Section 3 starts with a broad appraisal of its character and appearance, with reference to the range of materials, details and building types to be found in the area. Section 3 then goes on to describe the area with specific reference to architectural and historic qualities, views and townscape, the character and relationship of public and green spaces, and any elements that detract from the conservation area. Section 4 provides an audit of the features of special interest of the area, including listed buildings, particular groups of unlisted buildings, and trees, planting and other streetscape elements. Section 5 provides guidelines for future management and change in the conservation area.

1.3. Liberty of the Mint Conservation Area

Location

- 1.3.1 The Liberty of the Mint Conservation Area is situated, broadly, to the west and south of Borough Tube Station. The Liberty of the Mint Conservation Area adjoins the Borough High Street Conservation area adjacent to St George the Martyr Church. The north boundary of the Conservation area follows the centre line of Marshalsea Road, but includes 6-14 (even) and 20-22 (even) Marshalsea Road which are located to the north side of the road. The west boundary follows the east boundary of Mint Street Park, continuing south along Sudrey Street, including the east side of this street. The south boundary runs behind properties on Great Suffolk Street, and heads south to include the public house at 125 Great Suffolk Street. Industrial buildings at the junction of Toulmin Street and Great Suffolk Street are included in the conservation area up to number 131 Great Suffolk Street. The west boundary of the grounds of Charles Dickens School and number 48 Lant Street mark the west extent, before the conservation area boundary continues along Lant Street, crossing south to include the Gladstone Public House. The east boundary of the conservation area then heads north on the west side of Borough High Street including numbers 196-230 (even) Borough High Street meeting the Borough High Street Conservation Area adjacent to St George the Martyr Church.
- 1.3.2 The conservation area contains much of the site of Brandon House/Suffolk Place, the former palace of the Dukes of Suffolk. Much of the area of this property has been excavated on the site of the modern building known as Brandon House, which stands at the north-west junction of Borough High Street and Marshalsea Road.

Topography

- 1.3.3 Visually the conservation area is level and generally at a maximum elevation of 4.30m above OS Datum.

1.4. Planning History

- 1.4.1 In recognition of this special character, the Liberty of the Mint Conservation Area was originally designated by the Council on *****, under the Civic Amenities Act of 1967.

1.5. Local Planning Policies

- 1.5.1 There are a number of documents that are used to set out the Council's strategy for development and to make decisions on planning applications, collectively these are known as the Development Plan. At the time of writing this appraisal the Development Plan documents include: the Core Strategy (2011), the saved Southwark Plan (2007) and our area action plans, which all set policies for the borough. There are a number of saved Southwark Plan policies which seek to preserve and enhance the character of a conservation area, alongside policy 12 of the Core Strategy. Southwark Council will be replacing the Core Strategy and saved Southwark Plan with the New Southwark Plan over the next few years.
- 1.5.2 The National Planning Paragraph Framework (NPPF) came into force in March 2012 and sets out the government's national policies on different aspects of spatial planning and how these are expected to be applied. Section 12 of the NPPF concerns planning relating to the conservation of the historic environment. These policies are a material consideration which must be taken into account in the development and preparation of

local and neighbourhood plans. Section 12 of the NPPF applies to heritage assets, that is to say those elements of the historic environment which have significance by way of their historic, archaeological, architectural or artistic interest. The policies in this section apply to heritage assets including those considered worthy of designation by way of their significance, these are set out under the Planning (Listed Buildings and Conservation Areas) Act 1990. The NPPF also covers heritage assets which are not designated but possess a level of heritage interest and are thus a consideration in planning decisions.

1.6. Scheduled Monument Consent

1.6.1 At present the conservation area contains no scheduled monuments. It is the Council's intention to apply for the remains of Brandon House/ Suffolk Place to be scheduled. The remains of this site extent both south and west outside the area excavated for the rebuilding works of modern Brandon House into the conservation area.

1.6.2 Applications for Scheduled Monument Consent should be made to the relevant English Heritage Regional Office. Such applications are determined by the Inspector of Ancient Monuments. Further details concerning Scheduled Monument Consent can be found at:

<https://historicengland.org.uk/advice/planning/consents/smc/>

1.7. Further Information

1.7.1 This document is not exhaustive, and further advice and information can be obtained from the Planning Department, London Borough of Southwark.

1.7.2 Information on the Southwark Plan, including electronic versions of the plan and supplementary planning guidance, can be found on the Council's web site at www.southwark.gov.uk.

2. Historical Background

2.1. Brandon House/ Suffolk Place and earlier archaeology

2.1.1 The site of Brandon House occupied the south-west extent of the built-up area of the Borough of Southwark. There appears to be little historical evidence for the development of the site, but Wyngarde's Panorama of London, drawn 1543-44, shows the house in some detail. Based upon the evidence of the Panorama, between 1518 and 1522 Charles Brandon, the Duke of Suffolk, extended an existing late medieval courtyard house with a block of four stories, crowned with six onion-domed towers. To the north of this block, roughly on the line of Borough High Street, the panorama suggests a further north-south range was built. Finds from the site show the building was elaborately decorated with moulded terracotta. The archaeological evidence suggests that these were the main elements of the site, but out of the view of the illustrator it is most likely there were another courtyard and other buildings.

2.1.2 The archaeological work undertaken on the site of modern Brandon House, and earlier finds demonstrate that the remains of the Tudor building continue to the north, east, south and west of the site. Those remains to the south and west of the site will be within the Conservation Area.

2.1.3 The north side of Marshalsea Road stands roughly on the alignment of the Borough Channel. This is one of the 'rivers' that characterised the landscape of prehistoric and Roman Southwark. The channel divided the south island of the Roman settlement from the 'mainland'. Within the area around Lant Street is a significant area of Roman burials excavated on the site of 52-56 Lant Street. Whilst this is one area where roman burials have been excavated it is likely to be part of a more extensive cemetery.

2.1.4 Beyond Lant Street, in the wider area, the line of Stane Street, the Roman road south to Chichester probably broadly follows the line of Borough High Street and Newington Causeway south, however, there have been very information relating to the course of the road south, so it might be the case it actually runs further to the west, within the conservation area.

2.2. The Liberty of the Mint

2.2.1 The name 'Liberty of the Mint' comes from the establishment by Henry VIII of a royal mint at Brandon House in 1545. As part of a programme to debase the coinage, and increase production, the Southwark mint was founded along with three others at Canterbury, York and in the Tower of London. The Southwark mint was in use until 1551.

2.2.2 In 1550 Edward VI issued a charter passing the crown's extensive landholdings in Southwark to the City of London. The site of Brandon House, and the lands immediately associated with it remained in Royal possession and were excluded from the charter. Mary I passed the house and its immediate lands to the Archbishop of York. The archbishop proceeded to demolish the house and the site was redeveloped as part of the town.

2.2.3 Based upon the exclusion of the site of Brandon House from the 1550 charter, the idea developed, during the 17th century, that people residing within the Mint claimed privilege of exemption for all legal civil and criminal processes. There are various descriptions of

the area which state it was entered via Mint Street, the predecessor of Marshalsea Road, through a timber gateway. Other entrances to the area were gated. The Mint then became an asylum for debtors, convicts and felons. In one case, in the early 18th century, it is reported that a fraudulent bankrupt fled to the Mint. A body of residents of the Mint then attempted to fight off the Constables pursuing the bankrupt, but failed.

- 2.2.4 The Liberty survived an act of 1695-6 intended to abolish it, despite the act imposing fines of £500 and transportation, and it was not until 1723, with the passing of '*An Act for the more effectual Execution of Justice in a pretended privileged Place in the Parish of Saint George in the County of Surrey, commonly called the Mint; and for bringing to speedy and exemplary Justice, such Offenders as are therein mentioned; and for giving Relief to such persons are proper Objects of Charity and Compassion there.*' that the area was cleared of its residents. One must question whether the liberties of the area were pretend if it took an act of parliament to abolish them.
- 2.2.5 Despite the passing of the 1722 act it appears there was no effort to clear the housing within the area. In 1819, with the construction of Southwark Bridge Road, this bypassed the Mint to the west. The construction of Marshalsea Road, completed in 1888, to reduce traffic on London Bridge, lead to the clearance of the Mint area. However some slum dwellings survived in the area of Redcross Way up to 1898.
- 2.2.6 The Mint is frequently referred to in literature, Defoe's Moll Flanders travels through the Mint. The clearance of the area, and the 1722 Act, is mentioned in John Gay's Beggars' Opera. The infamous Jack Sheppard and Jonathan Wild, significant early 18th century criminals, used the Mint as a base keeping horses on Redcross Street.

2.3. Broad character of the conservation area

- 2.3.1 The built heritage of the conservation area, as we see it today, dates largely from the 1888 clearance, and the construction of Marshalsea Road. Set-piece architecture such as the triangular Ilfracombe and Monarch flats, which flank Marshalsea Road, date from 1888 and were built by James Hartnoll as a commercial enterprise. Other elements of what is now the Peabody estate, such as Douglas House, were built in 1886, by the Improved Industrial Dwellings Company, where, unlike many blocks of this period, the block was built with self-contained flats.
- 2.3.2 Gable Cottages are located at the south end of Sudrey Street. This is a group of almshouses, most of which are listed at Grade II. The cottages are arranged around three sides of a grassed courtyard in an irregular manner showing many gables or pitches roofs to the street frontage. They are of two stories with brick ground floors and half-timbered, roughcast or tile-hung first floors.
- 2.3.3 The Lantern, number 1 Trundel Street, is a fine modern housing block with concrete piers to the ground floor clad with timber, glazing and panels overlooking Mint Street. Park. Lant House, between Bittern Street and Toulmin Street, is a five storey, inter-war, brick galleried LCC housing block. Other more successful recent housing in the conservation area has employed a greater variety of materials, but they are broadly constructed from stock brick.

- 2.3.4 The north side of Lant Street and the east side of Sanctuary Street are fronted by a number of characterful warehouses. Within this block bounded by Lant Street, Sanctuary Street, Marshalsea Road and Borough High Street the lane called Vineyard that winds through the block from Sanctuary Street is fronted by a number of late 19th and early 20th century warehouses.
- 2.3.5 On Marshalsea Road good quality late 19th c warehouse buildings can be seen at number 6-14 (even), on the north side of the road and 9 and 11, on the south side of the road. Meeting the Union Street Conservation Area 24 and 26 Marshalsea Road and 3, Quilip Street are good quality warehouse buildings which date to after the construction of Marshalsea Road.
- 2.3.6 Industrial buildings are better represented in the core of the conservation area, particularly at the junction of Lant Street and Bittern Street and at the junction of Toulmin Street and Great Suffolk Street, south of Pickwick Street. The building to the east side of Toulmin Street is a particularly fine workshop with stone, quoined, arched entrance way with prominent keystone.
- 2.3.7 The Libertine Public House on Great Suffolk Street is a fine three storey, purpose built public house dating from the mid 19th century. The Gladstone, on the south side of Lant Street, is a fine later 19th century public house, and the sole surviving building to the south side of Lant Street. Reconstructing the terrace to the south side of Lant Street would improve the setting of the public house, and bring a sense of enclosure to the street.
- 2.3.8 Charles Dickens School occupies the centre of the conservation area. This is a late Victorian board school built of stock brick with peg tiled roof. The roof is characterised by multiple gables in the north face.
- 2.3.9 The conservation area includes in the borough High street frontage between 196 and 230 (even) Borough High Street. Buildings of note within this frontage include 230 Borough High Street, which terminates the run of warehouses to the north side of Lant Street, 202-206, the 'timber framed' Trinity Public House with its steeply pitched roof, dormers and gable. Numbers 22 and 226 Borough High Street are good examples of the smaller buildings in tightly confined plots. Whilst the shop fronts are largely modern, the upper parts of the buildings, particularly brick-built 228, contribute to the streetscape. Number 222-224 is a fine red brick, three bay, four storey building with stone dressings which contributes positively to the character and appearance of the conservation area, as do the upper parts of 'Right Price Express'.

3. The Character and Appearance of the Area

3.1. Broad Context

Definition of Special Interest/ Significance

- 3.1.1 The Liberty of the Mint Conservation Area contains a varied section of Southwark townscape broadly dating from the later 19th century. This consists of a mix of industrial, residential, educational, transport and historic, mixed-use buildings fronting onto Borough High Street. The area has a particular significance due to the rebuilding of much of the area with the construction of Marshalsea Road dating from 1888. The southern parts of the conservation area retain much of the Victorian character of closely packed former industrial and residential buildings defining a tight, well-defined townscape.

Urban Morphology

- 3.1.2 The conservation area is characterised by former industrial and warehouse buildings in close proximity to flat blocks and other buildings characteristic of a late-Victorian, urban London.

Land use pattern

- 3.1.3 The conservation area predominantly comprises of multiple dwellings, former warehouses and industrial buildings, now in mixed uses, two public houses and retail units with other uses above fronting onto Borough High Street. The conservation area also includes Borough Tube Station.

The setting of the conservation area

- 3.1.4 The conservation area is located within urban Southwark. It is bounded by Borough High Street, to the east, Mint Street Park to the west Great Suffolk Street, to the south, where the character and nature of the built heritage changes significantly. To the north the conservation area meets, what will be a new building on the site of Brandon House, changes in the character of the built heritage and the Union Street Conservation Area.

Views and Townscape

- 3.1.5 Marshalsea Road, and the set-piece arrangement of Ilfracombe and Monarch Flats, as the road curves is a key space within the conservation area. Views in and around Douglas Buildings, Peabody Estate are particularly characterful. Sanctuary Street, Lant Street and Vineyard are areas of tightly-packed industrial buildings. .

4. Audit

Heritage Assets within the Conservation Area

4.1. Scheduled Monuments

4.1.1 The conservation area contains no scheduled monuments, however the council will apply for the scheduling of the remains of Brandon House/Suffolk Place and the likely boundary of this monument will enter the conservation area.

4.2. Registered Parks and Gardens

4.2.1 There are no registered parks or gardens within the conservation area.

4.3. Listed Buildings

4.3.1 There is one list entry containing a number of Grade II listed buildings within the conservation area:

- Gable Cottages, Sudrey Street;

4.4. Key Unlisted Buildings and Building Groups

4.4.1 The main defining elements of the conservation area are groups of buildings that combine into frontages that define streets, spaces and views. Often this group value of buildings is as important as the individual characteristics of listed buildings, and the scale, containment and background character that they provide is essential to the character of the conservation area. The following buildings are of particular note:

- The Gladstone Public House, Lant Street;

- . Douglas Buildings, Peabody Estate;
- Charles Dickens School;
- Monarch and Ilfracombe Flats;
- 57-67 (odd) Lant Street;
- Langdale House, Marshalsea Road;
- The Libertine Public House, Great Suffolk Street;
- 'Works' building fronting onto Toulmin Street;

4.5. Environmental Improvements

4.5.1 The conservation area would benefit from a consistent treatment of the public realm in terms of paving materials. Granite setts and modern cobbles exist on by the Angel Public House. Elsewhere there is a mixture of public realm treatments and materials. Consideration should be given to the re-introduction of traditional paving materials throughout the conservation area.

4.5.2 Should proposals for replacement buildings be presented these should follow the scale of the buildings to be replaced. Proposals should also seek to preserve and enhance the character of the conservation.

4.5.3

5. Guidelines

5.1. Introduction

Purpose of this guidance section

5.1.1 This section of the report draws out from the appraisal those themes that are essential to the conservation area's historical character, to which new development and improvement should pay heed. It is not intended to provide a perspective methodology for new design in the area or to exclude innovation.

5.1.2 It should also be noted that architectural style, in terms of the design of elevations, selection of materials, detailing and so on, is only part of the concern. Equally important are townscape issues of mass, overall form, building placement relative to the public realm, creation and presentation of views and vistas, quality of boundary treatments, and visual impacts of utility areas such as parking, servicing and site access.

Consulting Historic England

5.1.3 Should Brandon House/Suffolk Place be added to the schedule of monuments works to the area of the Scheduled Monument which would affect the Scheduled Monument require Scheduled Monument Consent. Effectively any excavation or groundworks, including, for example tree planting or road resurfacing would require Scheduled Monument Consent. Scheduled Monument Consents are managed by Historic England.

Consulting the Council

5.1.4 The Council's conservation officer should be consulted prior to undertaking any alterations to the exterior of buildings within the conservation area and it is likely that planning permission and /or conservation area consent to demolish will be required for most significant works. Where a building is listed, there are stricter controls on what the owner can and cannot do. Most works to a listed building, whether internal or external, will require listed building consent where they are considered to affect the special architectural or historic interest of the building. Replacement of listed structures will usually prove unacceptable, and replacement of unlisted structures will normally only be entertained where existing buildings do not make a positive contribution to the character and appearance of the conservation area and the proposal can be shown to positively preserve or enhance that character and appearance. If unauthorised work is carried out the Council can enforce against it.

5.1.5 The following guidance provides some indication of the most appropriate approach to common problems and development pressures within the area. It is always wise to seek advice from the Council's planning and conservation officers before considering any building working, including that which may affect trees and landscaping.

5.2. Development form and urban morphology

Street and plot patterns

5.2.1 It is important that the overall form of development remains in keeping with the morphological characteristics of the area. The conservation area tightly defined urban area of central London. The buildings generally front directly onto the pavement. The

area bound by Lant Street, Borough High Street, Sanctuary Street and Marshalsea Road and the block north of Gable Cottages are surviving areas of tightly-packed former industrial or warehouse buildings, as are 6-14 (even) Marshalsea Road. Other areas of the conservation area, whilst the building front onto the streets with small areas or lightwells separating them

5.3. Public Realm

5.3.1 In this context the public realm includes everything visible from publicly accessible areas, including both street spaces and any areas up to the front elevations of buildings. The essential components of the public real that development and improvement should address are:

- Boundaries and frontages that define its edges;
- The surfaces and design of the space itself; and
- Trees, street furniture and other artefacts in the space.

5.3.2 There are no comprehensive enhancement schemes for ground surfaces in the conservation area at present.

5.4. Boundaries

5.4.1 Within the conservation area building generally front directly onto the street. Trundle House and Lant House both stand within their own grounds, whilst Gable Cottages are arranged around a grassed courtyard. Charles Dickens School stands within its own grounds, including the former line of Lant Street which has been incorporated into the school grounds.

5.5. Trees and Street Furniture

5.5.1 Trees

5.5.2 Reinstatement of traditional street furniture would help to strengthen the character of the area. Where replacement is necessary a co-ordinated approach should be taken to ensure a consistent and appropriate design throughout the area.

5.6. Improvements and repairs

Materials

5.6.1 Choice and use of materials can have a significant effect on the character and appearance of the conservation area. Care should be taken to ensure that original materials are retained whenever possible, and if replacements are necessary because of decay or damage, materials are chosen to match the originals as closely as possible in both appearance and performance.

5.6.2 The use of natural, traditional materials will be encouraged. Artificial modern materials such as concrete tiles, artificial slates, UPVC windows etc. generally look out of place, and may have differing behavioural characteristics to natural materials. Some materials, such as concrete tiles, can lead to problems with the building's structure as their weight

may exceed the loading for which the roof trusses and internal walls were designed. Where such inappropriate materials have been used in the past, their replacement with more sympathetic traditional materials and detailing, where possible, will be encouraged.

Maintenance

- 5.6.3 Repair works can prove costly and may require authorisation, which can cause delays. It is therefore far better to ensure that regular maintenance is undertaken, thus preventing unnecessary decay and damage and the resultant costs and problems. Works such as the regular opening of woodwork and timber, clearing out of debris in rainwater pipes and gutters, cutting back of vegetation in close proximity to buildings, repointing of failed mortar and re-fixing of loose roof slates are all in themselves relatively minor tasks that will not require authorisation but which may lead to much more complex and expensive works if left unattended.

Windows and doors

- 5.6.4 Where original elements exist they should whenever possible be retained in situ and repaired. All external joinery should be painted, which is the traditional finish. Most window frames are painted white, although white may not have been their original colour, however repainting in garish colours would be inappropriate. Darker “heritage” colours should be considered for doors, such as navy, maroon, dark green, black, etc.
- 5.6.5 Double glazing is only acceptable on unlisted buildings within the conservation area, where it matches accurately the appearance of the original windows in terms of detail design. If increased insulation is required then use of secondary glazing should be considered. Stick on glazing bars and trickle vents are considered unacceptable in the conservation area. The use of modern materials such as aluminium or UPVC is inappropriate, it is often impossible to replicate timber sash window as a double glazed units and not acceptable on historic buildings. Stick on glazing bars and trickle vents are also considered unacceptable and incongruous features. Where the existing windows or doors are however later alterations they determinably affect the character or appearance of a building, the Council will consider their replacement with appropriate traditional design.

Roofs

- 5.6.6 Where possible, original roof coverings should be retained and if necessary repaired with slate to match the existing. Where re-roofing is unavoidable because of deterioration of the existing roof covering or inappropriate later works, the use of natural slate will usually be required. The use of more modern materials such as concrete tiles and artificial slate is unacceptable on 19th century buildings, and their greater weight can lead to damage and deterioration of the roof structure if inappropriately used. Natural roof slates should be used on listed buildings and either natural or good quality reconstituted slate on the 19th century/ early 20th century unlisted buildings in the conservation area. Natural slates have a better appearance and weather gradually and evenly over time: most artificial slates weather badly with streaking and leaching of colour and adverse effects on the overall appearance of the building.

- 5.6.7 Where they exist, original chimney stacks and pots should always be retained and repaired if necessary. The reinstatement of appropriately designed replacement chimney pots where these have been lost will be encouraged.

Brickwork

- 5.6.8 The painting or rendering of original untreated brickwork should be avoided and is usually considered unacceptable. Where damaged bricks are to be replaced or new work undertaken, bricks should be carefully selected to match those existing on texture, size colour and should be laid in an appropriate bond to match the existing.
- 5.6.9 The most dominant visual components of the brick façade are the bricks themselves, rather than the pointing. Traditional bricks were a slightly larger format than metric bricks and were often laid in softer lime based mortar in a thinner bed, which reduced the appearance of the joints relative to the bricks. Re-pointing should only be undertaken where necessary to prevent further damage to a building's structure and should be kept to a minimum. Usually, lime based mortar mix no stronger than 1:1:6 (cement: lime: sand) is recommended and this should be coloured with sand to match the original mix. Joints should be flush or slightly recessed (not weather struck or raised) finished neatly and cleanly with the mortar brushed back to expose the edges of adjacent bricks.
- 5.6.10 Cleaning of brickwork is a specialist task, which may dramatically alter the appearance of a building. If undertaken incorrectly cleaning may lead to permanent damage to the bricks and ultimately the structure of a building. Advice should be sought from the Council before attempting such a task.

Rainwater goods

- 5.6.11 Gutter and downpipes are of a standard style, originally in cast iron. Problems may occur with cracked pipes, blockages and broken fixings. Regular maintenance will minimise these defects. Repairs and renewal should preferably be in cast iron on the 19th and 20th century buildings. This is readily available and provides a better long-term investment than fibreglass or plastic. Where blockages may occur due to adjacent foliage this can be readily and economically prevented by the installation of simple mesh guards.

Satellite dishes

- 5.6.12 It is a condition of installing a dish that you must site it in such a way that minimises its impact on the external appearance of the building and remove it when it is no longer needed. Multiple dishes on the facade of buildings are considered harmful to the conservation area. Should the antenna or satellite dish exceed 70cm and be placed in a visible location to the front elevation or on the chimney, planning permission will always be required. To minimise the visual impact of the equipment on the conservation area, the acceptable locations for siting a satellite dish are as follows:
- concealed behind parapets and walls below ridge level;
 - set back on side and rear extensions;
 - set back on rear roofs below ridge level; or

- located on the rear elevation
- installed where interference can be expected by trees.

Where tree pruning is required of privately owned trees an application will need to be submitted for works to protected trees and those within conservation areas. Reception of satellite TV is not a valid reason for pruning of publically owned or managed trees.

5.7. Renewable Energy

5.7.1 Micro-generation is the production of electricity and heat from the wind or the sun. Alternatively fossil fuels are used but with greater efficiency than conventional systems. Micro-generation systems include: photovoltaics, solar hot-water panels, wind turbines and heat pumps.

5.7.2 Where owners of buildings within the conservation area are considering the installation of a micro-generation system, thought should be given to protecting the historic fabric and character of the area. Prior to installation, check with the council as to whether planning and/ or listed building consent is first required for the work. Key points to consider are:

- equipment should be installed away from principal elevations or dominant roof slopes;
- the cumulative visual impact of the equipment on one or group of buildings within the conservation area;
- wherever possible panels which sit flush with the roof covering should be used rather than framed systems;
- ensure that the impact of the equipment on the setting of the heritage asset (listed building and/ or conservation area is minimised by the: location, size, colour and reflectivity of the system selected ;
- structural impact on the historic building of the installation of a micro-generation system; and
- new pipe work, cables or excavations associated with the micro-generation system should cause the least amount of damage to the historic building and should wherever possible be fully reversible;
- equipment should not be installed where interference can be expected by trees. Where pruning is required of privately owned trees an application will need to be submitted for works to protected trees and those within conservation areas. The growth potential and increase in size of adjacent trees must be taken into consideration when determining the location of any equipment, including the presence of tree roots where heat pumps are proposed.

6. Useful Information

General advice

General advice concerning works in conservation areas and the planning process can be obtained by visiting the Southwark Council website at

<http://www.southwark.gov.uk/info/200023/designconservationandarchaeology>

Useful telephone numbers

General Planning Enquiries	0207 525 5438
Conservation & Design Team	0207 525 5448
Compliance and Monitoring	0207 525 5419
Building Control	0207 525 5582
Urban Forester	020 7525 2090

Other useful contacts

Historic England 0870 333 1181

<http://www.historicengland.org.uk>

The Society for the Protection of Ancient Buildings 0207 377 1644

www.spab.org.uk

The Victorian Society 0208 9941019

<http://www.victoriansociety.org.uk>

The Council for British Archaeology 0190 467 1417

<http://www.britarch.ac.uk/>

Ancient Monuments Society 0207 236 3934

<http://www.ancientmonumentsociety.org.uk/>

The Georgian Group 08717502936

<http://www.georgiangroup.org.uk/>

The Twentieth Century Society 020 7250 3857

<http://www.c20society.org.uk/>

The London Tree Officers Association

020 7974 4124

<http://www.ltoa.org.uk/>

7. Further Reading

- Ashurst, J and N (1988) – Practical Building Conservation, Vols. 1 to 5.
- Brereton, C (English Heritage, 1991) – The Repair of Historic Buildings
- Campbell-Culver, M – *The Origin of Plants* (2001)
- Cherry, B and Pevsner, N (1983) – The Buildings of England, London 2: South.
- English Heritage (2008) – Climate Change and the Historic Environment.
- English Heritage – Streets for All (2000)
- Communities and Local Government – National Planning Policy Framework (2012)
- Institute of Historic Building Conservation [IHBC] (2002) – A Stitch in Time:

APPENDIX 3 EqIA

MEETING:	Planning Committee	Date:	27 March 2012
ITEM TITLE:	Liberty of the Mint Conservation area		
REPORT AUTHOR: Contact name, number and email address	Tracy Chapman 020 7525 2289 tracy.chapman@southwark.gov.uk		
JOB TITLE & DEPARTMENT	Senior Design & Conservation Officer Regeneration and Neighbourhoods		

SUMMARY OF CONTENT

A description of the effect of a new conservation area in the Blackfriars Road area of the borough.

The ways that equalities issues may impact on different groups of people have been highlighted.

KEY ISSUES

- The methods used to involve and engage people affected by the proposed new **Liberty of the Mint** Conservation Area needs to be accessible to all.
- The designation of the proposed new **Liberty of the Mint** Conservation Area may impose additional planning requirements for those seeking to make alterations to their properties, which may have an impact on those on lower incomes such as lone parents, disabled people, the BME community and the elderly.

DECISIONS REQUIRED:

- Comment on the main issues raised in this assessment
- Comment on the areas to be focused on at stage two.

LIBERTY OF THE MINT CONSERVATION AREA

EQUALITIES IMPACT ASSESSMENT

Stage One: Scoping

1. What policy, strategy or plan is this assessment addressing?

The proposed new Liberty of the Mint Conservation Area will designate parts of the borough under the powers of the Planning (Listed Buildings and Conservation Areas) Act 1990 as areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance.

The proposed new Liberty of the Mint Conservation Area will be assessed in accordance with statutory regulations and in close consultation with the local community and English Heritage. The conservation area appraisals that will accompany the designation must be in general conformity with national and regional guidance and policy and contribute towards meeting local needs. The council's policies and strategies must also be evidenced to ensure that they are robust, meet local needs and can be justified.

2. Is this a new or an existing policy/strategy?

This is a new policy. The proposed new Liberty of the Mint Conservation Area when it is designated, together with the published conservation area appraisal will form part of the council's Local Development Framework, which contains all of the council's planning policies and will be used to guide the design and appearance of development in the designated area and in the determination of planning applications.

The proposed new Liberty of the Mint Conservation Area appraisal will form part of the council's Local Development Framework. Current planning policy for Elephant and Castle exists in the Southwark Plan (the council's Unitary Development Plan) and the Core Strategy (2011).

3. If existing, has the policy/strategy already been reviewed under the previous EqIA programme? If so, what were the findings to come out of this and has the agreed action plan been implemented? What has changed since the last assessment was undertaken (in terms of context, nature of the policy/strategy or the type of people affected by the policy/ strategy).

- No, this policy has not been previously reviewed under a previous EqIA.

This EqIA has been carried out in accordance with the Equalities Act (2010) which identifies the following groups with protected characteristics:

- Age.
- Disability.
- Gender reassignment.
- Marriage and civil partnership

- Pregnancy and maternity.
- Race.
- Religion or belief.
- Sex.
- Sexual orientation.

4. What do you think are the main issues for your policy or strategy in relation to equality, diversity and social cohesion?

Community and Stakeholder Involvement

The Planning (Listed Buildings and Conservation Areas) Act 1990 does not oblige the council to consult on its decision to designate a conservation area however, the council will consult with the occupants of properties in the designated area in accordance the council's adopted Statement of Community Involvement (SCI). The SCI sets out how and when Southwark Council will involve the community in the preparation of planning documents and on applications for planning permission in the borough.

National policy states that if the evidence suggests that the heritage asset may have a special significance to a particular community that may not be fully understood from the usual process of consultation and assessment, then the local planning authority should take reasonable steps to seek the views of that community.

The council will endeavour to do this, however there are a number of issues to be considered in this regard:

Considerations:

- Certain groups may not be able to access information and consultations as easily as others i.e. disabled people, those who do not have English as their first language, young people, those who support vulnerable people such as women who are more likely to care for children, older people and those with limiting illnesses.
- Certain groups may not feel comfortable expressing their views in public due to fear of discrimination such as people from the LGBT community, faith groups, young people and the BME community.
- People may not feel safe in attending public information or consultation events at certain times of the day, in particular after dark, such as older people and women
- Events may clash with times of religious observance and therefore we need to take into account people's faiths.
- Information may not be presented in a way that engages people effectively, such as material only printed in English, or information presented in a complicated format or language.

- Certain groups may not understand the relevance of the proposed Liberty of the Mint Conservation Area and the conservation area appraisal to them and therefore they do not become involved in the process.
- Certain groups may have a negative perception of the council or disappointing experiences of community consultations which stop them becoming involved in the process.
- If people do not feel that they can access information at an early stage or have problems accessing it, they may become disillusioned in the process and lose interest i.e. BME groups, young and elderly people and disabled people.
- Some people may not be aware how to express their views or how these will feed into the process i.e. children and young people.
- There may be differences in the needs and aspirations between different groups which may result in conflict.
- People may feel as though certain groups are having a greater influence on how development of the Liberty of the Mint Conservation Area.

We propose to consult in a way that will prioritise the needs of people in the area including public meetings and direct communication with the occupants of properties in the proposed conservation area, local groups and businesses in the area

Design and Heritage

The designation of the proposed new Liberty of the Mint Conservation Area may impose additional planning requirements for those seeking to make alterations to their properties. The wider area is expected to undergo significant change through the development. This will see increased investment and development activity, which provides significant opportunities to improve the built environment in the area.

We see the designation of the proposed new Liberty of the Mint Conservation Area as contributing to the enhancement of the area because we value its distinctive historic character. Consideration should be given to the following issues in the development and implementation of policies for design and heritage:

Considerations

The pattern of development

- The conservation of features of the area for heritage and conservation purposes may change the pattern of development because, in addition to new development within the conservation area, traditional features and existing buildings will need to be preserved which may provide a different range of opportunities for creating new jobs and housing for those that are seeking employment or better quality housing.

Improved quality of design

- High quality design standards will improve the appearance of the area but may result in higher costs for SME businesses i.e. by having to provide high quality shop fronts.

Improved public realm and environmental quality

- Improvements to the public realm and the environmental quality of the area will widen access to the area and will help to address the needs of people who continue to feel threatened walking through the area such as members of certain faith groups, members of the BME community, young people, disabled people, older people and women.

The proposal to designate the area as a conservation area places a higher priority on the quality and design of the built environment which we feel will help to drive forward wider improvements for residents and businesses in the area

Stage two: Assessment of Impacts

Part A: Feedback from the Equalities and Diversity panel

1. What feedback did the panel give you at stage one

The designation of the Liberty of the Mint Conservation Area has not been presented to the Equalities and Diversity panel as it was not considered to be a necessary requirement. There is no statutory obligation on the council to consult on the designation of a new conservation area, however as discussed earlier we are proposing to include the designation of the Liberty of the Mint Conservation Area and accompanying appraisal will form part of the council's Local Development Framework. This document will be consulted on in line with the council's adopted SCI and will also be subject to its own equalities impact assessment.

Part B: Purpose and aims of policy/strategy

2. What is the overall purpose of the policy/ strategy?

The Liberty of the Mint Conservation Area appraisal will be part of Southwark's Local Development Framework. This will be an important document which will be used for deciding what sort of development should take place within the conservation area.

3. What are its aims?

The aim of the Liberty of the Mint Conservation Area is to designate the area around Liberty of the Mint as defined by the map, as an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance

4. Could these aims be in conflict with the Council's responsibility to:

- Eliminate discrimination
- Promote equality of opportunity
- Promote community cohesion and good relations between different groups

Stage 1 of this EQIA identifies a number of key considerations which have been acknowledged and addressed in the stage two assessment as follows:

The pattern of development

- The built environment and the public realm may continue to ignore the needs of disabled people which results in creating barriers to inclusion in the wider community and opportunities to decent housing, jobs and access to leisure and community facilities. The designation of a conservation area will not restrict improvements to buildings and the public realm to meet the needs of disabled people from the wider community.
- Existing larger houses within the proposed conservation area will be protected helping to ensure that families can stay within the area alongside its wider regeneration

Improved quality of design

- The protection of areas for heritage and conservation purposes may limit development which may limit the opportunities for creating new jobs and housing for those that are seeking employment or better quality housing. The purpose of the conservation area is to maintain a wide choice in housing stock and will help to ensure all people will have access to suitable housing stock and this includes all groups with protected characteristics.

Improved public realm and environmental quality

- i.e. If the public realm and the environmental quality of the area remain poorly designed, certain groups may continue to feel threatened walking through the area such as members of certain faith groups, members of the BME community, young people, older people and women.
- Different groups may have different priorities for how buildings and the public realm is designed to meet their needs. Tensions could arise if there is the perception that one groups needs are being prioritised over others i.e. older people and young people. The designation of a conservation area will mean that public realm improvements will need to be more widely consulted and will require better quality materials and finishes which will benefit all local residents including all groups with protected characteristics

5. Does the documentation relating to this policy/strategy include specific reference to the Council's responsibility (as set out above) and a commitment to work to meet this?

While the council's responsibility for eliminating discrimination and promoting equality of opportunity and social cohesion are not specifically referred to as part of the process for designating a new conservation area, the aim of this process is to create attractive and distinctive places for all which are safe, easy to get around and a pleasure to be in by valuing the distinctive historic environment of the Blackfriars Road area.

Part C: Application of this policy/strategy

6. What steps are you taking or will you take to ensure that the policy is or will be implemented consistently and fairly?

Designation of the Liberty of the Mint Conservation Area will mean that planning applications for developments within the conservation area, will need to 'preserve or enhance' the character and appearance of the conservation area. New development will need to respect the context of the conservation area, having regard to the content of the conservation area appraisal, propose appropriate materials, preserve traditional features of the area and do not introduce design features or materials that are out of character with the area. In addition, Conservation Area Consent will be required for the substantial demolition of a building within the designated area.

7. Could the way that this policy/strategy is being or will be implemented be discriminating against any particular individuals or groups or be potentially damaging to relations between different groups?

Designation of the Liberty of the Mint Conservation Area will contribute to eliminating discrimination, promoting equality of opportunity and promoting social cohesion and good community relations.

8. What changes could you make to either the policy/strategy itself or the way it is applied to improve the positive outcomes for all groups and to reduce or eliminate any negative outcomes?

The findings of the EqIA scoping have been considered and this has informed the stage 2 assessment. The stage 2 assessment sets out those areas where the designation of the Liberty of the Mint Conservation Area may have differential impacts and where appropriate mitigation measures are proposed to address these.

9. What information do you collect or do you plan to collect to monitor the impact of this policy/strategy on different groups?

Monitoring of planning applications

Planning applications are monitored by the council in its Annual Monitoring Report (AMR). This includes, among other things, the area of the borough that is designated as a conservation area.

Annex 3: Related projects and EQIAs

The Southwark Plan

Key findings:

- Provision of small local businesses which are easily accessible by local communities encourages the closure of development gaps for the local communities through an increased sense of belonging, redressing disadvantage and equality of access to services.
- By ensuring that new developments are safe and secure, disadvantage is addressed, community relations are improved and equality of opportunity is promoted.
- Protection of residential accommodation reduces discrimination and promotes equality of opportunity through providing inclusive and accessible housing for communities within the borough.
- Provision of accommodation other than houses and flats recognises the diverse needs of communities within the borough and promotes equality of opportunity since communities that will benefit are frequently the marginalized.
- The protection of transport impacts creates a sustainable, inclusive and accessible borough for its residents, future residents, users and occupiers.
- Public transport improvements assist in the creation of an accessible and inclusive borough by focusing on sustainable forms of transport as well as being socially inclusive. Accessible and inclusive transport links promote equality of opportunity and prevent barriers of exclusion and discrimination.
- Mini cab offices in the borough make transportation in the borough accessible to those who may not have access to public transport or private car use.

Core strategy

Key findings:

- By requiring the maximum amount of affordable housing possible across the whole of the borough, this should have a positive impact on all equality groups and help to promote equality of opportunity by offering affordable housing across the whole of Southwark.
- Allowing student housing only in the town centres and in areas with good access to public transport services, this may promote cohesion between different groups as student housing will be located in the areas most suitable to accommodate it.
- Setting out criteria for how we may allocate gypsy and traveller sites in the future may improve community cohesion and good relation by making sure that new sites are located in suitable areas.
- Protecting employment sites should have a positive impact on discrimination and opportunity by increasing the amount of jobs in the borough and protecting the jobs already there. Through our employment and enterprise strategies we will work to ensure that these jobs are suitable for all of the different groups in the community.

- The Core Strategy aims to facilitate a network of community facilities that meet the needs of local communities. This should help to improve community cohesion and ensure that community facilities are easily accessible so that everyone can benefit from access to a range of community facilities.

Southwark 2016

Key findings:

- Migration in and out of the borough is high: this makes it difficult to measure the success of interventions (because the beneficiaries may have moved on and another, more disadvantaged group, taken their place). It also makes it more difficult to predict the composition of the borough over the next 10 years.
- Southwark's population will continue to grow so that by 2016 it could be between 286,000 and 301,000. That means anything from 14,000 to 20,000 more households than in 2001.
- By 2016 around 43% of the population is expected to be from black and minority ethnic backgrounds, with many different faiths and cultures.
- Southwark's population ranges from those who enjoy significant affluence to those in severe poverty. Southwark is becoming more socially and geographically divided.
- We have a 10% gap in the numbers of people of working age (16-74) in Southwark who are in employment compared to the national average. In that age group, 65% have no or first level NVQ qualifications, rising to over 80% for people of Bangladeshi and Black Caribbean origin.
- 39% of local authority homes and 40% of private rented properties do not yet meet the decent homes standard.