

Bermondsey and Rotherhithe Community Council

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Southwark College, Keetons Road, London SE16 4EE

Supplemental Agenda No. 1

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Date: 3 July 2012

Edward III's Rotherhithe

Conservation Area Appraisal

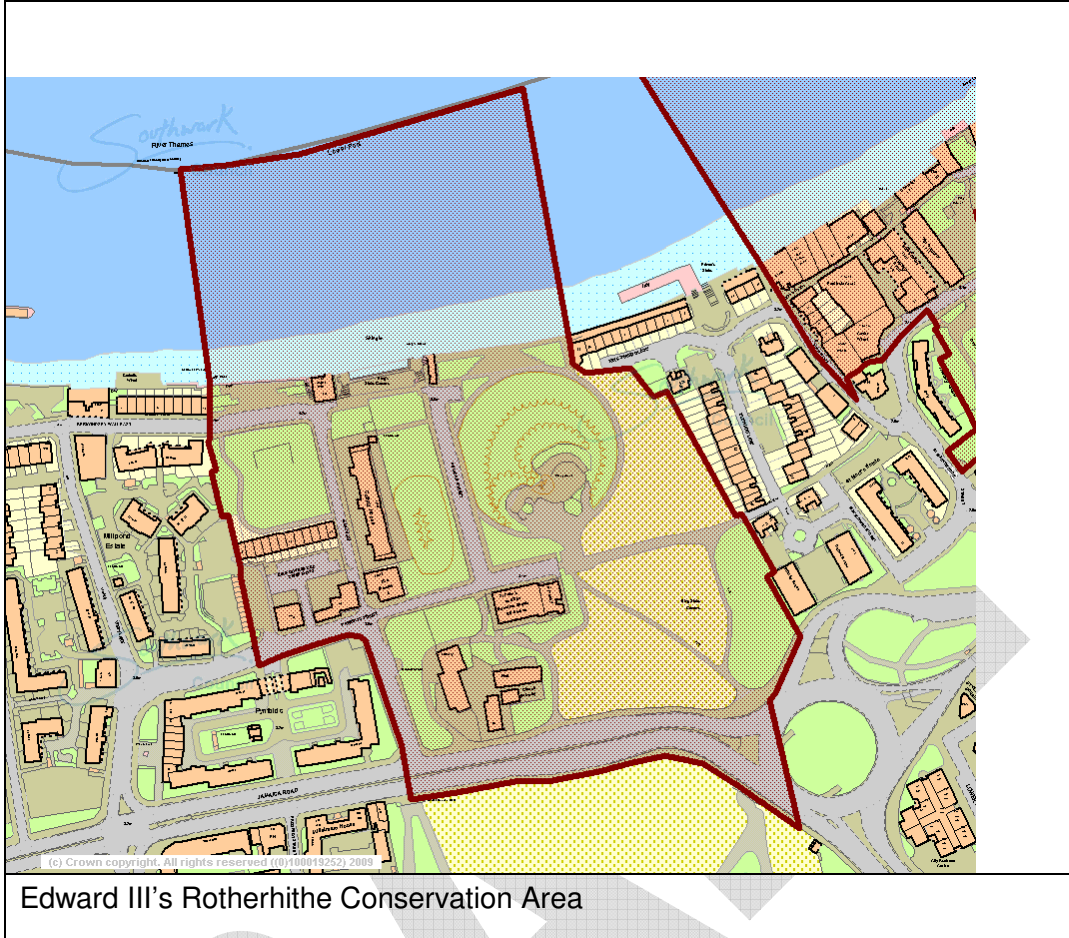
(June 2012)

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1. Introduction

1.1. The Conservation Area Appraisal: Purpose

- 1.1.1 The purpose of this statement is to provide both an account of Edward III's Rotherhithe 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. Edward III's Rotherhithe Conservation Area Location

1.3.1 The Edward III's Rotherhithe Conservation Area is situated south of the borough boundary between Southwark and Tower Hamlets in the middle of the River Thames and north of the Registered Park and Garden of Southwark Park. The west boundary of the conservation area follows the boundary of the Scheduled Monument of Edward III's Manor House south to Paradise Street and then continues south along Cathay Street to meet the north boundary of the Registered Park and Garden. The east boundary of the conservation area follows the east boundary of King's Stairs Gardens and south to meet the north-east extent of the Registered Park and Garden of Southwark Park.

1.3.2 The conservation area contains the Scheduled Monument of Edward III's Manor House and open land to the north and east of this nationally important archaeological site. These now open areas of land were cleared of the buildings formerly occupying them after the Second World War with the Scheduled Monument displayed and the associated gardens established during the 1980s.

Topography

1.3.3 Visually the conservation area is level rising up from the River Thames to between 2 and 3.5 metres above OS Datum. Historically the riverside buildings themselves would have formed a continuous flood defence wall against the river. The only raised area within the conservation area is the artificially created mound in King Stairs Gardens.

1.4. Planning History

1.4.1 In recognition of this special character, the Edward III's Rotherhithe Conservation Area was designated by the Council on 1 February 2011, under the Civic Amenities Act of 1967.

1.5. Local Planning Policies

1.5.1 The Southwark Core Strategy 2011 was formally adopted by the Council on 6th April 2011. The Southwark Core Strategy is a planning document which sets out the strategic framework for the borough. Strategic Policy 12 – Design and Conservation is particularly relevant to development within conservation areas.

Strategic Policy 12 – Design and Conservation

Development will achieve the highest possible standard of design for buildings and public spaces to help create attractive distinctive places which are safe, easy to get around and a pleasure to be in.

1.5.2 The following Southwark Plan (2007) policies relating to conservation areas have been saved and have no diminished relevance, as they are consistent with the core strategy.

Policy 3.15 – Conservation of the Historic Environment

Development should preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance. Planning proposals that will have an adverse effect on the historic environment will not be permitted.

The character and appearance of Conservation Areas should be recognised and respected in any new development within these areas. Article 4 directions may be imposed to limit permitted development rights, particularly in residential areas.

In this policy the term historic environment includes Conservation Areas, listed buildings, scheduled monuments, protected London Squares, historic parks and

gardens and trees that are protected by Tree Preservation Orders, trees that contribute to the character or appearance of a Conservation Area and ancient hedgerows.

Policy 3.16 – Conservation Areas

Within Conservation Areas development should preserve or enhance the character or appearance of the area.

New Development, including Alterations and Extensions

Planning permission will be granted for new development, including the extension or alteration of existing buildings provided that the proposals:

- *Respect the context of the Conservation Area, having regard to the content of Conservation Area Appraisals and other adopted Supplementary Planning Guidance / Documents; and*
- *Use high quality materials that complement and enhance the Conservation Area; and*
- *Do not involve the loss of existing traditional features of interest or harm to trees which make a positive contribution to the character or appearance of the Conservation Area; and*
- *Do not introduce design details or features that are out of character with the area, such as the use of windows and doors made of aluminium or UPVC or other non-traditional materials.*

Where appropriate development in Conservation Areas may include the use of modern materials or innovative techniques only where it can be demonstrated in a design and access statement that this will preserve or enhance the character or appearance of the Conservation Area.

Demolition

Within Conservation Areas, there will be a general presumption in favour of retaining buildings that contribute positively to the character or appearance of the Conservation Area. Planning permission will not be granted for proposals that involve the demolition or substantial demolition of a building that contributes positively to the character or appearance of the Conservation Area, unless, in accordance with PPG 15 or any subsequent amendments, it can be demonstrated that:

- *Costs of repairs and maintenance would not be justified, when assessed against the importance of the building and the value derived from its continued use, provided that the building has not been deliberately neglected; and*
- *Real efforts have been made to continue the current use or find a viable alternative use for the building; and*
- *There will be substantial planning benefits for the community from redevelopment which would decisively outweigh loss from the resulting demolition; and*
- *The replacement development will preserve or enhance the character or appearance of the conservation area and has been granted planning permission.*

Implementation

Submission of details demonstrating that a contract for the construction of the replacement development has been let will be required prior to implementation of the development.

Policy 3.18 – Setting of Listed Buildings, Conservation Areas and World Heritage Sites

Permission will not be granted for developments that would not preserve or enhance:

- *The immediate or wider setting of a listed building; or*

- An important view(s) of a listed building; or
- The setting of a Conservation Area; or
- Views into or out of a Conservation Area; or
- The setting of a World Heritage Site; or
- Important views of or from a World Heritage Site.

Policy 3.19 – Archaeology

Planning applications affecting sites within Archaeological Priority Zones (APZs), as identified in Appendix 8, shall be accompanied by an archaeological assessment and evaluation of the site, including the impact of the proposed development. There is a presumption in favour of preservation in situ, to protect and safeguard archaeological remains of national importance, including scheduled monuments and their settings. The in situ preservation of archaeological remains of local importance will also be sought, unless the importance of the development outweighs the local value of the remains. If planning permission is granted to develop any site where there are archaeological remains or there is good reason to believe that such remains exist, conditions will be attached to secure the excavation and recording or preservation in whole or in part, if justified, before development begins.

Reasons

Southwark has an immensely important archaeological resource. Increasing evidence of those peoples living in Southwark before the Roman and medieval period is being found in the north of the borough and along the Old Kent Road. The suburb of the Roman provincial capital (Londinium) was located around the southern bridgehead of the only river crossing over the Thames at the time and remains of Roman buildings, industry, roads and cemeteries have been discovered over the last 30 years. The importance of the area during the medieval period is equally well attested both archaeologically and historically. Elsewhere in Southwark, the routes of Roman roads (along the Old Kent Road and Kennington Road) and the historic village cores of Peckham, Camberwell, Walworth and Dulwich also have the potential for the survival of archaeological remains.

PPG16 requires the council to include policies for the protection, enhancement and preservation of sites of archaeological interest and of their settings.

1.6. National Planning Policy Framework (NPPF)

Introduction

- 1.6.1 The National Planning Paragraph Framework (NPPF) 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.
- 1.6.2 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 and include:
- World Heritage Sites;
 - Scheduled Monuments;
 - Listed Buildings;
 - Protected Wreck Sites;
 - Conservation Areas;
 - Registered Parks and Gardens; and

- Registered Battlefields.

1.6.3 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.

1.6.4 The NPPF replaces PPS5: Planning and the Historic Environment and the supporting Planning for the Historic Environment Practice Guide, coming into force in March 2012.

The policies

1.6.5 The Government's Statement on the Historic Environment 2010 recognises the wide ranging social, cultural and economic benefits that the conservation of the Historic Environment can produce, as well as its contribution to the unique character of an area. The implementation of the policies contained in the NPPF will enable these benefits to be realised through the planning system. The most pertinent sections of the framework are Part 12: Conserving and enhancing the historic environment and Part 7: Requiring good design.

1.6.6 Relevant paragraphs to this designated heritage asset are set out below:

Part 12: Conserving and enhancing the historic environment

Paragraph 126: Regional and local planning approaches.

Paragraph 127: Selectivity in designating conservation areas.

Paragraph 128: Information requirements for applications for consent affecting heritage assets.

Paragraph 129: Policy principles guiding the determination of applications for consent relating to all heritage assets.

Paragraph 130: Deliberate damage or neglect of a heritage asset

Paragraph 131: Additional policy principles guiding the consideration of applications for consent relating to heritage assets.

Paragraph 132: Additional policy principles guiding the consideration of planning applications for consent relating to designated heritage assets.

Paragraph 133: Additional policy principles guiding the consideration of planning applications for consent resulting in loss or substantial harm to designated heritage assets.

Paragraph 134: Additional policy principles guiding the consideration of planning applications for consent resulting in less than substantial harm to designated heritage asset.

Paragraph 135: Policy principles guiding the consideration of planning applications for consent relating to non-designated heritage assets.

Paragraph 136: Loss of a heritage asset.

Paragraph 137: Enhancing significance of heritage assets.

Paragraph 138: Policy principles concerning evaluation of significance of heritage assets in Conservation Areas and World Heritage Sites.

Paragraph 139: Policy principles concerning evaluation of significance of non-designated sites of archaeological interest.

Paragraph 140: Enabling development.

Paragraph 141: Policy principles guiding the recording of information related to heritage assets.

Part 7: Requiring good design

The following paragraphs have been selected as examples of relevant policies concerning good design relating to the historic environment:

Paragraph 58: Planning principles to guide decision making concerning design.

Paragraph 60: Balancing innovation and local character.

Paragraph 61: Integrating new development.

Paragraph 64: Poor design.

Paragraph 65: Balancing townscape and sustainability.

Paragraph 67: Control over outdoor advertisements.

Paragraph 68: Area of Special Control for advertisements.

1.7. Scheduled Monument Consent

1.7.1 Much of the of the Edward III's Rotherhithe Conservation Area lies within the Scheduled Monument of Edward III's Manor House. It is a criminal offence to undertake works affecting the Scheduled Monument without Scheduled Monument Consent. Monuments are designated under the Ancient Monuments and Archaeological Areas Act 1979.

1.7.2 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 <http://www.english-heritage.org.uk/professional/advice/our-planning-role/consent/smc/>

1.8. Further Information

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

1.8.2 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. Edward III's Manor House

- 2.1.1 The primary heritage significance of this conservation area are the archaeological remains of Edward III's Manor House. These remains have been consolidated, displayed and interpreted.
- 2.1.2 Edward III's Manor House was rediscovered during archaeological work in 1985 for the redevelopment of the site following the demolition of the 1930s bonded tobacco warehouse of Platform Wharf in the late 1970s. The site of the manor house had been known as the location of a medieval building since the north and part of the east walls had been seen during an earlier phase of redevelopment of the site in 1907. Access was gained to the site in 1985 with a programme of work stretching into seasons during 1986 and 1987. The major results of the archaeological works were the excavation of the large stone building, presently displayed on site which stood within a moat. This is interpreted as the inner court of Edward III's Manor House.
- 2.1.3 Following the results of the excavation the Manor House was included on the Schedule of Ancient Monuments as monument number LON 164.
- 2.1.4 Research undertaken on the historical evidence for the Scheduled Monument indicates lands associated with the monument were located to the east of the site, between the monument and Rotherhithe Village.

2.2. Industrial and residential development

- 2.2.1 Rotherhithe developed as an industrial area during the later 18th century, with a pattern of warehouses and wharfs to the river frontage with housing filling the gaps and spreading back from the river frontage. Horwood's map of 1806 shows the pattern of street blocks to be established north of the line of Paradise Street, which is present to today and frames the development of the area.
- 2.2.2 By the second half of the 19th century the conservation area was characterised by the major development of Platform Wharf over the area of the Scheduled Monument, south of Bermondsey Wall East. This site was redeveloped in 1907 and again in the 1930s with the building of a bonded tobacco warehouse on site. The map evidence suggests the area immediately to the north of Platform Wharf remained open to the river with access to a wharf; the built frontage starting to the east with the listed Angel public house.
- 2.2.3 The Angel Public House is grade II listed and dates from the 1830s. The listing description states that this building potentially includes material from a 17th century building formerly occupying the site. This building marked the commencement of a continuous built-up river frontage running to the east, beyond the boundary of the conservation area. Gaps in the frontage are evident providing access to the river via stairs. To the immediate west of the pub Rotherhithe Stairs were located and further to the east, within this built-up frontage King's Stairs are shown on the maps. The functions of the buildings making up this frontage are warehouses and granaries, similar to those surviving within the St Mary Rotherhithe Conservation Area. The survival of No. 1 Fulford

Street marks the memory of the former enclosed character of the river frontage and the surviving King's Stairs are one of the few remaining historic accesses to the foreshore and river.

- 2.2.4 To the south of the river frontage, by the mid 19th century, the conservation area was a dense network of tightly packed housing arranged on the existing street blocks with courtyards and smaller scale dwellings to the centre of the blocks.
- 2.2.5 Sir William Gaitskell House is located at the north-east corner of the junction between Cathay Street and Paradise Street. This is a Grade II listed building dating from 1814, which was used as a police station from 1838.
- 2.2.6 Within the area of the future King's Stairs Gardens, around the turn of the 20th century there is evidence for clearance of existing properties and the construction of Park Buildings. This is a group of four east-west oriented tenement blocks. These blocks, and the established pattern of housing and street blocks survived into the Second World War when much of the area suffered severely from bombing.
- 2.2.7 Cathay House marks some of the earliest post-war permanent housing built within the conservation area dating from the early 1960s.
- 2.3. The clearance of the conservation area and creation of the open spaces**
- 2.3.1 Clearance of bombed properties is evident after the war with the waterfront between the Angel and the King's Stairs opened at this time with continued removal of properties over the decades to the east of Fulford Street and south of Paradise Street and along the north side of Southwark Park.
- 2.3.2 By the mid 1980s the new layout of the road network linking the Rotherhithe Tunnel to Jamaica Road and Lower Road is complete, the area of King's Stairs Gardens had been cleared of buildings and the north boundary of Southwark Park cleared of houses and opened to connect to King's Stairs Gardens.
- 2.3.3 The construction of Edward III's Mews dates to the mid 1980s, and was planned after the recognition of the archaeological significance of the Manor House.
- 2.3.4 The character of the conservation area therefore dates from the design works of the 1980s to unite Southwark Park with the river and to display the Scheduled Monument.

3. The Character and Appearance of the Area

3.1. Broad Context

Definition of Special Interest/ Significance

3.1.1 The Edward III's Rotherhithe Conservation Area is characterised by open land displaying the Scheduled Monument and King's Stairs Gardens connecting Southwark Park to the Thames. The area's inherent character are these open landscapes with relict features of the former built-up waterfront and juxtaposed with a range of housing dating from the 18th century through to modern buildings and religious uses. The primary character of the area and its significance are the open spaces and their relationship to the designated heritage assets within the conservation area and immediately on its boundary.

Urban Morphology

3.1.2 The conservation area is characterised by open spaces, clear of trees, on the river front and the scheduled monument. In other areas such as King's Stairs Gardens and to the east of Fulford Street, the south of Paradise Street and east of Cathay Street, the conservation area is heavily wooded and characterised by mounded and articulated land forms. The layout of the small number of roads in the conservation area generally dates from before 1800, although the buildings fronting the roads date from throughout the 19th and 20th centuries.

Land use pattern

3.1.3 The conservation area predominantly comprises dwelling houses. In addition the following uses are evident:

- St. Peter and the Guardian Angels Roman Catholic Church (and presbytery); and
- The Angel Public House; and

3.1.4 A description of these building types is provided below.

Buildings

3.1.5 No's 5-16 King Edward III's Mews are two-storey paired cottages of modern, stock brick with slate roofs and single slate-roofed porches over the paired doors. These properties front onto a path around the displayed area of the Scheduled Monument and are within the monument. To the rear of these properties, fronting onto the mews yard Nos. 1-4 King Edward III's Mews are of a similar character.

3.1.6 Sir William Gaitskell House is Grade II listed and dates from 1814. The building is of three stories with an attic and basement and is built of London stock brick. It has stucco banding to the base of the ground floor, the springs of the arches of the ground floor windows and first floor cill level. The roof has a generous, moulded cornice above which are a pair of attic windows. The ground floor fenestration is set in round-headed recessed arches; the first and second floor fenestration is under gauged brick arches and are of 'six over six' form. The building has a subsidiary wing to the west with a subordinate block of four bays distributed over two stories with attic and basement constructed. This is also in London stock brick with 'six over six' fenestration.

- 3.1.7 North of the Scheduled Monument the Angel Public House is Grade II listed and marks the open former wharf north of the Scheduled Monument in having fronts to the south and west. The public house is of two stories with attic and is built of London stock brick with a timber and glazed ground floor. The entrance to the building is in the rounded return, overall the public house is an excellent example of an early example of this building type.
- 3.1.8 No. 1 Fulford Street, like the Angel, marks the presence of the former row of warehouses which occupied the river frontage. This is a narrow two-bay four storey warehouse building which has been rendered. The characteristic segmental-arch headed window survives on the east bay of the south frontage of the building. The eponymous 'King's Stairs' are located against the west side of 1 Fulford Street and are now a modern concrete feature raised in height as part of the river defences. Archaeological remains of earlier stairs may survive below this feature.
- 3.1.9 Cathay House is a major post-war housing block of four stories and multiple bays with pitched roof which has been refurbished in a post-modern style with pediments standing upon pilasters with capitals and projecting pediment porches.
- 3.1.10 The Mission stands at the corner of Cathay Street and Paradise Street. This is a modern block built from brick, render and timber of six stories.
- 3.1.11 St. Peter and the Guardian Angels Roman Catholic Church and Presbytery stands to the south side of Paradise Street. The building dates to the early 20th century and consists of a church built of stock bricks with a steeply sloping slate roof. The door, to the west end of the north wall is of multiple brick orders with round-headed lancet windows. There is a plain, round-headed west door under a major west oculus window high in the gable. At the east end of the church is a presbytery of six bays over two stories with an attic and basement.
- 3.1.12 To the south of the church stands a two storey brick hall, which has been recently extended to the west, which represents a surviving element of the St. Joseph's Catholic School. From the map evidence it is likely the surviving element of the school predates the construction of St. Peter and the Guardian Angels Church.
- 3.1.13 No. 281 Jamaica Road is a post-war brick house of Queen Anne style of four bays and two stories fronting onto Jamaica Road with canted bays to its west front. This building was originally built as the Vicarage for the, now demolished, Christ Church located at the corner of Jamaica Road and Cathay Street.
- 3.1.14 To the rear of No. 281 Jamaica Road is a small, modern private chapel built of stock brick in a 'warehouse' style with segmental-arched window heads.
- 3.1.15 West of No. 281 Jamaica Road are a range of modern brick buildings, built over two stories with slate roofs. These buildings, as with No. 281 Jamaica Road, stand in a railed property and are heavily wooded with mature trees to the margins linking these two properties to King's Stairs Gardens, to their east.

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The setting of the conservation area

3.1.16 To the north of the conservation area is the River Thames and Tower Hamlets over on the northern bank. In contrast to the south is Jamaica Road a major east-west route on the southside of the river and Southwark Park beyond. To the east of the conservation area is housing dating from the 1980s and to the west, the 4 storey; early 20th century blocks of the Millpond Estate.

Views and Townscape

3.1.17 Landmark views to Tower Bridge and along the river exist from the northern park edge. These are framed by tree canopies which substantially enhance aesthetic appeal and act as a contrast to views taken from an apparently rustic vantage point to the heart of the City of London.

3.2. Key Spaces and Landscape Elements

3.2.1 The landscapes and open spaces of the conservation area provides it significances due to the relationships to the Registered Park and Garden of Southwark Park and the Scheduled Monument of Edward III's Manor House.

3.2.2 The Scheduled Monument is displayed with a covering of turf to ensure the preservation of the archaeological interest of this site. The site currently displays the walling of the central building and the moat which surrounded it. Planting within the area of the scheduled monument is necessarily kept to a minimum. Planting of any scale would also require scheduled monument consent and is unlikely to aid the preservation of the archaeological interest of this site.

3.2.3 King's Stairs Gardens exists as one of a few green open spaces that front directly onto the river and hence has both a high amenity and important biodiversity habitat value. The park is designated within the Core Strategy as a site of importance to nature conservation (SINC)

3.2.4 Overall, the number of large trees, which are either fully or partially visible from footpaths and other vantage points, makes a significant contribution to the character of the area which is adjacent to the St. Mary's Rotherhithe conservation area. The open spaces included within this designation are a continuation of the green infrastructure comprising Southwark Park and mature tree lined streets linking the north and south of the borough.

3.3. Negative elements

3.3.1 The purpose of this conservation area is to protect the open spaces within the conservation area and others in the immediate area. As such the conservation area does

not contain negative elements; however, proposals to replace buildings within the conservation area should reflect the small scale of much of the architecture and work to establish more connections between the open areas of the conservation area.

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4. Audit



Heritage Assets within the Conservation Area

4.1. Scheduled Monuments

4.1.1 The conservation area contains the Scheduled Monument of Edward III's Manor House.

4.2. Registered Parks and Gardens

4.2.1 Southwark Park is a Grade II Registered Park and Garden. The park is not within the Edward III's Rotherhithe Conservation Area, but meets the conservation area's south boundary.

4.3. Listed Buildings

4.3.1 There are two listed buildings within the conservation area:

- The Angel Public House Grade, Bermondsey Wall East, Grade II Listed; and
- Sir William Gaitskell House, 23 Paradise Street, Grade II Listed.

4.4. Key Unlisted Buildings and Building Groups

4.4.1 The buildings within the conservation area that are not listed are important to the setting and provide evidence for the historical character of the conservation area.

- No. 1 Fulford Street, is a four-storey former warehouse building of narrow form and, other than the Angel Public House, is the sole survivor of the former built-up river frontage;

- St. Peter and the Guardian Angels Roman Catholic Church and presbytery on Paradise Street; and
- No 281 Jamaica Road and the associated nursery and training centre, stand within open wooded grounds.

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 open character of the conservation area and provide a suitable setting for the Scheduled Monument.

4.6. Potential development sites

4.6.1 There are currently no potential development sites within the conservation area. The preservation of the open character in the area of the Scheduled Monument and the heavily wooded character of King's Stairs Gardens is the objective of this document.

4.6.2 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 open character of the conservation area and provide a suitable setting for the Scheduled Monument.

4.7. Boundary changes

4.7.1 Consideration should be given to extending the conservation area westwards to include: Cherry Gardens on the riverfront, Nos. 1-10 Bermondsey Wall West. The extended conservation area would also include two Grade II listed buildings: the former Thames Water Authority Office on Farncombe Street and former Corbett's Wharf on Bermondsey Wall West. Cherry Gardens and the section of the river front in the proposed extension, as well as the contribution to the townscape in Bermondsey the listed buildings make, are comparable to that found within the Edward III's Rotherhithe Conservation Area.

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 English Heritage

5.1.3 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 English Heritage.

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 is predominantly open land divided and bounded by buildings, with views to the north, across the river and west

to a panorama of central London focused upon Tower Bridge. The framework of the landscape is the result of the historical development of the conservation area and the paths and building plots broadly, have been established from, at least, the mid 18th century onwards.

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. Most of the original surfaces have been lost and the predominant surfacing material in the area at the moment is tarmac. Within the area of the Scheduled Monument the road is presently surfaced with modern sets. The paths within King's Stairs Gardens are predominantly tarmac with some separation marks where cycle ways share paths.

5.4. Boundaries

5.4.1 The built forms within the conservation area have a range of boundary treatments. The Angel Public House and Fulford Street directly abut the pavements. Cathay House is set within a low-walled, grassed area. Sir William Gaitskell House and the presbytery of St Peter and the Guardian Angels Roman Catholic Church both have railed areas to their primary frontages. The main body of the church abuts the pavement. 281 Jamaica Road stands within railed, heavily-tree planted grounds.

5.4.2 King Edward III's Mews have no boundary treatment separating them from the open area of the scheduled monument, except for a path providing access around the outer lip of the moat.

5.4.3 The two public faces of The Mission both directly abut the pavement.

5.5. Trees and Street Furniture

5.5.1 Trees are a primary feature of the conservation area given the predominance of parkland and open space within its boundaries. King's Stairs Gardens exists as one of a few green open spaces that front directly onto the river and hence has both a high amenity and important biodiversity habitat value. The park is proposed within the Core Strategy as a site of importance to nature conservation (SINC).

5.5.2 Landmark views to Tower Bridge and along the river exist from the northern park edge. These are framed by tree canopies which substantially enhance aesthetic appeal and contrast with the apparently rustic vantage point to the heart of the City of London. The park and nearby riverside open spaces have a varied collection of mature specimen trees which provide an important mix of habitats important to local wildlife. Large planes,

poplars, maples and native species have high biodiversity value and act as potential habitat for protected species. They also provide major visual amenity due to their size, age, condition and rarity.

- 5.5.3 The open spaces are a continuation of the green infrastructure comprising Southwark Park and mature tree lined streets linking the north and south of the borough. Historically, trees were planted as part of Dr Alfred and Ada Salter's campaign to tackle air pollution and improve endemic poor health generally, whereby "A Borough Gardens Superintendent was employed and ordered to plant elms, poplars, planes and acacias in the streets of Bermondsey" (<http://www.spartacus.schoolnet.co.uk/PRsalterAD.htm>) They therefore have an important cultural and environmental value.
- 5.5.4 There is some opportunity for the introduction of additional trees within the public realm. If space allows, semi-mature specimens planted with tree guards are to be preferred to saplings, in order to have greater resistance to damage and a stronger visual impact. Elsewhere a minimum size is required to ensure successful establishment. The type of tree needs to reflect and complement building elevations and have regard to both historical precedent and future climate change effects. New and replacement planting must therefore have regard to the historical context of the site, such as the date of plant introductions. The form, growth habit and foliage colour of trees and shrubs need to be carefully chosen so as not to detract from the character of the park, with its high central canopy, the setting of the scheduled monument or adjacent boundaries.
- 5.5.5 The continued use and introduction of signage should not conflict with adjacent trees or those on streets where site lines are not currently available. 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. Increased visibility of advertisement signs and hoardings is not a valid reason for pruning of publically owned or managed trees.
- 5.5.6 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.
- 5.6.4 The displayed Scheduled Monument requires a regular programme of maintenance as a displayed ruin. Walls and other exposed stonework will require re-pointing and capping with suitable mixes of lime-based mortars. The archaeological remains and much of the stonework are secured and protected by the soft turf capping which should be maintained. It would be advised to reach a management agreement with English Heritage concerning the monument.
- 5.6.5 Maintenance work in other areas of the Scheduled Monument may well require Scheduled Monument Consent.

Windows and doors

- 5.6.6 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.
- 5.6.7 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

- 5.6.8 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 Edward III's Rotherhithe 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.

- 5.6.9 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

- 5.6.10 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.
- 5.6.11 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.
- 5.6.12 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

- 5.6.13 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

- 5.6.14 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 inter 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 association 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.

DRAFT

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/design_conservation_and_archaeology

Useful telephone numbers

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

Other useful contacts

- English Heritage 0870 333 1181
<http://www.english-heritage.org.uk>
- The Society for the Protection of Ancient Buildings 0207 377 1644
www.spab.org.uk
- The Victorian Society 0208 994 1019
<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 087 1750 2936
<http://www.georgiangroup.org.uk/docs/home/index.php>
- The London Tree Officers Association 020 7974 4124
<http://www.ltoa.org.uk/>
- The Twentieth Century Society 020 7250 3857
<http://www.c20society.org.uk/>

Further reading

- Ashurst, J and N – *Practical Building Conservation, Vols. 1 to 5* (1988)
- Blatherwick, S and Bluer R – *Great Houses, Moats and Mills on the South Bank of the Thames* (Museum of London Archaeology Monograph 47 2009)
- Brereton, C – *The Repair of Historic Buildings: Advice on Principles and Methods* (English Heritage, 1991)
- Campbell-Culver, M – *The Origin of Plants* (2001)
- Cherry, B and Pevsner, N – *The Buildings of England, London 2: South* (1983)
- Department for Communities and Local Government - *Planning Policy Statement 5, Planning for the Historic Environment* [2010]
- English Heritage – *Streets for All* (2000)
- Institute of Historic Building Conservation [IHBC] – *A Stitch in Time: Maintaining your Property makes Good Sense and Saves Money* (2002)
- Reilly, L – *Southwark: an Illustrated History* (London Borough of Southwark, 1998)

APPENDIX 2

Item No.	Classification: Open	Date: 7 March 2011	Meeting Name: Bermondsey Community Council Rotherhithe Community Council
Report title:		Edward III's Rotherhithe Conservation Area	
Ward(s) or groups affected:		Riverside and Rotherhithe	
From:		Head of Development Management	

RECOMMENDATION(S)

1. That Members comment on the proposal to carry out public consultation with local residents and businesses to obtain their view on the designated Edward III's Rotherhithe Conservation Area and report back to Members
2. That Members comment on the draft Conservation Area Appraisal and map of the proposed conservation area boundary.

BACKGROUND INFORMATION

3. The Planning Committee of Southwark Council designated the Edward III's Rotherhithe Conservation Area based upon the attached map at the meeting on the 1 February 2011.
4. The Edward III's Rotherhithe conservation area is an area of open land located between the River Thames and the Registered Park and Garden of Southwark Park. The area is characterised by open land displaying the Scheduled Monument and King's Stairs Gardens connecting Southwark Park to the Thames.. The area is characterised by these open landscapes with relict features of the former built-up waterfront and a range of housing dating from the 18th century through to modern buildings and religious uses. The primary character of the area, and its significance are the character and appearance of the open spaces and their relationship to the designated heritage assets within the proposed conservation area and immediately on its boundary.
5. The proposed conservation area is primarily open land. Thames Water have consulted upon proposals for the use of King's Stairs Gardens as a construction site for the Thames Tideway Tunnel. This would result in the construction of a 30m diameter access shaft, ventilation and management structures within the park. The construction of the access shaft would have a total impact on all archaeological remains in its footprint and the proposal as a whole would have a significant impact upon the character and appearance of the park.

6. Section 69 of the Town and Country Planning Act 1990 imposes a duty on the local Planning Authority to designate conservation areas any “areas of special architectural or historic interest the character or appearance of which is desirable to preserve or enhance”. There is a duty on the local planning authority under Section 69 to review areas from time to time to consider whether designation of conservation areas is called for.
7. In March 2010 the Government issued PPS5 ‘Planning for the Historic Environment’ replacing the guidance formerly contained within PPGs 15 and 16. PPS5 requires, in Policy HE2.1, that Local Authorities have evidence about the historic environment and heritage assets within their area, and that this evidence is publically documented. Designation records, such as Conservation Area assessments, should also be taken into account when determining planning applications.
7. In 1997 English Heritage published guidance, which sets out the importance of definition and assessment of a conservation area’s character and the need to record the area in some detail. The purpose is to provide a sound basis for rational and consistent judgements when considering planning applications within conservation areas. These documents have the status of supplementary planning guidance and therefore can help to defend decisions on individual planning applications at appeal. They may also guide the formulation of proposals for the preservation and enhancement of the area.
8. Designation of a conservation area imposes certain duties on planning authorities. These duties are twofold. First, to formulate and publish from time to time, proposals for the preservation and enhancement of conservation areas in their district and submit them to public consultation. Secondly, in exercising their planning powers to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation areas. In exercising conservation area controls, local planning authorities are required to pay special attention to the desirability of preserving or enhancing the character or appearance of the area in question and therefore there is a presumption against the demolition of buildings within the area. In the case of conservation area controls, however, account should clearly be taken of the part played in the architectural or historic interest of the area by the building for which demolition is proposed, and in particular of the wider effects of demolition on the building's surroundings and on the conservation area as a whole.
9. The area designated is defined as follows: The Edward III’s Rotherhithe Conservation Area is situated south of the borough boundary between Southwark and Tower Hamlets in the middle of the River Thames and north of the Registered Park and Garden of Southwark Park. The west boundary of the Conservation Area follows the boundary of the Scheduled Monument of Edward III’s Manor House south to Paradise Street and then continues south along Cathay Street to meet the north boundary of the Registered Park and Garden. The east boundary of the Conservation Area follows the east boundary of King Stairs Gardens and south to meet the north-east extent of the Registered Park and Garden of Southwark Park.

KEY ISSUES FOR CONSIDERATION

10. The proposed conservation area is characterised by areas of open landscape created during the 1980s as part of the earlier regeneration of this area. The excavation and display of the Manor House of Edward III, and its subsequent inclusion of the Schedule of Ancient Monuments, was undertaken in the mid 1980s, as was the clearance of buildings occupying the area of King's Stairs Gardens. The two open spaces, and the framework of buildings surrounding them, together with the area of the Scheduled Monument and the adjacent Registered Park and Garden are the reasons for the proposal to designate the Conservation Area.
11. Although the special quality of the area is the main reason for designation, rather than the individual buildings, the site contains the Scheduled Ancient Monument of Edward III's Manor House and the significant archaeological remains associated with this monument. The Conservation Area bounds the Grade II Registered Park and Garden of Southwark Park and contains the Grade II listed Angel Public House and Sir William Gaitskell House, on Paradise Street. Other buildings within the Conservation Area are memorials to its former built-up character, such as 1 Fulford Street, the last, surviving riverfront warehouse in this area until the St Mary's Rotherhithe Conservation Area.
12. The vistas within and out of the conservation area are also of considerable merit, not least the view north from the two areas of river frontage which excellent panoramas of Tower Bridge. King's Stairs Gardens provides a heavily-wooded terminus to view north from Southwark Park and the buildings of Cathay Street provide framed views of the river to the north.

Outstanding Schemes

13. Thames Water has been undertaking consultation concerning the construction of the Thames Tideway Tunnel. No application has yet been submitted for this scheme which, as currently detailed in the consultation documentation would consist of a shaft of 30m diameter, dug to the depth of the proposed sewer. Permanent structures would be required consisting of a 15m tall, 3m diameter ventilation column and a building 10m high, 12m wide and 20m long to house ventilation and air filtering equipment for the tunnel. The area around these structures would be laid as hard standing to provide for vehicular access.

Planning Policy

Southwark Plan 2007 (July)

Policy 3.15 Conservation of the Historic Environment

Policy 3.16 Conservation Areas

Policy 3.18 Setting of Listed Buildings, Conservation Areas and World Heritage Sites

Policy 3.19 Archaeology

London Plan 2008 consolidated with alterations since 2004

Policy 4B.11 London's Built Heritage

Policy 4B.12 Heritage Conservation

Policy 4B.15 Archaeology

Planning Policy Statements

PPS5 Planning for the Historic Environment.

Core Strategy

Southwark's Core Strategy was considered by an independent Inspector during an Examination in Public held in July 2010. The Inspector has issued his binding report and deemed the Core Strategy to be sound. His report was received on 28 January 2011 and it is likely that the Southwark will adopt the Core Strategy.

Now the Inspector's binding report has been received, the Core Strategy, together with the suggested changes by the Inspector carries considerable weight. In the period before the Core Strategy is formally adopted, whilst the Southwark Plan remains the relevant statutory development plan, where the Core Strategy suggests a different approach when determining a planning application, the Core Strategy is a significant material consideration that should be taken into account.

Strategic Policy 12 – Design and Conservation.

Community impact statement

- 19 The designation will be consulted in accordance with the Statement of Community Involvement. The Statement of Community Involvement sets out how and when the Council will involve the community in the alteration and development of town planning documents and applications for planning permission and was adopted in January 2008.
- 20 The consultation will seek the views of local residents, businesses and other local interests over the definition of the boundaries and the conservation area appraisal. Notification of the consultation on the proposed designation and the supporting documents will be put in the local press, on the council's website and will be made available in the local libraries and the Town Hall. This will show how the consultation has complied with the Statement of Community Involvement.

Human rights implications

21. This conservation area engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.
22. This proposal has the legitimate aim of providing for the conservation of the historic environment within the conservation area. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

Resource implications

- 23 Notifying the public of the designation of the Edward III's Rotherhithe Conservation Area will not result in resource implications for the staffing of the Regeneration Department.
- 24 Other resource implications will be the cost of publishing the Conservation Area Appraisal, which can met within the Regeneration Department's revenue budget. The cover price of the document will be fixed to cover production costs.
- 25 The conservation area could generate additional casework for planning staff. However, given the location and scale of many of the proposals in this area there is already an attention to the design and appearance of the proposals and the designation should not result in significant resource implications for the staffing of the Regeneration Department.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**LEGAL IMPLICATIONS**

- 24 This report recommends that the Community Councils confirm the public consultation of the conservation area appraisal and boundaries and that Members comment on the contents of the appraisal.
- 25 Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 imposes a duty on local planning authorities to determine, from time to time, which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance, and to designate those areas as conservation areas.
- 26 Government guidance on conservation areas can be found in PPS5 'Planning for the Historic Environment'. This advises that local authorities should have evidence concerning the historic environment within their area and that this should be publically documented. The government also advises that the principal concern of a local planning authority in considering the designation of a conservation area should be to form a judgement on whether the area is of special architectural or historic interest the character of appearance of which it is desirable to preserve or enhance.
- 27 There is no statutory requirement to consult on proposals to designate or to cancel the designation of a conservation area, but the guidance advises that consultation with local residents, businesses and other interested local bodies over the identification of areas and their boundaries is highly desirable.
- 28 There are no formal statutory provisions which set out how consultation should be conducted but a number of decided cases establish that proper consultation must satisfy the following criteria:
- Be undertaken when the proposals are at a formative stage;
 - Include sufficient details of proposals to allow those consulted to give intelligent consideration and an intelligent response;
 - Adequate time must be allowed for consultation; and
 - The results of the consultation must be conscientiously taken into account when making the decision.

- where any significant risks have been identified

BACKGROUND DOCUMENTS – there are no background documents.

APPENDICES

No.	Title
Appendix 1	Plan of the proposed Edward III's Rotherhithe Conservation Area
Appendix 2	Draft conservation area assessment for Edward III's Rotherhithe conservation area.

AUDIT TRAIL

Lead Officer	Gary Rice	
Report Author	Chris Constable	
Version	Final	
Dated	25 February 2011	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Director	No	No
Cabinet Member	No	No
Date final report sent to Constitutional/Community Council/Scrutiny Team	Date/month/year e.g. 21 September 2010	

APPENDIX 3



Regeneration and neighbourhoods
 Planning & transport
 Development management
 PO Box 64529
 LONDON SE1P 5LX

Your Ref:**Our Ref:****Contact:** Chris Constable**Telephone:** 020 752 55448**E-Mail:** designconservation@southwark.gov.uk**Web Site:** <http://www.southwark.gov.uk>**Date:** 21/06/2012

Dear

Consultation on the Designated Edward III's Rotherhithe Conservation Area and Conservation Area Appraisal

At its meeting on 1st February 2011, Southwark Council's Planning Committee resolved to designate the Edward III's Rotherhithe Conservation Area and decided that a public consultation should be undertaken of the Conservation Area Appraisal and the boundaries of the Conservation Area. At the end of the consultation process we will be reporting back to the Community Councils and Planning Committee on its results.

Southwark Council wishes to obtain the views of local residents, businesses and other interested groups on these proposals. To these ends we have arranged a **public meeting** to be held on the **15 March 2011** at the **Angel Public House on Bermondsey Wall West** between **4 and 8 pm**. Members of the Design and conservation team will be present to receive comments the Conservation Area.

A plan showing the boundary of the proposed extension to the conservation area is enclosed with this letter and copies of the draft Appraisal can be downloaded from: http://www.southwark.gov.uk/info/200023/design_conservation_and_archaeology/672/conservation_areas/5.

Or by contacting Chris Constable in the Design and Conservation Team at the above address. Or by phone: 0207 525 5448, or by e-mail to the Design and conservation team: designconservation@southwark.gov.uk

A conservation area is defined as "an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance". We are of the opinion that the Scheduled Monument of Edward III's Manor House, King Stairs Gardens and the areas of Cathay Street and Paradise Street included within the boundaries are of special architectural and historic quality and worthy of designation as a conservation area.

At the same time as proposing this designation, we have drafted a Conservation Area Appraisal. This document seeks to define and assess the area's character and to provide a sound basis for rational and consistent judgements when considering planning applications affecting the area. It is also intended to provide a clear indication of the Council's approach to the preservation and enhancement of the area and a guide for further development

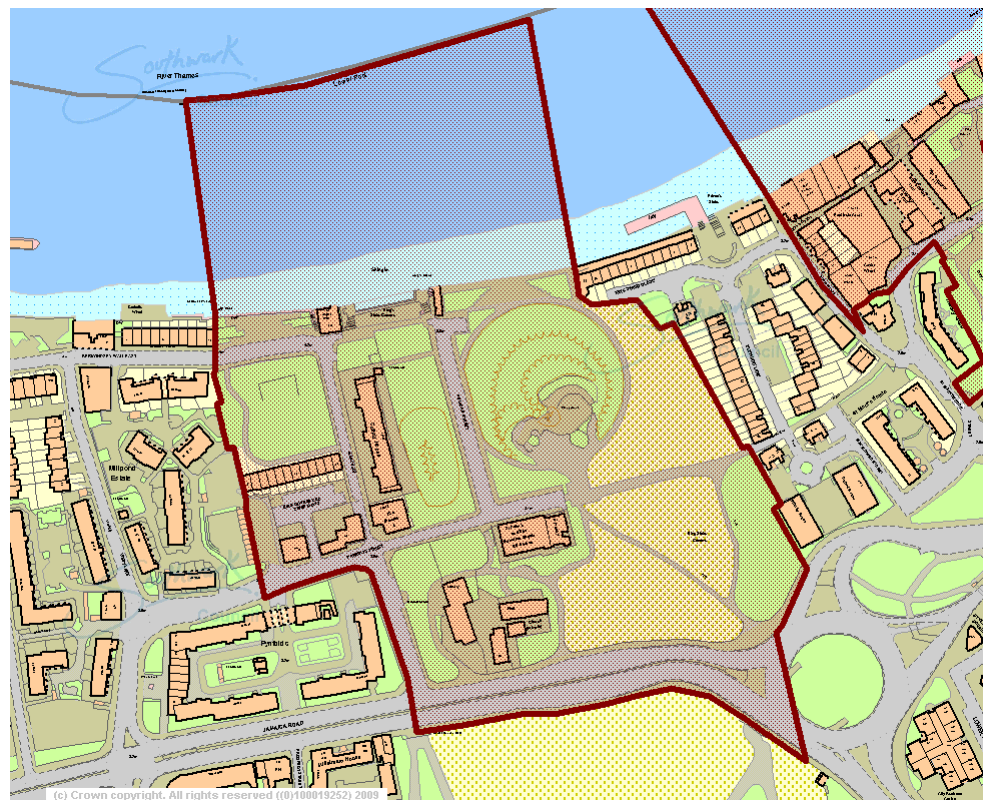
While we feel that the boundary we are proposing satisfactorily delineates the extent of the area's special interest, we would be very glad of your views on the proposed designation and its extent as well as on the draft appraisal.

If you wish to submit any comments, you can do so until 31 March 2011 by writing to: Chris Constable, Regeneration and neighbourhoods, Planning & transport, Development management, PO Box 64529, LONDON SE1P 5LX

Yours sincerely

Dr Chris Constable
Senior Archaeological Officer

Extent of Edward III's Rotherhithe Conservation





Approach to equality – Equality analysis Edward III's Rotherhithe Conservation Area

June 2012

Guidance notes

Things to remember:

Under the Public Sector Equality Duty (PSED) public authorities are required to have due regard to the aims of the general equality duty when making decisions and when setting policies. Understanding the affect of your policies and practices on people with different protected characteristics is an important part of complying with the general equality duty.

Under the PSED the Council must ensure that:

- Decision-makers are aware of the general equality duty's requirements.
- The general equality duty is complied with before and at the time a particular policy is under consideration and when a decision is taken.
- They consciously consider the need to do the things set out in the aims of the general equality duty as an integral part of the decision-making process.
- They have sufficient information to understand the effects of the policy, or the way a function is carried out, on the aims set out in the general equality duty.
- They review policies or decisions, for example, if the make-up of service users changes, as the general equality duty is a continuing duty.
- They take responsibility for complying with the general equality duty in relation to all their relevant functions. Responsibility cannot be delegated to external organisations that are carrying out public functions on their behalf.
- They consciously consider the need to do the things set out in the aims of the general equality duty not only when a policy is developed and decided upon, but when it is being implemented.

Best practice guidance from the EHRC recommends that public bodies:

- Consider all the [protected characteristics](#) and all aims of the general equality duty (apart from in relation to marriage and civil partnership, where only the discrimination aim applies).
- Use equality analysis to inform policy as it develops to avoid unnecessary additional activity.
- Focus on the understanding the effects of a policy on equality and any actions needed as a result, not the production of a document.
- Consider how the time and effort involved should relate to the importance of the policy to equality.
- Think about steps to advance equality and good relations as well as eliminate discrimination.
- Use good evidence. Where it isn't available, take steps to gather it (where practical and proportionate).
- Use insights from engagement with employees, service users and others can help provide evidence for equality analysis.

Equality analysis should be referenced in equality impact statements in Council reports. Community impact statements are a corporate requirement in all reports to the following meetings: the cabinet, individual decision makers, scrutiny, regulatory committees and community councils. Community impact statements enable decision makers to identify more easily how a decision might affect different communities in Southwark and to consider

any implications for equality and diversity It be referenced in community impact statements in Council reports.

The public will be able to view and scrutinise any equality analysis undertaken. Equality analysis should be written in a clear and transparent way using plain English. It may be published under the Council's publishing of equality information, or if part of a business plan, requested by the public under the Council's Publications Scheme.

Equality analysis should be reviewed after a sensible period of time to see if the affects you expected have occurred. If not then you will need to consider amending your policy accordingly. This does not mean repeating the equality analysis, but using the experience gained through implementation to check the findings and to make any necessary adjustments.

Equality Analysis will not need to go to an Equality and Diversity Panel for feedback, as under the old Equalities and Human Rights Scheme. Community engagement is recommended as part of the development of equality analysis and the Council's Community Engagement Division and FEHRS can assist with this (see section below on community engagement). www.southwarkadvice.org.uk

Section 1: Equality analysis details

Proposed policy/decision/business plan to which this equality analysis relates		Edward III's Rotherhithe Conservation Area			
Equality analysis author		Tracy Chapman (Senior Design and Conservation Officer)			
Strategic Director:		Eleanor Kelly			
Department		DCE	Division		Planning & Transport
Period analysis undertaken		June 2012			
Date of review (if applicable)		N/A			
Sign-off		Position		Date	

Section 2: Brief description of policy/decision/business plan

1.1 Brief description of policy/decision/business plan

The proposed extension to the existing Edward III's Rotherhithe Conservation Area and revisions to the adopted conservation area appraisal. The extension to the Edward III's Rotherhithe Conservation Area will designate part of Bermondsey under the powers of the Planning (Listed Buildings and Conservation Areas) Act 1990 as an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance. The conservation area extension includes: Cherry Gardens to the riverfront, Nos. 1-10 Bermondsey Wall West. The extended conservation area will also include two Grade II listed buildings: the former Thames Water Authority Office on Farncombe Street and former Corbett's Wharf on Bermondsey Wall West.

The extension to the Edward III's Rotherhithe 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 a 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.

This is a new policy. The extension to the existing Edward III's Rotherhithe 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.

Section 3: Overview of service users and key stakeholders consulted

2. Service users and stakeholders	
Key users of the department or service	Communities Law and Governance
Key stakeholders were/are involved in this policy/decision/business plan	<p>The Planning (Listed Buildings and Conservation Areas) Act 1990 does not oblige the council to consult on its decision to designate a conservation area or extension to an existing one 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.</p> <p>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.</p>

Section 4: Pre-implementation equality analysis

This section considers the potential impact (positive and negative) of proposals on the key 'protected characteristics' in the Equality Act 2010 and Human Rights, the equality information on which above analysis is based and mitigating actions to be taken.

<p>Age - Where this is referred to, it refers to a person belonging to a particular age (e.g. 32 year olds) or range of ages (e.g. 18 - 30 year olds).</p>
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan</p>
<p>Certain groups may not be able to access information and consultation as easily as others or understand the relevance of the extension to the Edward III's Rotherhithe Conservation Area to them. Some people may not be aware how to express their views or how these will feed into the process.</p>
<p>Equality information on which above analysis is based</p>
<p>Responses received previously on public consultations for: new conservation areas, extensions to existing ones and conservation area appraisal documents.</p>
<p>Mitigating actions to be taken</p>
<p>The conservation area appraisal and proposed boundary map will be available on the Council's website and in local libraries (Canada Water and Blue Anchor).</p> <p>A guidance note will also accompany the consultation letters explaining:</p> <ul style="list-style-type: none"> • what is a conservation area • what are the effects of designating a conservation area • planning controls in conservation areas • Conservation Area Consent • shopfronts in conservation areas • trees in conservation areas

<p>Disability - A person has a disability if s/he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.</p>
<p>Possible impacts (positive and negative) of proposed policy/decision/business plan</p>
<p>Certain groups may not be able to access information and consultation as easily as others or understand the relevance of the extension to the Edward III's Rotherhithe Conservation Area to them. Some people may not be aware how to express their views or how these will feed into the process.</p>

Equality information on which above analysis is based
Responses received previously on public consultations for: new conservation areas, extensions to existing ones and conservation area appraisal documents.
Mitigating actions to be taken
<p>The conservation area appraisal and proposed boundary map will be available on the Council's website and in local libraries (Canada Water and Blue Anchor).</p> <p>A guidance note will also accompany the consultation letters explaining:</p> <ul style="list-style-type: none"> • what is a conservation area • what are the effects of designating a conservation area • planning controls in conservation areas • Conservation Area Consent • shopfronts in conservation areas • trees in conservation areas

Gender reassignment - The process of transitioning from one gender to another.
Possible impacts (positive and negative) of proposed policy/decision/business plan
Certain groups may not be able to access information and consultation as easily as others or understand the relevance of the extension to the Edward III's Rotherhithe Conservation Area to them. Some people may not be aware how to express their views or how these will feed into the process.
Equality information on which above analysis is based.
Responses received previously on public consultations for: new conservation areas, extensions to existing ones and conservation area appraisal documents.
Mitigating actions to be taken
<p>The conservation area appraisal and proposed boundary map will be available on the Council's website and in local libraries (Canada Water and Blue Anchor).</p> <p>A guidance note will also accompany the consultation letters explaining:</p> <ul style="list-style-type: none"> • what is a conservation area • what are the effects of designating a conservation area • planning controls in conservation areas • Conservation Area Consent • shopfronts in conservation areas • trees in conservation areas

<p>Marriage and civil partnership - Marriage is defined as a 'union between a man and a woman'. Same-sex couples can have their relationships legally recognised as 'civil partnerships'. Civil partners must be treated the same as married couples on a wide range of legal matters. (Only to be considered in respect to the need to eliminate discrimination.)</p>
<p>Possible impacts (positive and negative) of proposed policy/decision/business plan</p>
<p>Certain groups may not be able to access information and consultation as easily as others or understand the relevance of the extension to the Edward III's Rotherhithe Conservation Area to them. Some people may not be aware how to express their views or how these will feed into the process.</p>
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<p>Pregnancy and maternity - Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth, and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.</p>
<p>Possible impacts (positive and negative) of proposed policy/decision/business plan</p>
<p>Certain groups may not be able to access information and consultation as easily as others or understand the relevance of the extension to the Edward III's Rotherhithe Conservation Area to them. Some people may not be aware how to express their views or how these will feed into the process.</p>
<p>Equality information on which above analysis is based</p>

Responses received previously on public consultations for: new conservation areas, extensions to existing ones and conservation area appraisal documents.

Mitigating actions to be taken

The conservation area appraisal and proposed boundary map will be available on the Council's website and in local libraries (Canada Water and Blue Anchor).

A guidance note will also accompany the consultation letters explaining:

- what is a conservation area
- what are the effects of designating a conservation area
- planning controls in conservation areas
- Conservation Area Consent
- shopfronts in conservation areas
- trees in conservation areas

Race - Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.

Possible impacts (positive and negative) of proposed policy/decision/business plan

Certain groups may not be able to access information and consultation as easily as others or understand the relevance of the extension to the Edward III's Rotherhithe Conservation Area to them. Some people may not be aware how to express their views or how these will feed into the process.

Equality information on which above analysis is based

Responses received previously on public consultations for: new conservation areas, extensions to existing ones and conservation area appraisal documents.

Mitigating actions to be taken

The conservation area appraisal and proposed boundary map will be available on the Council's website and in local libraries (Canada Water and Blue Anchor).

A guidance note will also accompany the consultation letters explaining:

- what is a conservation area
- what are the effects of designating a conservation area
- planning controls in conservation areas
- Conservation Area Consent
- shopfronts in conservation areas
- trees in conservation areas

<p>Religion and belief - Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.</p> <p>□</p>
<p>Possible impacts (positive and negative) of proposed policy/decision/business plan</p>
<p>Certain groups may not be able to access information and consultation as easily as others or understand the relevance of the extension to the Edward III's Rotherhithe Conservation Area to them. Some people may not be aware how to express their views or how these will feed into the process.</p>
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<p>The conservation area appraisal and proposed boundary map will be available on the Council's website and in local libraries (Canada Water and Blue Anchor).</p> <p>A guidance note will also accompany the consultation letters explaining:</p> <ul style="list-style-type: none"> • what is a conservation area • what are the effects of designating a conservation area • planning controls in conservation areas • Conservation Area Consent • shopfronts in conservation areas • trees in conservation areas

<p>Sex - A man or a woman.</p>
<p>Possible impacts (positive and negative) of proposed policy/decision/business plan</p>
<p>Certain groups may not be able to access information and consultation as easily as others or understand the relevance of the extension to the Edward III's Rotherhithe Conservation Area to them. Some people may not be aware how to express their views or how these will feed into the process.</p>
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Mitigating actions to be taken
The conservation area appraisal and proposed boundary map will be available on the Council's website and in local libraries (Canada Water and Blue Anchor).
A guidance note will also accompany the consultation letters explaining: <ul style="list-style-type: none"> • what is a conservation area • what are the effects of designating a conservation area • planning controls in conservation areas • Conservation Area Consent • shopfronts in conservation areas • trees in conservation areas

Sexual orientation - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes
Possible impacts (positive and negative) of proposed policy/decision/business plan
Certain groups may not be able to access information and consultation as easily as others or understand the relevance of the extension to the Edward III's Rotherhithe Conservation Area to them. Some people may not be aware how to express their views or how these will feed into the process.
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Mitigating actions to be taken
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A guidance note will also accompany the consultation letters explaining: <ul style="list-style-type: none"> • what is a conservation area • what are the effects of designating a conservation area • planning controls in conservation areas • Conservation Area Consent • shopfronts in conservation areas • trees in conservation areas

Human Rights
There are 16 rights in the Human Rights Act. Each one is called an Article. They are all taken from the European Convention on Human Rights. The Articles are The right to life, Freedom from torture, inhuman and degrading treatment, Freedom from forced labour, Right to Liberty, Fair trial, Retrospective penalties, Privacy, Freedom of conscience, Freedom of expression, Freedom

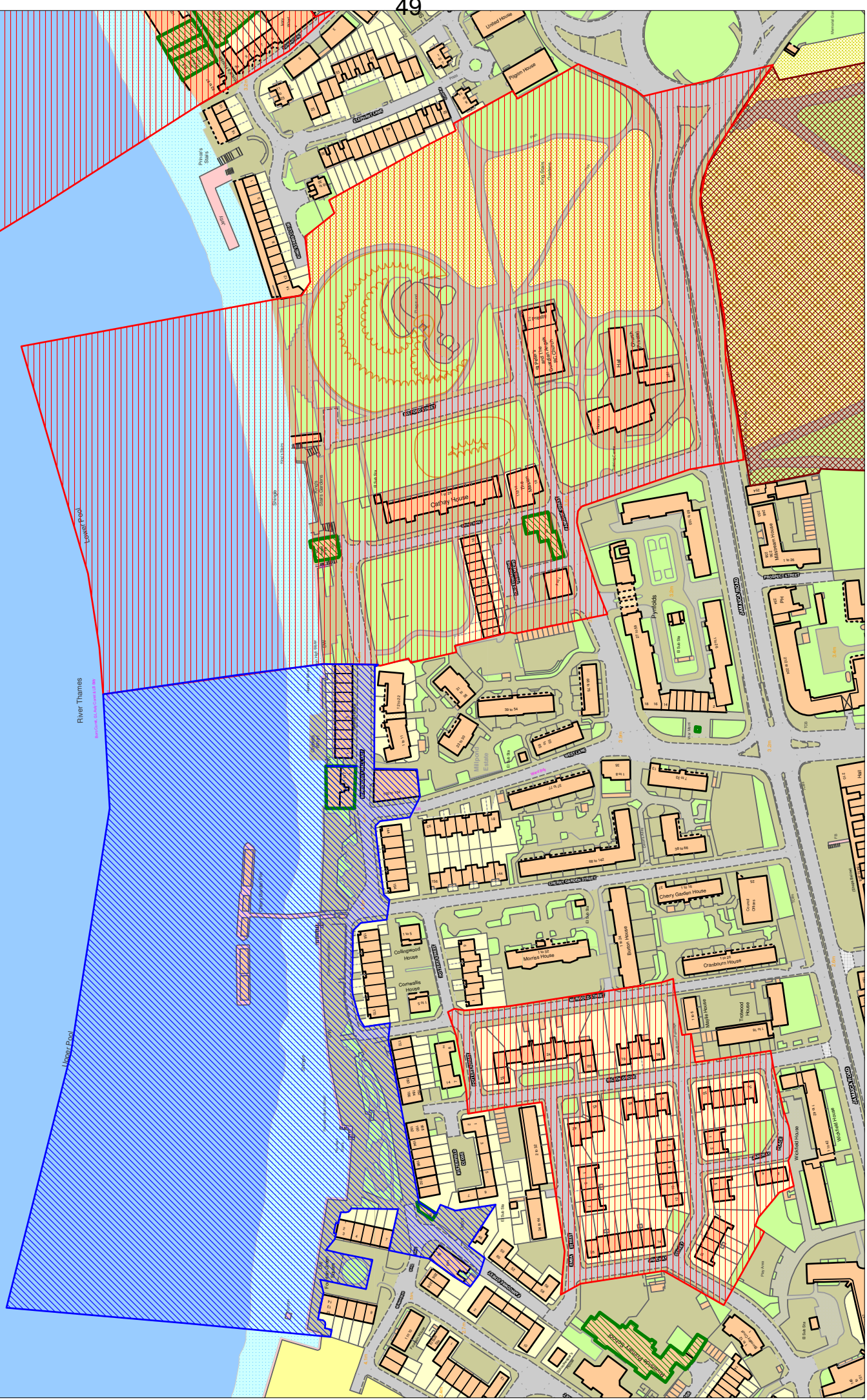
of assembly, Marriage and family, Freedom from discrimination and the First Protocol
Possible impacts (positive and negative) of proposed policy/decision/business plan
Certain groups may not be able to access information and consultation as easily as others or understand the relevance of the extension to the Edward III's Rotherhithe Conservation Area to them. Some people may not be aware how to express their views or how these will feed into the process.
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Section 5: Further actions and objectives

5. Further actions			
Based on the initial analysis above, please detail the key areas identified as requiring more detailed analysis or key mitigating actions.			
Number	Description of Issue	Action	Timeframe
1	Understanding what is meant by a conservation area and implications of owning a property in a conservation area	Guidance leaflet to accompany consultations	N/A - a guidance leaflet is already available from previous comparable consultations
2			
3			
4			
5			
6			
7			

5. Equality objectives (for business plans)					
Based on the initial analysis above, please detail any equality objectives that you will set for your department/service.					
			Targets		
Objective	Lead officer	Current performance (baseline)	2012/13	2013/14	2014/15
N/A	N/A	N/A	N/A	N/A	N/A

Proposed Extension to Edward III's Rotherhithe Conservation Area



Page's Walk

Conservation Area Appraisal

(April 2012)

www.southwark.gov.uk



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Page's Walk Conservation Area

1.0 Introduction

1.1. The Conservation Area Appraisal: Purpose

- 1.1.1. The purpose of this statement is to provide both an account of Page's Walk 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 note *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. Page's Walk Conservation Area

Location

- 1.3.1. The Page's Walk Conservation Area is situated between Willow Walk and Old Kent Road, and is comprised of a row of dwellings built in the latter part of the 19th century. The dwellings now back onto an industrial area that is segmented by Mandela Way; and fronted by the Guinness Square housing estate and the former Page's Walk School. Bermondsey Street Conservation Area is a short distance to the north, separated by industrial buildings fronting onto the northern part of Page's Walk but not within the Page's Walk Conservation Area. The industrial nature of the surroundings and the scale of the dwellings within the Conservation Area emphasises its character and ensures that the boundaries are well defined.

Topography

- 1.3.2 From the River Thames the land rises gently to Peckham before climbing steeply to the high ground of Streatham and Dulwich at over 50 metres above O.S. Datum. Visually the area is effectively level. Geologically the settlement is largely built on deposits of laminated clay, peat and sand, interrupted by a ridge of clay, shell, sand and pebble beds.

1.4. Planning History

- 1.4.1 In recognition of this special character, the Page's Walk Conservation Area was designated by the Council on 30th June 1986, consisting of the eastern part of the street, south of Willow Walk.

1.5. Local Planning Policies

- 1.5.1 The Southwark Core Strategy 2011 was formally adopted by the Council on 6th April 2011. The Southwark Core Strategy is a planning document which sets out the strategic framework for the borough. Strategic Policy 12 – Design and Conservation is particularly relevant to development within conservation areas.

Strategic Policy 12 – Design and Conservation

Development will achieve the highest possible standard of design for buildings and public spaces to help create attractive distinctive places which are safe, easy to get around and a pleasure to be in.

- 1.5.2 The following Southwark Plan (2007) policies relating to conservation areas have been saved and have no diminished relevance, as they are consistent with the core strategy.

Policy 3.15 – Conservation of the Historic Environment

Development should preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance. Planning proposals that will have an adverse effect on the historic environment will not be permitted.

The character and appearance of Conservation Areas should be recognised and respected in any new development within these areas. Article 4 directions may be imposed to limit permitted development rights, particularly in residential areas.

In this policy the term historic environment includes Conservation Areas, listed buildings, scheduled monuments, protected London Squares, historic parks and gardens and trees

that are protected by Tree Preservation Orders, trees that contribute to the character or appearance of a Conservation Area and ancient hedgerows.

Policy 3.16 – Conservation Areas

Within Conservation Areas development should preserve or enhance the character or appearance of the area.

New Development, including Alterations and Extensions

Planning permission will be granted for new development, including the extension or alteration of existing buildings provided that the proposals:

- *Respect the context of the Conservation Area, having regard to the content of Conservation Area Appraisals and other adopted Supplementary Planning Guidance / Documents; and*
- *Use high quality materials that complement and enhance the Conservation Area; and*
- *Do not involve the loss of existing traditional features of interest which make a positive contribution to the character or appearance of the Conservation Area; and*
- *Do not introduce design details or features that are out of character with the area, such as the use of windows and doors made of aluminium or UPVC or other non-traditional materials.*

Where appropriate development in Conservation Areas may include the use of modern materials or innovative techniques only where it can be demonstrated in a design and access statement that this will preserve or enhance the character or appearance of the Conservation Area.

Demolition

Within Conservation Areas, there will be a general presumption in favour of retaining buildings that contribute positively to the character or appearance of the Conservation Area. Planning permission will not be granted for proposals that involve the demolition or substantial demolition of a building that contributes positively to the character or appearance of the Conservation Area, unless, in accordance with PPG 15 or any subsequent amendments, it can be demonstrated that:

- *Costs of repairs and maintenance would not be justified, when assessed against the importance of the building and the value derived from its continued use, provided that the building has not been deliberately neglected; and*
- *Real efforts have been made to continue the current use or find a viable alternative use for the building; and*
- *There will be substantial planning benefits for the community from redevelopment which would decisively outweigh loss from the resulting demolition; and*
- *The replacement development will preserve or enhance the character or appearance of the conservation area and has been granted planning permission.*

Implementation

Submission of details demonstrating that a contract for the construction of the replacement development has been let will be required prior to implementation of the development.

Policy 3.18 – Setting of Listed Buildings, Conservation Areas and World Heritage Sites

Permission will not be granted for developments that would not preserve or enhance:

- *The immediate or wider setting of a listed building; or*

- *An important view(s) of a listed building; or*
- *The setting of a Conservation Area; or*
- *Views into or out of a Conservation Area; or*
- *The setting of a World Heritage Site; or*
- *Important views of or from a World Heritage Site.*

1.6 National Planning Policy Framework (NPPF)

Introduction

- 1.6.1 The National Planning Paragraph Framework (NPPF) 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.
- 1.6.2 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 and include:
- World Heritage Sites;
 - Scheduled Monuments;
 - Listed Buildings;
 - Protected Wreck Sites;
 - Conservation Areas;
 - Registered Parks and Gardens; and
 - Registered Battlefields.
- 1.6.3 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.
- 1.6.4 The NPPF replaces PPS5: Planning and the Historic Environment and the supporting Planning for the Historic Environment Practice Guide, coming into force in March 2012.

The policies:

- 1.6.5 The Government's Statement on the Historic Environment 2010 recognises the wide ranging social, cultural and economic benefits that the conservation of the Historic Environment can produce, as well as its contribution to the unique character of an area. The implementation of the policies contained in the NPPF will enable these benefits to be realised through the planning system. The most pertinent sections of the framework are Part 12: Conserving and enhancing the historic environment and Part 7: Requiring good design.
- 1.6.6 Relevant paragraphs to this designated heritage asset are set out below:

Part 12: Conserving and enhancing the historic environment

Paragraph 126: Regional and local planning approaches.

Paragraph 127: Selectivity in designating conservation areas.

Paragraph 128: Information requirements for applications for consent affecting heritage assets.

Paragraph 129: Policy principles guiding the determination of applications for consent relating to all heritage assets.

Paragraph 130: Deliberate damage or neglect of a heritage asset

Paragraph 131: Additional policy principles guiding the consideration of applications for consent relating to heritage assets.

Paragraph 132: Additional policy principles guiding the consideration of planning applications for consent relating to designated heritage assets.

Paragraph 133: Additional policy principles guiding the consideration of planning applications for consent resulting in loss or substantial harm to designated heritage assets.

Paragraph 134: Additional policy principles guiding the consideration of planning applications for consent resulting in less than substantial harm to designated heritage asset.

Paragraph 135: Policy principles guiding the consideration of planning applications for consent relating to non-designated heritage assets.

Paragraph 136: Loss of a heritage asset.

Paragraph 137: Enhancing significance of heritage assets.

Paragraph 138: Policy principles concerning evaluation of significance of heritage assets in Conservation Areas and World Heritage Sites.

Paragraph 139: Policy principles concerning evaluation of significance of non-designated sites of archaeological interest.

Paragraph 140: Enabling development.

Paragraph 141: Policy principles guiding the recording of information related to heritage assets.

Part 7: Requiring good design

The following paragraphs have been selected as examples of relevant policies concerning good design relating to the historic environment:

Paragraph 58: Planning principles to guide decision making concerning design.

Paragraph 60: Balancing innovation and local character.

Paragraph 61: Integrating new development.

Paragraph 64: Poor design.

Paragraph 65: Balancing townscape and sustainability.

Paragraph 67: Control over outdoor advertisements.

Paragraph 68: Area of Special Control for advertisements.

1.7 Article IV Directions

- 1.7.1 Article 4 of the General Permitted Development Order provides for two different types of direction. An Article 4(1) direction enables an LPA to dis-apply certain permitted development rights, including those relating to demolition, whilst an Article 4(2) direction relates solely to the removal of such rights in relation to conservation areas. The Council is empowered to make a Direction when there is a real and specific threat to the character of an area. It will then be in force for a period of 6 months. During that period the necessary consultation will take place. Subsequently the Secretary of State will review the Direction to determine whether it will be approved and extended beyond this period or disallowed.
- 1.7.2 Though the Council is not opposed in principle to alterations and improvements it is, however, seeking to preserve or enhance the special architectural and historical interest of the area. Under the terms of the Direction, planning permission would have to be obtained before any of the following works could be carried out, to the unlisted properties within the conservation area:
- The enlargement, improvement or other alteration of a dwelling house (including changes to windows, doors, roofs and front boundary hedges) insofar as such development would alter the external appearance of the house, as viewed from a public highway;
 - The rendering or use of stone or other cladding to external walls;
 - The erection or construction of a porch outside any external door at the front of a dwellinghouse;
 - The construction within the curtilage of a dwelling house of a hardstanding for vehicles;
 - The erection or construction of gates, fences or walls or other means of enclosure;
 - Erection of satellite dishes;
 - Installation of solar panels; and
 - The painting of external walls.

1.8 Further Information

- 1.8.1 This document is not exhaustive, and further advice and information can be obtained from the Planning Department, London Borough of Southwark.
- 1.8.2 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.

2.0 Historical Background

2.1 Origins

- 2.1.1 The landscape of Southwark after the end of the last Ice Age was remarkably different to what is visible now. The retreat and melting of the glaciers left a landscape characterised by a wide River Thames which ran as a braided channel through many smaller islands. Other rivers ran north into the Thames feeding the channels separating the islands. Page's Walk is located in an area of deep alluvial deposits which formed between the higher, island located in the area of Bermondsey Square and more solid geology marked by the line of the Old Kent Road. This area between the solid ground has been interpreted as a lake or post-glacial morass. Throughout the prehistoric period archaeological evidence indicates the landscape of this area was exploited and used by many communities. As time went on the area of the lake shrank and now preserves important archaeological deposits relating to the exploitation and use of this former body of water.
- 2.1.2 During the Roman period, Southwark was probably a suburb of Londinium, the Roman provincial capital of Britain. Page's Walk lies between two areas of important Roman archaeology. Excavations, to the north, at Bermondsey Square have recovered remains of a farming community and a potential elite roman building. To the south the Old Kent Road; or Watling Street as it is generally referred to, connected London with the European Empire via the Kentish ports and continued to the north-west linking many other roman towns in Britain. Along side the Roman Old Kent Road archaeological evidence for burials, settlement and agriculture has been identified.
- 2.1.3 During the medieval period Bermondsey Abbey developed to the north of the conservation area. The boundary of the abbey estate ran to the north along the line of modern Grange Road. To the south the Old Kent Road retained its importance as a primary link across Southern England. The Old Kent Road is, of course, most famous as the route followed by Chaucer's pilgrims. The conservation area, during this period is likely to have remained open, agricultural land due to its location between the Abbey and the main road.
- 2.1.4 Early post-medieval maps (John Rocque's Map 1769 and Richard Horwood's map 1792-1799) both show the conservation area as open fields. The Kennington to Peckham map (1830) indicates a street on the line of Page's Walk bounded by some small buildings. Whilst there are some isolated developments, the area is still mainly open fields. Page's Walk originally referred to only the northern part of the current street, the southern stretch being known as Swan Street, leading to the Old Kent Road. In the first half of the 19th century, the wider area of Bermondsey was famous for its leather goods due to the amenities provided by the tidal ditches that criss-crossed the area. There was a tannery on the eastern corner of Swan Street and Willow Walk, this having been converted into stables by the 1860s. By the time of the OS map of 1879, two terraces of houses had been constructed on the southern side of the street with a central access to the goods yard and tannery behind. The OS Map of 1896 indicates further changes to the area, including the construction of the Page's Walk School to the north.

- 2.1.5 The Bricklayer's Arms Railway Station was constructed around 1843 and was the first station to be controlled by a signal box. After some use, it fell into redundancy as a passenger station and in 1852 its passenger services were transferred to London Bridge. The railway station retained its functions as a goods station with the attendant train sheds, wagon houses and stables occupying much of the land to the east of the conservation area.



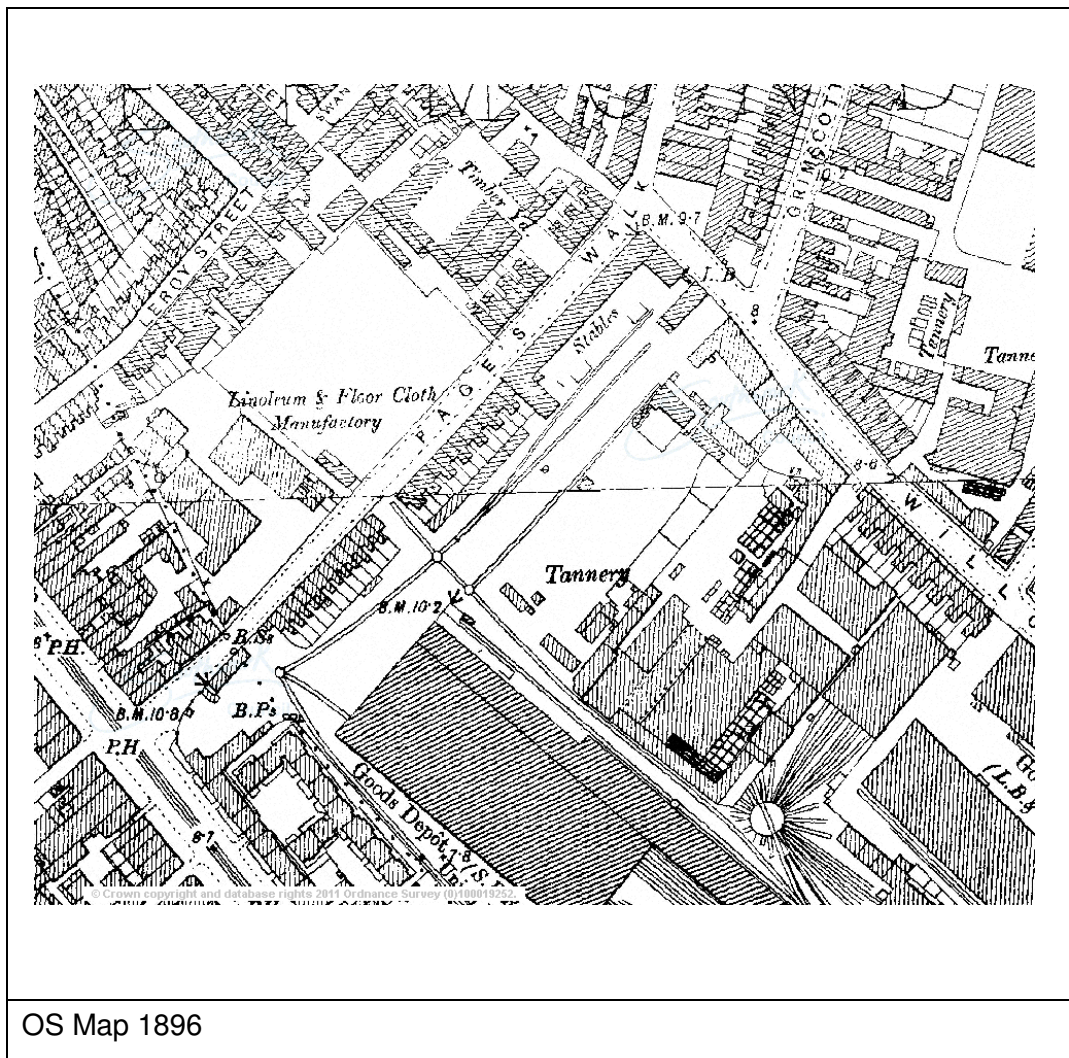
Nos 1-8 Willow Walk (Willow Walk elevation)

2.2 Residential development

- 2.2.1 By the 1870s, Swan Street was annotated as Page's Walk, the housing development having continued from the northern part of the street. Nos. 47-73 (odd) and Nos. 81-103 (odd) were the first houses on the site, built as two rows of terraced cottages in the 1840s. The latter group was acquired by the South Eastern Railway Company to house workers at the Bricklayers Arms Station and Goods Depot.
- 2.2.2 Charles Booth's poverty map of 1898-99 classes the terraced houses on Page's Walk as mixed, some comfortable, others poor. Around the conservation area; at that time, there was a mix of accommodation and levels of deprivation. To the west; off the Old Kent Road, households were classed as fairly comfortable, with good earnings. To the north households were classed as poor or very poor.
- 2.2.3 There was little change to Page's Walk and the area surrounding area during the early 20th century. The Bricklayer's Arms Station and buildings had become parcel depot. Guinness Estate built in the mid 1970s replaced earlier Guinness Trust residential block on the site. Adjoining the Guinness Estate is the Harold Estate; the flats here were constructed in the early part of the 20th century. The area immediately behind the Page's

Walk Conservation Area is industrial, with a number of large depots and warehouses, consistent with the character of the northern part of Page's Walk.

- 2.2.4 The 1980s saw further change to the area with the stables on the site of the former tannery were redeveloped as a business centre, and the gap site between the No. 73 and No. 81 was filled in with three terrace houses abutting the existing ones. The buildings adjacent to No. 103 Page's Walk were demolished and Mandela Way was built in 1984, passing along the southern end of Page's Walk from the site of the gateway to the former railway station.
- 2.2.5 The former Page's Walk School to the west of the conservation area was converted to flats in the 1990s, and together with the Guinness Housing Estate makes the southern part of Page's Walk a wholly residential area.



3.0 The Character and Appearance of the Area

3.1 Broad Context

Definition of Special Interest / Significance

- 3.1.1 The Page's Walk Conservation Area is a notable surviving example of mid 19th century workers terraced housing, of a strong unified character, which were built on previously open fields following the construction of Bricklayer's Arms Railway Extension in the 1840s.

Urban Morphology

- 3.1.2 The road; Page's Walk, dates from the early 19th century with the buildings fronting the street dating from the mid 19th century. The buildings form a continuous block along the southern edge of Page's Walk and aligned directly onto the street, with the exception of Nos. 47-73 (odd) Page's Walk which have small front gardens set behind iron railings.

Land use pattern

- 3.1.3 The area is substantially residential. The only other uses within the conservation area are business and office use at Nos. 1-8 Willow Walk, on the corner of Page's Walk.

Buildings

- 3.1.4 The conservation area is very cohesive in character, consisting for the most part of 2-storey mid 19th century terraced dwellings in London stock brick. Due to their simultaneous construction by the same developer, the terraces are consistent in design and form a strong rhythm that continues along the length of the street.
- 3.1.5 Nos. 47-73 (odd) Page's Walk, circa 1840s. Terrace of 14, two storey stock brick terrace, each house two windows wide. Entrances paired beneath simple cornice, frieze and blocking courses. Flat arched window openings. Stucco first floor cill band. The original flat parapets rebuilt in "butterfly" form in second-hand stocks, with brick on edge and tile copings.
- 3.1.6 Nos. 75-79 (odd) Page's Walk, circa 1980s. Three, two storey terrace houses, with two windows on the first floor, in second-hand stock bricks. Entrances paired beneath brick with simplified dentil cornice to the front doors to Nos. 75 and 79. The parapets have a brick cornice and brick-on-end frieze to replicate original parapet detail to Nos. 97-103 (odd) Page's Walk.
- 3.1.7 Nos. 81–103 (odd) Page's Walk, circa 1840s. Terrace of 12 houses each two storeys high, with two windows on the first floors. Stock brick with simplified dentil cornice to the front doors. Nos. 97 – 103 (odd) retain their original parapets with brick cornice and brick-on-end frieze. The parapets to Nos. 81 – 95 (odd) Page's Walk have been rebuilt in a "butterfly" form.
- 3.1.8 Nos. 1 to 8 'The Willows' Willow Walk, circa 1860s. Built as stabling for the South Eastern Railway Co's Bricklayers' Arms goods depot. 26 bay single storey range to Page's Walk. Blind arcaded elevation to the street in stock brick with paler brick

voussoirs. Slate roof with longitudinal lantern lights to the ridge. The rear elevation is rendered, with metal windows in round arched openings. The metal windows are broken down into small rectangular and segmental panes. At the corner of Willow Walk and Page's Walk a smaller, two storey block with the upper floor possibly originally used as a provender store. Rendered elevations, eight windows wide facing Willow Walk with three windows to Page's Walk. Ground floor windows round arched, first floor windows segmental arched.

	
<p>The Victoria Public House, Page's Walk</p>	<p>The former school keeper's house, Page's Walk</p>

The setting of the Conservation Area

- 3.1.9 To the north, the Guinness Square Estate forms a major part of the setting of the conservation area. The four storey large residential blocks and the thirteen storey Guinness Tower are set back from the street behind communal gardens. The materials, architecture and scale of 1970's estate pay no regard to the 19th century fabric of Page's Walk. Further to the north the mature trees of the Harold Estate screen the early 20th residential blocks and provide a green back drop to the conservation area. The Victoria Public House; at the junction opposite Willow Walk is a building of merit at the northern end of the Page's Walk.
- 3.1.10 To the north-west of the Guinness Square Estate, the buildings and boundary wall of the former Page's Walk School enclose the conservation area. This complex of 19th century buildings although outside the conservation area have townscape merit, and together with the terraced houses of Page's Walk, forms a quality element at the southern end.
- 3.1.11 To the north-east and east of the conservation area are two to three storey modern industrial buildings and warehouses. The large units are positioned centrally within their sites and surrounded by surface car parking and yard space, which is in contrast to the

small terraced houses of the Page's Walk Conservation Area. Generally the townscape to the east of Page's Walk is of low quality and provides a poor setting to the conservation area.

3.2 Local Materials and Details

3.2.1 Overall there is a consistency with materials employed for 19th century residential buildings within the Page's Walk Conservation Area and Nos. 1-8 Willow Walk, a summary is provided below:

- Buildings are predominantly yellow stock or second hand stock brick;
- Yellow brick for flat arches;
- Black brick plinth band to Nos. 4-8 Willow Walk;
- Stone steps and cills;
- Roofs are natural slate;
- Stucco first cill banding course and decorative door details. Stucco render to Nos. 5-8 Willow Walk;
- Timber windows, panelled doors (with fanlights) and shutters to residential properties; and
- Metal windows to Nos. 4-8 Willow Walk.

3.2.2 In terms of detailing the following characteristics are dominant within the conservation area:

- An important feature of the residential properties is the serrated outline of the London or 'butterfly' roof profile. The serrated roof profile is exposed to Nos. 47-73 (odd) and 81-95 (odd) Page's Walk, whereas to Nos. 75-77 (odd) and Nos. 97 – 103 (odd) the roof profile is hidden behind the parapet. The existence of chimneys also provides interest at roof level.
- The roof to the former stable block (Nos. 1-4 Willow Walk) is slate, with a shallow pitch behind a parapet with a glazed lantern to the ridge of each property. The block forming Nos. 5-8 Willow Walk has a hipped slate roof, concealed behind a parapet.
- Nos. 1-4 Willow Walk have a blind arcaded elevation to Page's Walk, in stock brick with paler brick voussoirs and a slate roof with longitudinal lantern lights to the ridge. No. 4 has metal windows in round arched openings, to match the Willow Walk elevation.
- Nos. 47 -73 (odd) Page's Walk have arched window openings and paired entrances beneath simple cornice, frieze and blocking courses. There is a stucco cill band defining the storeys. The windows are 12-paned, timber sash windows with solid shutters at ground floor. No. 63 has had its timber windows replaced with Upvc units.

- Nos. 81 – 103 (odd) Page's Walk differ in that they have simplified dentil cornices and the doorways are not paired. The windows are also 12-paned, but some have also been modified to more simple 4-paned windows.
- Detailing is predominantly provided through the use of stucco on the front elevations of the properties, used to define continuous cill bands and lintels above the paired front doors.
- The ironwork that defines the front gardens of Nos. 47 – 73 (odd) Page's Walk adds to the character of the area and should be retained. Whilst not original and date from the 1990s, they replaced ironwork removed during World War II.

	
<p>London stock brick used for the terraced dwellings along Page's Walk</p>	<p>Stucco details used to define the lintels and continuous cill bands</p>

3.3 Views and Townscape

3.3.1 The gateway buildings (Nos. 1-8 Willow Walk and the Victoria Public House) form tangible ends to Page's Walk Conservation Area, albeit the public house is not within it. Views to the north and south are dominated either by residential blocks or industrial/warehouse buildings outside the conservation area. Towards the south-east views along Page's Walk open up to Mandela Way and the modern nine storey residential building on the New Kent Road, just outside conservation area. The Shard (London Bridge Tower) dominates distance views to the north.

3.4 Key Spaces and Landscape Elements

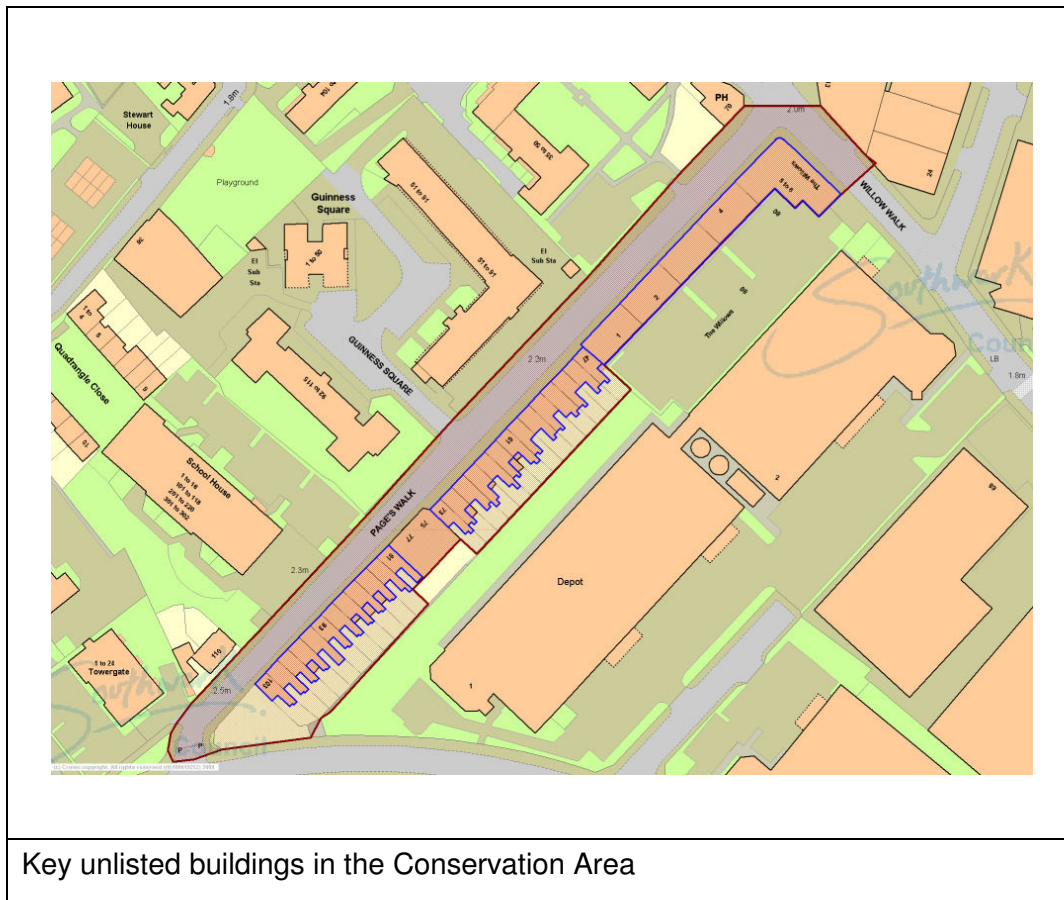
3.4.1 The land adjoining No. 103 Page's Walk is the only open land within the conservation area. There are no street trees within the Page's Walk Conservation Area, although a number of trees are located within the boundaries of the housing estates across the road and provide an important green back drop.

3.4.2 Street surfaces generally comprise of modern tarmac carriageways with concrete pavements. However, granite kerbs have generally survived and Yorkstone paving is to be found in the areas enclosed by iron railings to Nos. 47-73 (odd) Page's Walk.

3.4.3 Three modern bollards are located in the conservation area, outside Nos. 93-95 (odd) Page's Walk. A grey parking permit machine is located adjacent to No. 103 Page's Walk. The only other street furniture in the area are the street light columns, in a traditional black 'Victorian' style.



4.0 Audit



4.1 Listed Buildings and Features

4.1.1 There are no listed buildings within the Page's Walk Conservation Area.

4.2 Key Unlisted Buildings and Building Groups

4.2.1 The main defining elements of the conservation area are groups of buildings that combine into frontages that define street and views. The scale, containment and background character that they provide is essential to the character of the conservation area. The following are of unlisted buildings and building groups within the Page's Walk Conservation Area:

- Nos. 47 -73 (odd) Page's Walk;
- Nos. 81 – 103 (odd) Page's Walk; and
- Nos. 1 to 8 'The Willows' Willow Walk.

4.3 Archaeology

4.3.1 The Page's Walk Conservation Area does not lie within an archaeological priority zone. However, as the Council's existing and proposed archaeology policy states that the borough as a whole should be viewed as having archaeological potential, all development

proposals within the conservation area should be discussed with the Archaeology Officer in addition to the Conservation and Planning Officers. Please refer to the Council's website www.southwark.gov.uk for contact details.

4.4 Negative elements

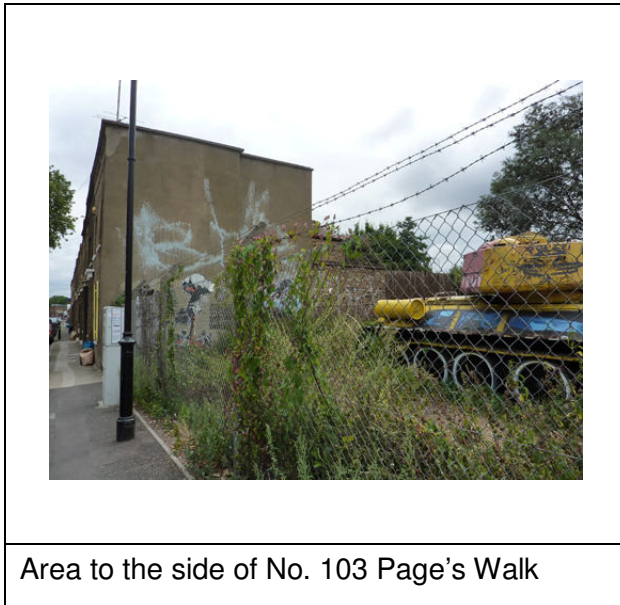
- 4.4.1 Whilst the conservation area's houses remain substantially intact (externally at least) and unaltered, the cumulative effect of small scale change; such as the replacement of timber windows with Upvc, introduction of metal gates to front doors and meter boxes to the front elevation, are damaging to the overall character and appearance of the area. Care must be taking to retain original features and where needed, to be replaced in natural materials and colours in keeping with the setting of the conservation area. Meter boxes should be sensitively located and external pipework runs located away from principal elevation.
- 4.4.2 No. 101 Page's Walk is in a poor state of repair and is on the Council's Buildings at Risk Register for unlisted buildings within conservation areas. The building has the potential to become an asset to the area and should be restored and brought back into beneficial use.
- 4.4.3 The open land, mesh/ barb wire fencing and graffiti to the flank wall to No. 103 Page's Walk is having a detrimental impact on the conservation area.

4.5 Environmental improvements

- 4.5.1 Piecemeal "improvements" to the front gardens of individual properties should be controlled and assessed against the overall character of the street. There is some limited potential for street tree planting along the northern side. The conservation area could benefit from a consistent treatment of the public realm in terms of paving treatment. Original granite kerbs exist and there are some areas of Yorkstone paving behind iron railings to front gardens. Consideration should be given to the re-introduction of traditional paving materials throughout the conservation area.

4.6 Potential development sites

- 4.6.1 The currently derelict site at the corner of Page's Walk with Mandela Way is the only potential development site within the conservation area. The site houses a T-34 tank and abuts the blank side wall of No. 103 Page's Walk. The opportunity exists for the introduction of terraced houses of no more than two storeys, reflecting existing building heights of the conservation area. A key consideration is the relationship of the new development the established urban grain and pattern of development. It is also important that any new developments reflect the building to garden ratio of the existing dwellings.
- 4.6.2 Replacement of buildings 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. Proposals will need to demonstrate that there is no detrimental effect on the character or appearance of the conservation area.



4.7 Boundary changes

- 4.7.1 Consideration should be given to the inclusion; within in the Page's Walk Conservation Area, of the former Page's Walk School, also formerly known as the Bacon School (now School House). Built for the London School Board (c. 1896) is three storeys yellow and red brick building in the Queen Anne style has been converted in residential use. Another building worthy for inclusion, is the former School Keeper's House (No. 110 Page's Walk). The yellow brick building has red brick voussoirs and quoins, central pedimented dormer, tall chimney stack also in the Queen Anne style. The Victoria Pubic House (No. 70 Page's Walk) and early 20th century building also has townscape merit and acts as a gateway building to the conservation area along with Nos. 1-8 Willow Walk.

5.0 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. The guidance is intended for unlisted buildings within conservation areas. Listed buildings will require separate Listed Building Consent for all but minor 'like for like' repairs and for these buildings there are additional considerations to take into account. There are no listed buildings within the Page's Walk Conservation Area.
- 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 the Council

- 5.1.3 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 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.
- 5.1.4 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 work.

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 urban form of the conservation area is key to its character, and any change must consider the basic principles that have determined it. The small-scale residential character of the conservation area is a defining element and any change must consider the basic principles that have determined it. The building line of Nos. 1-8 Willow Walk abuts the pavement directly. Nos. 47 – 73 (odd) Page's Walk have shallow front gardens bounded by wrought iron railings, consistent along its

length. Nos. 75-103 (odd) Page's Walk regains the building line of the former stables and front onto the pavement.

Building form

- 5.2.2 There are very few opportunities for development within the conservation area. One possible site is the junction of Page's Walk with Mandela Way, currently overgrown and bounded by unsightly wire fencing. Development on this site can respond by:
- Designing facades to echo the narrow module of the traditional building plot, creating strong rhythms with architectural elements along the street and expressing verticality;
 - Keeping utility areas behind the street frontage and retaining the consistent building line along Page's Walk;
 - Ensuring building footprints do not fill the whole of the plot but respect the historic building to ground ratio; and
 - Respecting the two-storey height of the dwellings within the conservation area and continuing the rhythm of the terraced housing.

Ground Surfaces

- 5.2.3 There are no comprehensive enhancement schemes for ground surfaces in the conservation area at present. With the exception of the granite kerbs, most of the original surfaces have been lost and the predominant surfacing material in the area at the moment is tarmac and concrete. The retention of the granite kerbs is encouraged and the Yorkstone paving behind the iron railings to some of the properties.

Trees and street furniture

- 5.2.4 Trees are not prevalent in the conservation area, with the only greenery being that in the shallow front gardens of Nos. 47 -73 (odd) Page's Walk. The opposite side of the street features a different morphology that allows for planting, many spaces having mature trees that form a green edge to the west of the conservation area.
- 5.2.5 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.

5.3 Improvements and repairs

Materials

- 5.3.1 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 and detailing are chosen to match the originals as closely as possible in both appearance and performance.
- 5.3.2 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. The use of cement-based mortars and renders are discouraged on historic buildings.

Maintenance

- 5.3.3 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

- 5.3.4 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. Stained or varnished timber finishes are inappropriate in the Page's Walk Conservation Area. Most window frames are painted white, although white may not have been their original colour, however repainting in garish colours would be inappropriate.
- 5.3.5 Replacement windows should match the original glazing bars and detail of the originals. 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 and natural materials. The use of modern materials such as aluminium or UPVC is inappropriate, it is often impossible to replicate the slenderness and detailing of timber sash window as a double glazed units in these materials, and therefore not acceptable for use on historic buildings. Stick on glazing bars and trickle vents are also considered unacceptable and incongruous features.
- 5.3.6 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 and dimensions of frames glazing bars and meeting rails etc. 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.
- 5.3.7 Similarly, original front doors would have been timber panelled, in many cases with glazing in the upper panels, and replacements will be expected to follow the traditional design. Modern details such as doors with integral fanlights (i.e. where the fanlight is within the design of the door) are likely to prove unacceptable.
- 5.3.8 All external joinery should be painted. Stained or varnished timber finishes are inappropriate in the conservation area, as the wood would traditionally have been painted. 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.

Roofs

- 5.3.9 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, and their greater weight can lead to damage and deterioration of the roof structure if inappropriately used. Natural or good quality reconstituted slate should be used in the Page's Walk 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.
- 5.3.10 Where the historic 'v' shaped valley or butterfly roofs exist these should be retained and it is the council's intention to preserve these surviving details wherever possible. Given the design of most of the roofs in the conservation area, roof extensions and changes to the basic roof form are generally likely to be intrusive and unacceptable. Furthermore, given the cohesive nature of the existing roofscapes within the Page's Walk Conservation Area, mansard extensions would be considered inappropriate.
- 5.3.11 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

- 5.3.12 The painting or rendering of original untreated brickwork should be avoided and is usually considered unacceptable. Fair faced brickwork is an important characteristic of the Page's Walk Conservation Area. 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.
- 5.3.13 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.
- 5.3.14 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.

Stucco and render

- 5.3.15 It is of particular importance that stucco render is kept in good repair and that regular maintenance takes place. Stucco is lime based, and it is important that any repairs are

made in material to match, taking care to avoid the use of hard cement renders. If the surface is damaged, stucco may deteriorate quickly through water ingress possibly leading to further damage to the structure behind. Early localised repairs of the problem areas are usually the most appropriate approach when damage occurs. Major repair works can be expensive and difficult to carry out and are best undertaken by experts.

- 5.3.16 Stucco requires regular repainting for appearance and to maintain weather resistance, taking care not to obliterate decorative features. The stucco would originally have been a stone colour, and paint should be chosen carefully with this in mind and to respect the unified character of the area. Generally the use of the colours *buttermilk*, *parchment*, *ivory* and *magnolia* are acceptable under British Standard Colours: BS 4800, these are BS 10B15, BS 08B17 and BS 08B15 respectively. Use of a gloss or eggshell finish that allows the wall to “breathe” is recommended. This will not require consent. Textured or highly glossy paints and ‘*brilliant white*’ should be avoided.
- 5.3.17 Where features such as capital, pilasters have been lost, the Council will encourage their reinstatement using traditional materials following the design and detailing of those originals remaining on other properties.

Rainwater goods

- 5.3.18 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. 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

- 5.3.19 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;
 - located on the rear or garden elevation; or
 - 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.

Renewable Energy

- 5.3.20 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.
- 5.3.21 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 association with the micro-generation system should cause the least amount of damage to the historic building and should wherever possible be fully reversible; wherever possible be fully reversible; and
 - 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.

Extensions

- 5.3.22 Where rear extensions are proposed, they should normally be no more than one storey in height, or reflect the established urban grain/pattern of development possible. Depending on the buildings location full width rear extensions may prove unacceptable. Extensions should be clearly subservient to the main part of a building and not add appreciably to the building's, be low key in design and as unobtrusive as bulk. It is also important that rear extensions leave an adequate area of garden/open amenity space to the dwelling-house. In some cases it may not be possible to devise an acceptable scheme to extend a property, although each case will be judged on its individual merits.
- 5.3.23 Where trees are within the immediate vicinity of a proposed extension an arboricultural report showing the root protection area will be required together with a consideration of

suitable foundations such that the future likely effect of rooting is accommodated. The risk of potential subsidence damage must be specifically addressed.

6.0 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/design_conservation_and_archaeology

Useful telephone numbers

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

Other useful contacts

- English Heritage
0870 333 1181 <http://www.english-heritage.org.uk>
- The Society for the Protection of Ancient Buildings
0207 377 1644 www.spab.org.uk
- The Victorian Society
0208 994 1019 <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
087 1750 2936 <http://www.georgiangroup.org.uk/docs/home/index.php>
- The London Tree Officers Association
020 7974 4124 <http://www.ltoa.org.uk/>
- The Twentieth Century Society
020 7250 3857 <http://www.c20society.org.uk/>

Further reading

- Ashurst, J and N – Practical Building Conservation, Vols. 1 to 5 (1988)
- Boast, Mary (1998, London Borough of Southwark) – The Story of Bermondsey
- Brereton, C – The Repair of Historic Buildings: Advice on Principles and Methods (English Heritage, 1991)
- Campbell-Culver, M – The Origin of Plants (2001)
- Cherry, B and Pevsner, N – The Buildings of England, London 2: South (1983)
- Communities and Local Government – National Planning Policy Framework (2012)
- English Heritage (2008) – Climate Change and the Historic Environment
- Institute of Historic Building Conservation [IHBC] – A Stitch in Time: Maintaining your Property makes Good Sense and Saves Money (2002)
- Reilly, L – Southwark: an Illustrated History (London Borough of Southwark, 1998)

APPENDIX 2

Item No.	Classification: Open	Date: 13 October 2011	Meeting Name: Bermondsey Community Council
Report title:		Page's Walk Conservation Area	
Ward(s) or groups affected:		Grange	
From:		Head of Development Management	

RECOMMENDATION(S)

1. That the Community Council authorises the proposal to carry out public consultation with local residents and businesses to obtain their view on the draft appraisal for the Page's Walk Conservation Area.
2. That the Community Council provides comment on the draft Page's Walk Conservation Area Appraisal (Appendix 1) and map of the Page's Walk Conservation Area boundary (Appendix 2)
3. That the Community Council notes the Equality Impact Assessment (Appendix 3)

BACKGROUND INFORMATION

4. The Page's Walk Conservation Area was designated on 30th June 1968, under the Civic Amenities Act 1967.
5. The Page's Walk Conservation Area is situated between Willow Walk and Old Kent Road, and is comprised of a row of dwellings built in the latter part of the 19th century. The conservation area is very cohesive in character, consisting for the most part of 2-storey terraced dwellings in London stock brick. Due to their simultaneous construction by the same developer, the terraces are consistent in design and form a strong rhythm that continues along the length of the street.

KEY ISSUES FOR CONSIDERATION

6. Section 69 of the Town and Country Planning Act 1990 imposes a duty on the local Planning Authority to designate as conservation areas any "areas of special architectural or historic interest the character or appearance of which is desirable to preserve or enhance". There is a duty on the local planning authority under Section 69 to review areas from time to time to consider whether designation of conservation areas is called for.
7. In March 2010 the Government issued PPS5 'Planning for the Historic Environment' replacing the guidance formerly contained within PPGs 15 and

16. PPS5 requires, in Policy HE2.1, that Local Authorities have evidence about the historic environment and heritage assets within their area, and that this evidence is publically documented. Designation records, such as Conservation Area assessments, should also be taken into account when determining planning applications.
8. In 2011 English Heritage published guidance on conservation area appraisals, 'Understanding Place: Conservation Area Designation, Appraisal and Management'. This sets out the importance of definition and assessment of a conservation area's character and the need to record the area in some detail. The purpose is to provide a sound basis for rational and consistent judgements when considering planning applications within conservation areas. Conservation Area Appraisals, once they have been adopted by the Council, can help to defend decisions on individual planning applications at appeal. They may also guide the formulation of proposals for the preservation and enhancement of the area.

Outstanding Schemes

9. There are no significant outstanding schemes within the conservation area.

Planning Policy

Core Strategy 2011 (April)

Strategic Policy 12 Design and Conservation.

Saved Southwark Plan 2007 (July)

Policy 3.15 Conservation of the Historic Environment

Policy 3.16 Conservation Areas

Policy 3.18 Setting of Listed Buildings, Conservation Areas and World Heritage Sites

Policy 3.19 Archaeology

London Plan 2011 (July)

Policy 7.9 Heritage-led regeneration

Policy 7.8 Heritage assets and archaeology

Planning Policy Statements

PPS5 Planning for the Historic Environment.

Community impact statement

10. The draft appraisal will be consulted in accordance with the Statement of Community Involvement. The Statement of Community Involvement sets out how and when the Council will involve the community in the alteration and development of town planning documents and applications for planning permission, and was adopted in January 2008. The Statement of Community Involvement does not require the Council to consult when designating a Conservation Area, but in the interests of good practice the Council proposes to follow a similar procedure here.
11. The consultation will seek the views of local residents, businesses and other local interest groups over the conservation area appraisal. Notification of the

consultation on the proposed designation and the supporting documents will be put in the local press, on the council's website and will be made available in the local libraries. This will show how the consultation has complied with the Statement of Community Involvement.

Human rights implications

12. This conservation area engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.
13. This proposal has the legitimate aim of providing for the conservation of the historic environment within the conservation area. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

Resource implications

14. Notifying the public of the proposed Page's Walk Conservation Area Appraisal will not result in resource implications for the staffing of the Regeneration Department.
15. Other resource implications will be the cost of publishing the Conservation Area Appraisal, which can be met within the Regeneration Department's revenue budget. The cover price of the document will be fixed to cover production costs.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities Law & Governance

16. 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 (*section 69(1), Listed Building Act (LBA) 1990*). A Local Planning Authority (LPA) is under a duty to designate conservation areas within its locality and to review them from time to time (*section 69(2)*). Section 69(2) of the Act imposes a further duty on local planning authorities to review the extent of their functions and if need be to designate any further parts of their area as conservation areas. It is this section of the Act which is being triggered here.
17. As stated above in paragraph 10 of this report there is no statutory requirement for LPA's to consult with anyone before a conservation area is designated and nor does the Council's Statement of Community Involvement require consultation in respect of designating Conservation Areas. However, English Heritage advises LPA's to consult as widely as possible, not only with local residents and amenity societies, but also with Chambers of Commerce, Public Utilities and Highway Authorities.
18. Once adopted the Conservation Area Appraisal will provide additional guidance to be taken into account in determining applications for developments affecting Page's Walk Conservation Area.

19. The draft appraisal for the Conservation Area Appraisal is brought before the Community Council in accordance with Part 3H paragraph 3 of the Constitution under the heading “Consultative/non-decision making” which requires the Community Council to comment to Planning Committee on the adoption of Conservation Area Appraisals and also designations of Conservation Areas.

Equalities and Human Rights

20. The Equality Act 2010 introduced a single public sector equality duty (PSED). This duty requires us to have due regard in our decision making processes to the need to:
- (a) Eliminate discrimination, harassment, victimisation or other prohibited conduct;
 - (b) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not
 - (c) Foster good relations between those who share a relevant characteristic and those that do not share it.
21. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. The PSED also applies to marriage and civil partnership, but only in relation to (a) above.
22. There has been compliance with the Council’s Equalities and Human Rights Scheme 2008-2011 as well as the public sector equality duty as contained within section 149 of the Equality Act 2010. All six equality strands have been duly considered and assessed, this is evidenced at in the Equalities and Human Rights Impact Assessment (EqIA).
23. In accordance with part 3H, paragraph 3 of the constitution providing comments to planning committee on proposals for the designation of conservation areas including conservation area appraisals is a matter for community council.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
Appendix 1	Draft conservation area appraisal for Page’s Walk Conservation Area.
Appendix 2	Map of the Page’s Walk Conservation Area
Appendix 3	Equality Impact Assessment (EqIA)

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Tracy Chapman, Senior Design and Conservation Officer	
Version	Final	
Dated	19 September 2011	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Director	No	No
Cabinet Member	No	No
Date final report sent to Constitutional/Community Council/Scrutiny Team		N/A



Regeneration and neighbourhoods

Planning & transport

Development management

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Your Ref:

Our Ref:

Contact: Tracy Chapman

Telephone: 020 7525 2289

E-Mail: designconservation@southwark.gov.uk

Web Site: <http://www.southwark.gov.uk>

Date: *

Dear Sir or Madam

The proposed Page's Walk Conservation Area Appraisal

At their meeting of the Bermondsey Community Council on the 13th October 2011 Bermondsey Community Council agreed that public consultation should be carried out on proposed Page's Walk Conservation Area Appraisal.

Southwark Council wishes to obtain the views of local residents, businesses and other interested groups on the draft conservation area appraisal. This document seeks to define and assess the area's character and to provide a sound basis for rational and consistent judgements when considering planning applications affecting the area. It is also intended to provide a clear indication of the Council's approach to the preservation and enhancement of the area and a guide for further development. A plan showing the boundary of the existing Page's Walk Conservation Area and general guidance on conservation areas are enclosed with this letter. Copies of the draft Appraisal can be downloaded from:

http://www.southwark.gov.uk/info/511/conservation_areas/2101/draft_conservation_area_appraisals

Or by contacting Tracy Chapman in the Design and Conservation Team at the above address. Or by phone: 0207 525 2289, or by e-mail to the Design and conservation team: designconservation@southwark.gov.uk

If you wish to submit any comments, you can do so until 31st January 2012 by writing to: Tracy Chapman, Regeneration and neighbourhoods, Planning & transport, Development management, PO Box 64529, LONDON SE1P 5LX.

Yours sincerely

Tracy Chapman
Senior Design and Conservation
Officer

APPENDIX 4

MEETING:	Bermondsey Community Council	Date:	13 October 2011
ITEM TITLE:	Page's Walk 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 an existing designation of the Page's Walk Conservation Area.

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

KEY ISSUES

- The methods used to involve and engage people affected by the Page's Walk Conservation Area need to be accessible to all.
- The existing Page's Walk Conservation Area may impose additional planning requirements upon 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.

**PAGE'S WALK CONSERVATION AREA
EQUALITIES IMPACT ASSESSMENT**

Stage One: Scoping

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

The Page's Walk Conservation Area designated part of Bermondsey under the powers of the Planning (Listed Buildings and Conservation Areas) Act 1990 as an area of special architectural or historic interest the character or appearance of which was desirable to preserve or enhance.

The conservation area appraisal that is under consideration and that accompanies a 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 published Page's Walk 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.

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 or an appraisal document 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 Page's Walk 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 within the Pages Walk Conservation Area.

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

Design and Heritage

The existing Page's Walk Conservation Area may impose additional planning requirements for those seeking to make alterations to their property. The Page's Walk Conservation Area was originally designated 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.

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 Page's Walk 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. 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 Page's Walk 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 purpose of the statement is to provide an account of the Page's Walk Conservation Area and is a clear indication of the 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.

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 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 Bermondsey.

The consultation strategy for the AAP will refer specifically to the need to ensure that in accordance with Southwark's Equalities and Human Rights Scheme 2008-

2011, the Equalities priorities groups involved and the arrangements made to include under-represented groups and individuals.

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?

The appraisal sets out how planning applications for developments within conservation area, will need to 'preserve or enhance' the character and appearance of the Page's Walk 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.

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?

The existing Page's Walk 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 extension of the Page's Walk 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 is 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.

Thorburn Square

Conservation Area Appraisal

(April 2012)

www.southwark.gov.uk



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Thorburn Square Conservation Area and proposed boundary change

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 Thorburn Square Conservation Area and a clear indication of the 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. Once adopted by the Council, this appraisal will be a material consideration when assessing planning applications.
- 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 note *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. Section 4 provides an audit of the features of special interest of the area, including listed buildings, particular groups of unlisted buildings, and any elements that detract from the conservation area. Section 5 provides guidelines for future management and change in the conservation area.

1.3. Thornburn Square Conservation Area

Location

- 1.3.1 Thornburn Square Conservation Area is located on land lying to the south of Southwark Park Road, Bermondsey. The present day conservation area extends to approximately 9.5 hectares. Thornburn Square is now the only remaining part of a tightly packed 19th century residential area that extended to a southern boundary defined by the railway tracks formerly leading to the Bricklayers Arms Goods Depot located to the west of Dunton Road. Geographically this part of Bermondsey was always relatively isolated.

Topography

- 1.3.2 From the River Thames the land rises gently to Peckham before climbing steeply to the high ground of Streatham and Dulwich at over 50 metres above O.S. Datum. Visually the area is effectively level. Geologically the settlement is largely built on deposits of laminated clay, peat and sand, interrupted by a ridge of clay, shell, sand and pebble beds.

1.4. Planning History

- 1.4.1 The Thornburn Square Conservation Area was designated by Southwark Council on 30th January 1991 as a conservation area, under the Civic Amenities Act of 1967. This was done after a period of deferment and the main Planning Committee of Southwark Council endorsed the recommendation of the Borough, Bermondsey and Rotherhithe Planning Sub-Committee of 14th August 1990 that the Area should be so designated and that an Article 4 Direction be simultaneously imposed, although this was never done.

1.5. Local Planning Policies

- 1.5.1 The Southwark Core Strategy 2011 was formally adopted by the Council on 6th April 2011. The Southwark Core Strategy is a planning document which sets out the strategic framework for the borough. Strategic Policy 12 – Design and Conservation is particularly relevant to development within conservation areas.

Strategic Policy 12 – Design and Conservation

Development will achieve the highest possible standard of design for buildings and public spaces to help create attractive distinctive places which are safe, easy to get around and a pleasure to be in.

- 1.5.2 The following Southwark Plan (2007) policies relating to conservation areas have been saved and have no diminished relevance, as they are consistent with the core strategy.

Policy 3.15 – Conservation of the Historic Environment

Development should preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance. Planning proposals that will have an adverse effect on the historic environment will not be permitted.

The character and appearance of Conservation Areas should be recognised and respected in any new development within these areas. Article 4 directions may be imposed to limit permitted development rights, particularly in residential areas.

In this policy the term historic environment includes Conservation Areas, listed buildings, scheduled monuments, protected London Squares, historic parks and gardens and trees

that are protected by Tree Preservation Orders, trees that contribute to the character or appearance of a Conservation Area and ancient hedgerows.

Policy 3.16 – Conservation Areas

Within Conservation Areas development should preserve or enhance the character or appearance of the area.

New Development, including Alterations and Extensions

Planning permission will be granted for new development, including the extension or alteration of existing buildings provided that the proposals:

- *Respect the context of the Conservation Area, having regard to the content of Conservation Area Appraisals and other adopted Supplementary Planning Guidance / Documents; and*
- *Use high quality materials that complement and enhance the Conservation Area; and*
- *Do not involve the loss of existing traditional features of interest which make a positive contribution to the character or appearance of the Conservation Area; and*
- *Do not introduce design details or features that are out of character with the area, such as the use of windows and doors made of aluminium or uPVC or other non-traditional materials.*

Where appropriate development in Conservation Areas may include the use of modern materials or innovative techniques only where it can be demonstrated in a design and access statement that this will preserve or enhance the character or appearance of the Conservation Area.

Demolition

Within Conservation Areas, there will be a general presumption in favour of retaining buildings that contribute positively to the character or appearance of the Conservation Area. Planning permission will not be granted for proposals that involve the demolition or substantial demolition of a building that contributes positively to the character or appearance of the Conservation Area, unless, in accordance with PPG 15 or any subsequent amendments, it can be demonstrated that:

- *Costs of repairs and maintenance would not be justified, when assessed against the importance of the building and the value derived from its continued use, provided that the building has not been deliberately neglected; and*
- *Real efforts have been made to continue the current use or find a viable alternative use for the building; and*
- *There will be substantial planning benefits for the community from redevelopment which would decisively outweigh loss from the resulting demolition; and*
- *The replacement development will preserve or enhance the character or appearance of the conservation area and has been granted planning permission.*

Implementation

Submission of details demonstrating that a contract for the construction of the replacement development has been let will be required prior to implementation of the development.

Policy 3.18 – Setting of Listed Buildings, Conservation Areas and World Heritage Sites

Permission will not be granted for developments that would not preserve or enhance:

- *The immediate or wider setting of a listed building; or*
- *An important view(s) of a listed building; or*
- *The setting of a Conservation Area; or*
- *Views into or out of a Conservation Area; or*
- *The setting of a World Heritage Site; or*
- *Important views of or from a World Heritage Site.*

Policy 3.19 – Archaeology

Planning applications affecting sites within Archaeological Priority Zones (APZs), as identified in Appendix 8, shall be accompanied by an archaeological assessment and evaluation of the site, including the impact of the proposed development. There is a presumption in favour of preservation in situ, to protect and safeguard archaeological remains of national importance, including scheduled monuments and their settings. The in situ preservation of archaeological remains of local importance will also be sought, unless the importance of the development outweighs the local value of the remains. If planning permission is granted to develop any site where there are archaeological remains or there is good reason to believe that such remains exist, conditions will be attached to secure the excavation and recording or preservation in whole or in part, if justified, before development begins.

Reasons

Southwark has an immensely important archaeological resource. Increasing evidence of those peoples living in Southwark before the Roman and medieval period is being found in the north of the borough and along the Old Kent Road. The suburb of the Roman provincial capital (Londinium) was located around the southern bridgehead of the only river crossing over the Thames at the time and remains of Roman buildings, industry, roads and cemeteries have been discovered over the last 30 years. The importance of the area during the medieval period is equally well attested both archaeologically and historically. Elsewhere in Southwark, the routes of Roman roads (along the Old Kent Road and Kennington Road) and the historic village cores of Peckham, Camberwell, Walworth and Dulwich also have the potential for the survival of archaeological remains.

PPG16 requires the council to include policies for the protection, enhancement and preservation of sites of archaeological interest and of their settings.

1.6 National Planning Policy Framework (NPPF)

Introduction

- 1.6.1 The National Planning Paragraph Framework (NPPF) 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.
- 1.6.2 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 and include:
- World Heritage Sites;
 - Scheduled Monuments;
 - Listed Buildings;
 - Protected Wreck Sites;
 - Conservation Areas;

- Registered Parks and Gardens; and
- Registered Battlefields.

1.6.3 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.

1.6.4 The NPPF replaces PPS5: Planning and the Historic Environment and the supporting Planning for the Historic Environment Practice Guide, coming into force in March 2012.

The policies:

1.6.5 The Government's Statement on the Historic Environment 2010 recognises the wide ranging social, cultural and economic benefits that the conservation of the Historic Environment can produce, as well as its contribution to the unique character of an area. The implementation of the policies contained in the NPPF will enable these benefits to be realised through the planning system. The most pertinent sections of the framework are Part 12: Conserving and enhancing the historic environment and Part 7: Requiring good design.

1.6.6 Relevant paragraphs to this designated heritage asset are set out below:

Part 12: Conserving and enhancing the historic environment

Paragraph 126: Regional and local planning approaches.

Paragraph 127: Selectivity in designating conservation areas.

Paragraph 128: Information requirements for applications for consent affecting heritage assets.

Paragraph 129: Policy principles guiding the determination of applications for consent relating to all heritage assets.

Paragraph 130: Deliberate damage or neglect of a heritage asset

Paragraph 131: Additional policy principles guiding the consideration of applications for consent relating to heritage assets.

Paragraph 132: Additional policy principles guiding the consideration of planning applications for consent relating to designated heritage assets.

Paragraph 133: Additional policy principles guiding the consideration of planning applications for consent resulting in loss or substantial harm to designated heritage assets.

Paragraph 134: Additional policy principles guiding the consideration of planning applications for consent resulting in less than substantial harm to designated heritage asset.

Paragraph 135: Policy principles guiding the consideration of planning applications for consent relating to non-designated heritage assets.

Paragraph 136: Loss of a heritage asset.

Paragraph 137: Enhancing significance of heritage assets.

Paragraph 138: Policy principles concerning evaluation of significance of heritage assets in Conservation Areas and World Heritage Sites.

Paragraph 139: Policy principles concerning evaluation of significance of non-designated sites of archaeological interest.

Paragraph 140: Enabling development.

Paragraph 141: Policy principles guiding the recording of information related to heritage assets.

Part 7: Requiring good design

The following paragraphs have been selected as examples of relevant policies concerning good design relating to the historic environment:

Paragraph 58: Planning principles to guide decision making concerning design.

Paragraph 60: Balancing innovation and local character.

Paragraph 61: Integrating new development.

Paragraph 64: Poor design.

Paragraph 65: Balancing townscape and sustainability.

Paragraph 67: Control over outdoor advertisements.

Paragraph 68: Area of Special Control for advertisements.

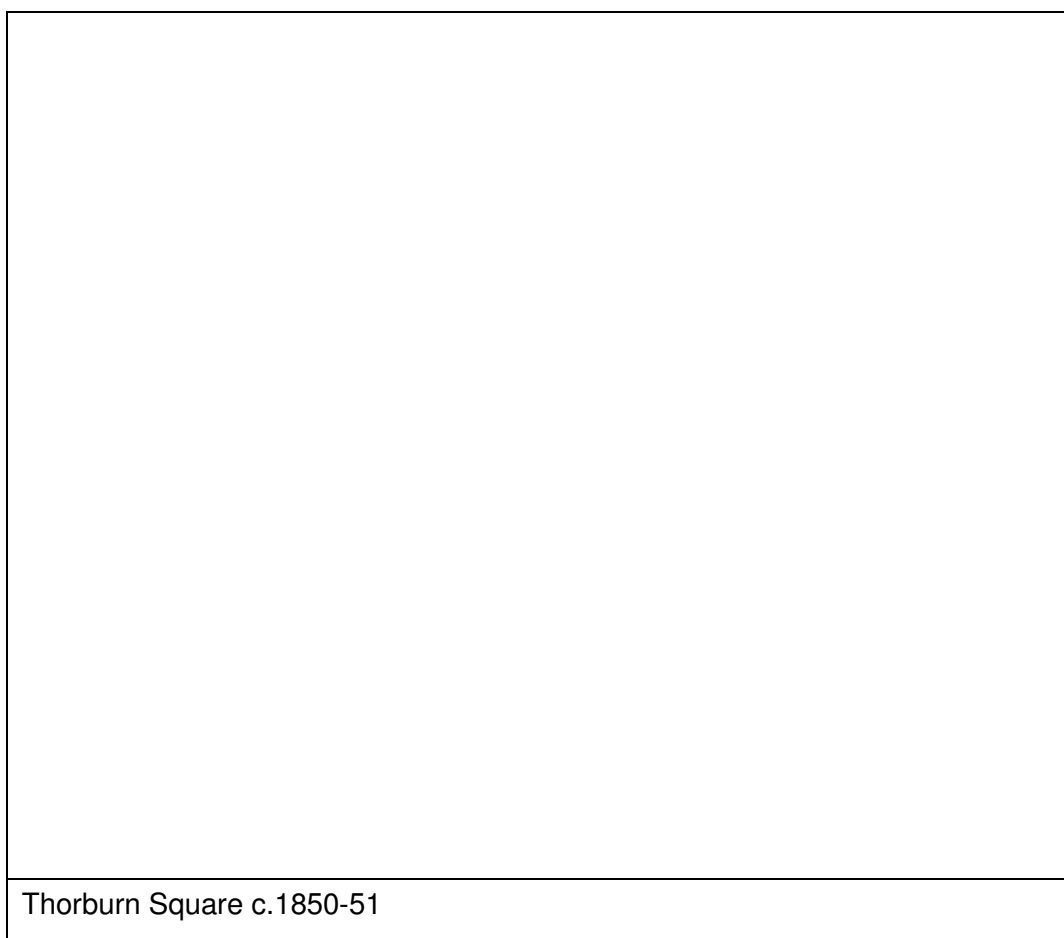
1.7 Article IV Directions

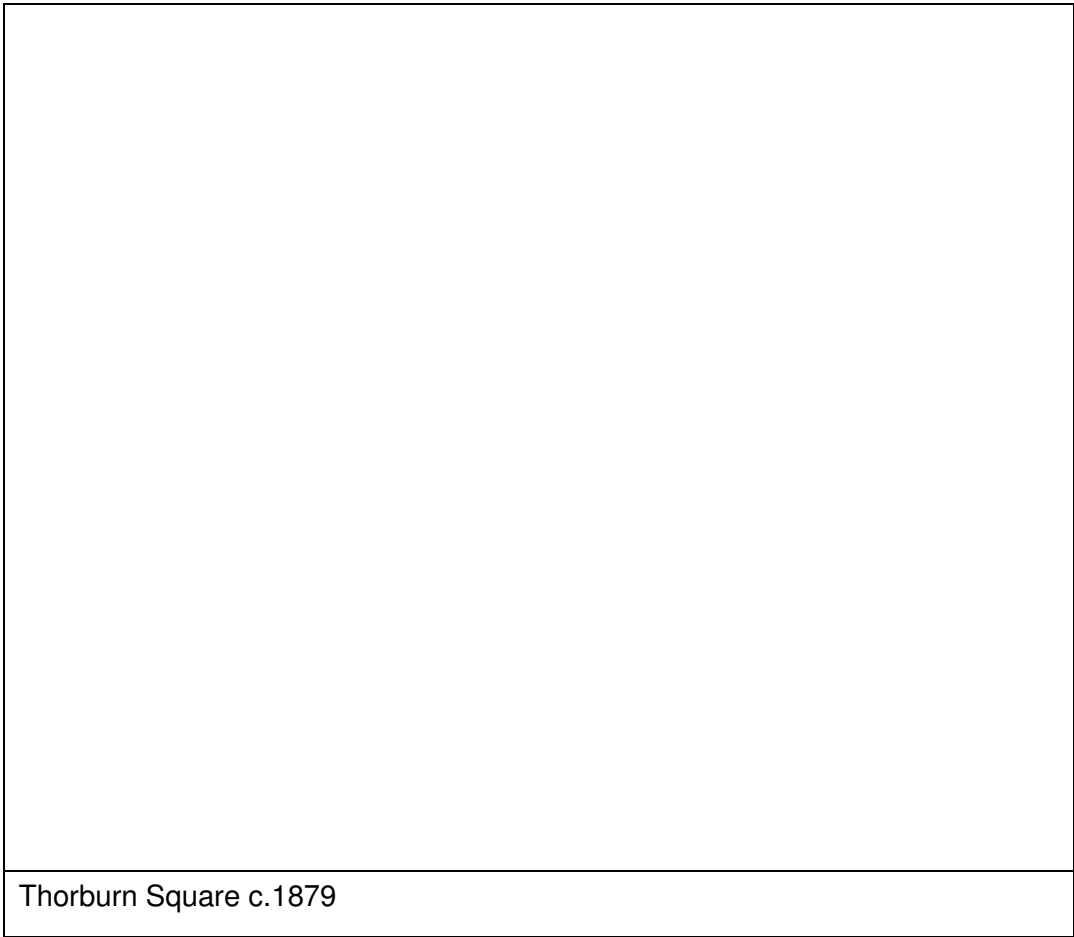
- 1.7.1 Article 4 of the General Permitted Development Order provides for two different types of direction. An Article 4(1) direction enables an LPA to dis-apply certain permitted development rights, including those relating to demolition, whilst an Article 4(2) direction relates solely to the removal of such rights in relation to conservation areas. The Council is empowered to make a Direction when there is a real and specific threat to the character of an area. It will then be in force for a period of 6 months. During that period the necessary consultation will take place. Subsequently the Secretary of State will review the Direction to determine whether it will be approved and extended beyond this period or disallowed.
- 1.7.2 Though the Council is not opposed in principle to alterations and improvements it is, however, seeking to preserve or enhance the special architectural and historical interest of the area. Under the terms of the Direction, planning permission would have to be obtained before any of the following works could be carried out, to the unlisted properties within the conservation area:
- The enlargement, improvement or other alteration of a dwelling house (including changes to windows, doors, roofs and front boundary hedges) insofar as such development would alter the external appearance of the house, as viewed from a public highway;
 - The rendering or use of stone or other cladding to external walls;

- The erection or construction of a porch outside any external door at the front of a dwellinghouse;
- The construction within the curtilage of a dwelling house of a hardstanding for vehicles;
- The erection or construction of gates, fences or walls or other means of enclosure;
- Erection of satellite dishes;
- Installation of solar panels; and
- The painting of external walls.

1.8 Further Information

- 1.8.1 This document is not exhaustive, and further advice and information can be obtained from the Planning Department, London Borough of Southwark.
- 1.8.2 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.





Thorburn Square c.1879

2.0 Historical Background

2.1 Origins

- 2.1.1 The streets forming the Thorburn Square Conservation Area developed after the construction of the Bricklayer's Arms Railway extension in the 1840's. The line once formed part of the South Eastern and Chatham Railway. A map from 1850-51 confirms that at this time the conservation area remained largely undeveloped with the exception of Alma Grove (then Tenter Ground Lane) and Southwark Park Road (then Blue Anchor Road). To the south of the conservation area the tracks of the Bricklayer's Arms Railway extension can be seen.
- 2.1.2 A later map indicates that by 1879 most of the roads within the conservation area had been constructed and the land developed. The exception was the area around St. Anne's Church, Monnow Road and the junction of Southwark Park Road (still known as Blue Anchor Road) and Monnow Road, which remained undeveloped.
- 2.1.3 By 1896 the remainder of the conservation area had been constructed, including Spa School and the Queen Victoria Public House. Blue Anchor Road had been renamed Southwark Park Road and a tramway ran along its length connecting Bermondsey with Rotherhithe. By the late 19th century Spa School (then Monnow Road School) had been constructed and it is typical of the London Board School from that time.
- 2.1.4 It is on the map of 1896 that Thorburn Square is first referred to. In the centre of the square stood St Anne's Church, formerly the central feature to a set piece residential estate from the mid Victorian era. The area is often referred to as the last remaining part of 'Old Bermondsey' (presumably referring to an intact wholly residential quarter). It is certainly the largest old residential area remaining in North Southwark and to date remains largely intact. The Church today stands in an entirely different relationship to the surrounding streets than that for which it was originally intended. St Anne's had been designed and built in 1869/70 by the architect J Porter to sit on the east/west axis of Fort Road and as the focal point to Thorburn Square. The Square is also fed from the north by Longley Street and from the south by Welsford Street. Interestingly, the church was built first, and then followed by the surrounding small-scale streets, and finally the buildings on Thorburn Square, providing the setting for the church as the final part of the development. This unusual pattern can be seen. The original buildings surrounding the square were large, three-storey semi detached Villas of the 1860's, similar to those found today of Southwark Park Road, with a wealth of elaborate detailing in stucco and wrought iron.
- 2.1.5 The Thorburn Square Conservation Area remains much as must have been originally intended. The intense development of two-storey terraced houses with repeated ornamental details and minor design variations allows each street/road a slight variation that affords individuality. The names of the roads Balaclava and Alma record both the date of the development and famous military victories of the Crimean War still fresh in the public's mind at that time.
- 2.1.6 Contemporary accounts relate to an explosion of construction covering the entire area as the remaining pasture and grassland finally disappeared under brick during the mid to late 1800's. The wider area had a distinct economy of docking, warehousing and food manufacture that placed great pressures on land use. A substantial portion of Bermondsey was devoted to economic activity. Peak Frean and Co. and other well-known provisioners, such as: Hartley, Lipton, Lazenby and Sarsons were all located in the vicinity. Engineering, timber and the traditional leather industry also flourished.
- 2.1.7 Booming commercial activity left very little land for residential use that in consequence was intensively developed. This fact largely accounts for the present form of the surviving

19th century pattern of development around Thorburn Square. Ownership of land lying to the south of Southwark Park Road is known to have belonged to the Steavens/West Estate from the mid 18th century until as recent as 1960. When the West family began developing this area for residential use during the 1860's, as the freeholders they leased much of the land to a Mr. Drake, master builder. He was responsible for the construction of the original Thorburn Square, as well as many of the surrounding streets.

- 2.1.8 Charles Booth's poverty map of 1898-99 classes the majority of the terraced houses within the Thorburn Square Conservation area were classed as fairly comfortable. In contrast, the properties on Southwark Park Road and fronting onto Thorburn Square were classed as middle class, well-to-do. The majority of the housing surrounding the conservation area; at that time, were also classed as fairly comfortable, with isolated pockets of housing classed as poor.
- 2.1.9 The area immediately surrounding the conservation area would once have been high-density, tightly packed residential streets of a similar nature to the remaining section around Thorburn Square. After suffering greatly from bomb damage during the Second World War, the Thorburn Square Conservation Area is the only surviving section of mid Victorian housing which once typified North Bermondsey. The area surrounding this site including the railway tracks to the south has been intensely redeveloped. Also, many derelict industrial sites to the North have since been removed and the space in-filled with low-density modern housing estates. This leaves the Thorburn Square Conservation Area as a unique site, typical of the urban form that formerly covered most of this area of South London.

2.2 20th century urban development

- 2.2.1 The post war maps of Thorburn Square indicate that some bomb damage had occurred, but this was largely in Reverdy Road and Alma Grove. However, the area around St. Anne's Church; with the exception of the school, remained intact. As a result of post war slum clearance, the former Thorburn Square was replaced by a fashionably 'brutal' housing re-development of 1968 by Southwark Borough Council. The new 3 storey development enclosed St Anne's from all sides and truncating views of the church and totally transforming its original setting. In the choice of design and materials and by the fact that it is now a wholly pedestrian precinct, Thorburn Square stands at odds both with the original planned layout of the area and its mid/late 19th century domestic architectural character. Thorburn Square has less relevance to the general character of the area than formerly would have been the case. Considering its own re-development, along with the clearance and subsequent re-development to the east of Monnow Road, the square has further shifted from the central position that it formerly enjoyed over a surrounding homogeneous area of housing. The 1968 version of Thorburn Square is however not without merit. The internal space creates a quiet enclave and is a reasonable alternative setting for the church. Its external integration, at the junctions with Fort, Longley and Welsford Streets are however much less successful.
- 2.2.2 There has been a limited amount of infilling during the 20th century, developments include along Alma Street and Fort Road. On the whole these new terrace properties have attempted to reflect the overall design and materials of adjoining properties. However, these new houses are plainer than their 19th century neighbours. Furthermore the proportions of the openings to these new houses (No's 127-131 Fort Road) are not identical to their historic neighbours and therefore visually unsatisfactory. In contrast the bomb site on Reverdy Road is occupied by allotment gardens.

Thorburn Square	No's 127-131 Fort Road

3.0 The Character and Appearance of the Area

3.1.1 Broad Context

Definition of Special Interest / Significance

- 3.1.1 The Thorburn Square Conservation Area is a notable surviving example of mid to late 19th terraced housing which once occupied this area of Bermondsey. Narrow streets fronted by terraced house of a strong unified character with traditional Victorian detailing and small front gardens. Building heights across the area are generally uniform and typically two storeys. The urban form exemplifies the pressure on land during the latter half of the 19th century to accommodate the increase in population within what were previously field boundaries, partly as a result of improved transport links into the City of London.

Urban Morphology

- 3.1.1 As Section 2.0 illustrates, much of the area today consists of development dating from the latter half of the 19th century. The area is fine grained with small and frequent street blocks and plot subdivisions. This fine grain appears to have resulted from the need to accommodate a dense residential form (to house the rapidly expanding population) between pre-existing streets and development that generally followed existing field boundaries.
- 3.1.2 Generally within the conservation area, the streets are narrow and well-enclosed by the two storey terraced housing. Whilst the buildings are set back from the pavement, the front gardens are generally small at around 1.8 metres deep, with no consistent boundary treatment. To the rear the gardens are long and thin between 10 and 14 metres.

Land use pattern

- 3.1.3 The conservation area predominantly comprises dwelling houses. In addition the following uses are evident:
- St Anne's Church (and hall);
 - Spa School;
 - The Queen Victoria Public House; and
 - A small number of corner shops.

Buildings

- 3.1.4 The essential 'character' of Thorburn Square Conservation Area derives from the almost continuous terraces of small-scale two storey domestic development dating from a similar period and from the consistency of the overall treatment throughout the several streets and roads. These terraces survive almost as intended, despite some alterations and additions.

3.1.5 The variety of shop frontages and pubs play an important role within the streetscape of breaking up the terraces of housing and providing a visual relief and variety, as well as providing a community focus and amenity. These are located at; the corner of Sims Road and Monnow Road, the corner of Monnow Road and Southwark Park Road, the corner of Southwark Park Road and Balaclava Road, and on Lynton Road in the proximity of Welsford Street.

Balaclava Road	Fort Road

3.1.6 The conservation area contains no listed buildings. The quality of its character is instead derived from the arrangement of the unlisted buildings, their density and location making this an unusual and interesting ‘pocket’, worthy of statutory protection. The ‘architecture’ is modest and appropriate. It is quality speculative development over a large area rather than a development that might be credited to the hand of a named architect. The ‘design’ of the development will have been the decision of Drake the builder in consultation with the land-owners (the Steavons/West Estate). Architectural detail and embellishments would have been found in catalogues and selected for use on different streets, in order to give a degree of personality within an otherwise homogeneous development formula.

3.1.7 At the junction of Alma Grove with Fort Road the essence of the conservation area is tangible. This junction and the lengths of Alma Grove, Longley Street, Fort and Reverdy Roads are very much the quieter internal spaces of the conservation area. At the boundary of the conservation area with the surroundings of Bermondsey the character ‘falls off’ to a measurable extent on account of the noise and dirt of traffic and the lack of complementarily sympathetic modern development on opposite sides of the roads. These external roads are Balaclava, Southwark Park, Monnow and Lynton. It follows that the heightened unique character of the conservation area may only be found in the combination of a consistency of quality buildings and trees with the quiet and delightful street spaces that they line.

3.1.8 Historical maps indicate that J. Porter’s, St Anne’s Church [1869/70] in yellow brick with red brick and stone dressings following a distinctly Gothic form, appears to have been the first building erected along Fort Road. A tower and spire in coursed stonework rises in the south west corner. A carved stone panel sits above the main west door in the tympanum of the Gothic arch. A feature of some interest in a worthy but otherwise rather dull building.

3.2 Local Materials and Details

3.2.1 Overall there is a consistency with the 19th century residential buildings within the conservation area, in terms of height, materials and design. The dominant building material is yellow London stock brick, with rendered window and door dressings. Predominantly detailing is limited to the inclusion of small white painted keystones in many of the door and window openings. Round-headed doorway openings are embellished with dentilled cornices or with bracketed hoods. Many window heads feature simple rough cambered brickwork and little else. The facades consist of single window openings, two on the first floor and a single sash and doorway on the ground.

- 3.2.2 The later properties on Southwark Park Road are grander 3 storey properties with a raised ground floor and entrance steps leading up from the pavement. These buildings are Italianate in design with tripartite sashes and stucco console bracketed cornices.
- 3.2.3 An important feature of the Thorburn Conservation Area is the serrated outline of the London or 'butterfly' roof profile which still exists. On Southwark Park Road the roof profile is hidden on the street elevation by stuccoed parapets but on Alma Grove the roof profile is clearly visible. The existence of chimneys provides interest within the conservation area at roof level.
- 3.2.4 Shop fronts/pub frontages survive at the Havelock Arms, the Finish Public House, and at No. 163 Monnow Road. A particularly fine frontage to the Rose and Crown at the junction of Alma Grove with Southwark Park Road once enhanced the area, but has been lost to a poorly executed conversion.
- 3.2.5 Whilst the former Monnow Road School is contemporary to the surrounding buildings it does not reflect the predominant palette of materials with its stock brick facades and red rubber brick dressings.
- 3.2.6 Due to the consistency of the conservation area where non-matching bricks area employed for extensions or alteration the difference is all the more noticeable. New or more recent buildings infilling the areas where different materials have been selected are generally successful and sympathetic compared to the 1960's Thorburn Square development.

Trees in the conservation area	Southwark Park Road

3.3 Views and Townscape

- 3.3.1 Views within the conservation area are contained due to the pattern of development. There are no landmark buildings as termination points for views looking out of the conservation area, only glimpses of the surrounding post war housing developments. The former street corner pub (No. 68 Southwark Park Road) at the junction with Alma Grove, The Finish Public House and the Queen Victoria Public House terminate long views within the conservation area.
- 3.3.2 Long north-south views through the conservation area are along Reverdy Road and Alma Grove. These views are contained by the homogenous 2 storey houses along these roads. In contrast, north-south views along Longley Street and Welsford Street and east-west along Fort Road are interrupted by the 3 storey Thorburn Square development. The wide and low openings within the development provide partial views of St. Anne's Church.
- 3.3.3 Due to the 19th century street pattern, many rear elevations and London roof profile are visible from the primary streets. On the whole rear elevations are largely intact and display two or three storied projecting rear extensions, which are part of the original buildings. These rear elevations, unaltered serrated roof profile and chimneys are important characteristics of the Thorburn Square Conservation Area.

3.4 Key Spaces and Landscape Elements

- 3.4.1 A key characteristic of the Thorburn Square Conservation Area are the open spaces left due to the pattern of development. These gaps which occur where the secondary streets meet the primary streets. They contribute positively to the character, setting and greening of the area and they should therefore be preserved. Side extensions and new developments, which obscure the gaps, are therefore unlikely to be acceptable.
- 3.4.2 The spaces within the public realm of the Thorburn Square Conservation Area divide into three distinct categories:
- Internal streets and roads;
 - External streets and roads; and
 - The St Anne's precinct and Thorburn Square.
- 3.4.3 The internal Streets and roads are those that provide the space between complementary development and that serve less as highways and more as access, parking and for the pedestrian circulation of local residents. These spaces are by definition linear but at the junctions of Alma Grove and Reverdy Road with Fort Road a real 'sense of place' is detectable. There is more evidence of community within these internal spaces and people movement has greater relevance where the carriageway is not dominated by moving traffic.
- 3.4.4 Street trees are a key component of the Thorburn Square Conservation Area. Fully grown Plane and Acacia trees now dominate the public realm of these internal streets. The decorative bark of the London Plane tree adds a great deal to the pleasure of the street space, as does the dappled sunlight that now filters from their lofty canopies.
- 3.4.5 The external streets carry busy traffic routes, most notably in an east to west direction along Southwark Park Road. The 'sense of place' along Lynton, Monnow and Balaclava Roads is also compromised by heavy traffic movement. The character of the conservation area is more mixed, less defined and more commonplace on these boundaries.
- 3.4.6 Thorburn Square itself is quite unusual. Intentionally, or otherwise, the Council architects have created a space that is more ecclesiastical than secular. The pedestrian precinct of Thorburn Square resembles the cloister of a large church or the court of some legal or institutional establishment. The gardens of the flats and of the church further humanise this car free space. The wide and low openings into the church precinct from neighbouring streets are crudely handled with the exception of the entrance from Longley Street that is successful in inviting views beyond and through the Thorburn Square building. This axis is designed with a familiar narrow two storey arched opening much as might be found supporting a railway bridge.

4.0 Audit

4.1 Listed Buildings

- There are no statutorily listed buildings within the Thorburn Square Conservation Area.

4.2 Key Unlisted Buildings and Building Groups

4.1.1 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 descriptions are of key unlisted buildings and building groups within the Thorburn Square Conservation Area:

- Nos. 114 – 130 (even) Fort Road: a terrace of 10 2-storey, mid 19th century houses, each 2 bays wide. Plain, parapeted stock brick fronts [No. 118 stuccoed] with round arched doorways and flat headed window openings with gauged brick voussoirs.
- The Finish public house, No. 142 Lynton Road: a 3rd ¼ 19th century street corner pub. Tall 3-storey front with plain parapet. Stucco pub front with pilasters, fascia and cornice. Stock brick upper floors with stucco 2nd floor band and stucco window dressings. Round arched 1st floor windows.
- No. 144 Lynton Road: a mid 19th century 2-storey corner shop, 2 bays wide. Painted timber shop front with fascia and cornice. Stock brick upper floor with stuccoed, cambered arches to the window openings and stucco cornice. The windows have 2-paned, horn-less sashes.

144 Lynton Road	The Finish Public House

- Spa School, Monnow Road: was erected in the late 19th century for the London School Board as the “MONNOW ROAD SCHOOL”. 2 storeys with 12 bays facing Monnow Road, with later, gable-ended cross wing at the south end. Yellow brick with red dressings and 4 gabled semi-dormers rising through the parapet.
- Nos. 54 – 66 (even) Southwark Park Road: a terrace of 7 early/mid 19th century 2-storey houses with Mansard attics, each 2 bays wide. Parapeted stock brick fronts with stucco surrounds to the paired doorways; stucco ground floor window surrounds and stucco main cornice. Slated attics with one dormer per house.
- No. 68 Southwark Park Road: a former street corner pub at the junction with Alma Grove. Mid 19th century 3 storeys, 3 by 3 bays wide with a rounded bay to the corner. Pub front altered but retains Ionic pilasters, fascia and dentil cornice. Stock brick upper floors with flattened stucco window surrounds and stucco cornice. Margin bars to the sash windows.

- No. 70 Southwark Park Road: a mid 19th century house, 2 storeys, 5 bays wide [2:1:2] with central entrance bay set forward. Stock brick with stucco pilastered and corniced doorcase and stucco main cornice. Round arched ground floor windows with flattened surrounds; 1st floor windows with cambered heads.
- Nos. 72 & 74 Southwark Park Road: an early/mid 19th century, semi-detached pair of houses, each 3 storeys and 2 bays wide. Stock brick with stucco main cornice, stucco doorcase with pilasters, frieze and cornice and stucco surrounds to the ground floor window openings with bracketed cornices.
- Nos. 76 – 90 (even) Southwark Park Road: 4 semi-detached pairs of 2-storey, early/mid 19th century houses. Each pair 6 bays wide [2:2:2] with the 2 centre bays set forward and containing the paired doorways. Stock brick with stucco doorcases, ground floor window surrounds and main cornice.
- No. 92 Southwark Park Road: a mid 19th century 2-storey house, 4 bays wide. Stock brick with stucco dressings: ground floor window surrounds and main cornice. Round arched ground floor windows, flat headed 1st floor windows, all with stucco keys. Entrance in side elevation facing Reverdy Road, with bracketed cornice.
- Nos. 118 – 146 (even) Southwark Park Road: a group of 7 early/mid 19th century 2-storey houses, each 6 bays wide [2:2:2] the 2 centre bays with paired doorcases. Stock brick with stucco dressings: doorcases; stucco ground floor window surrounds with bracketed cornices; bracketed cornices to the outer 1st floor windows; and stucco main cornice.
- St. Anne's Church & Church Hall, Thorburn Square: built by J. Porter between 1869–70. Stock brick Geometrical Decorated Gothic with stone plate traceried windows. Church Hall added to the south east in 1894.

4.3 Archaeology

- 4.3.1 The Thorburn Square Conservation Area does not lie within an archaeological priority zone. However, as the Council's existing and proposed archaeology policy states that the borough as a whole should be viewed as having archaeological potential, all development proposals within the conservation area should be discussed with the Archaeology Officer in addition to the Conservation and Planning Officers. Please refer to the Council's website www.southwark.gov.uk for contact details

Widening of window openings	Inappropriate replacement windows and doors

4.4 Negative Elements

- 4.4.1 Each of these epithets is applicable to the imposition of the 1968 Thorburn Square re-development surrounding St Anne's Church.

- Loss of the original street pattern;
 - Intrusion of the concrete and calcium silicate brick structure across the field of view from adjacent streets;
 - Damage to the setting of neighbouring houses (such as survive within its proximity);
 - The size of span of the opening and the hard bottom edge of the structure are quite alien to the domestic scale of the surrounding; and
 - The view down Longley Street from the north where the opening appears to have been considered for its impact on the surrounding townscape is much more successful.
- 4.4.2 The character of the Thorburn Square Conservation Area is being eroded by the widening of existing window openings, removal of existing single sashes and insertion of picture windows with a horizontal emphasis. Unfortunately some of these unacceptable alterations are over four years old and therefore now immune from enforcement action.
- 4.4.3 The removal of original painted timber two light vertical sliding sash windows and original 4 panel doors has occurred in some properties. Their replacement by flush fitted 'Tudor style'; 'Carolina/Kentucky' or 'Bulls eyed bowed' plastic or varnished hardwood replacements are always going to look ridiculous. The fashion appears to be passing with the realisation of the reduced market values of badly restored properties.
- 4.4.4 The threat posed to the continued survival of the London roofs is very real from the pressure to add additional floors. Any attempt must be forcefully resisted for the damage it would cause to the group value.
- 4.4.5 The pedestrian precinct at St Anne's comes at the expense of the barren parking courts at the ends of Longley Street, Simms Road (ex Fort Road east) and Welsford Street. The telephone exchange in Lynton Road is an unsympathetic building, bearing little reference through scale, materials or presence to the surrounding area.
- 4.4.6 Front boundaries in their original form have been generally destroyed. Some fake concrete stone replacements are probably the most detrimental to the character of the conservation area.

4.5 Environmental Improvements

- 4.5.1 The reinstatement of the Ada Street, street planting would benefit the conservation area. These were planted as part of Dr Alfred and Ada Salter's campaign to tackle air pollution and improve endemic poor health generally, whereby "A Borough Gardens Superintendent was employed and ordered to plant elms, poplars, planes and acacias in the streets of Bermondsey". The trees therefore have an important cultural and environmental value to the conservation area.
- 4.5.2 Piecemeal improvements to the front gardens of individual properties have degraded the public realm in the Thorburn Square Conservation Area. Higher quality materials, walls, hedges need to be encouraged.
- 4.5.3 Opportunities exist within the conservation area for removal of inappropriate modern alterations such as: UPVC windows and modern doors. Consideration should also be given to the relocation of satellite dishes to the rear or roofline.

4.6 Potential Development Sites

- 4.6.1 The most unsuccessful sites within the conservation area are those prime for redevelopment. These are the garage sites for Thorburn Square (most notably to the west of Welsford Street, which would greatly benefit from a rearrangement of space and the development of a small terraced row to mirror the east side of the street) and also the site of the telephone exchange. As this is still operational, the best suggestion can be to rearrange the street frontage to allow the building more of a connection to the surrounding architecture.
- 4.6.2 Whilst the Reverdy Road allotment site could be considered prime for re-development; the recommendation of this document is that this should be resisted. This is the last remaining of such sites throughout the area, and is a valuable asset to the conservation area and to the local community. A small break in the streetscape provides welcome variation in a densely populated and highly used area and the qualities of the natural reclamation by overgrowth are entirely beneficial.

4.7 Extension to the Conservation Area

- 4.7.1 Following public consultation the Thorburn Square Conservation Area, was extended to include the Queen Victoria Public House on Southwark Park Road. Visually, this building forms a legible end to the terrace of No's 118–146 Southwark Park Road, as it is stepped forward from the building line. It is also of good condition with many original features including its glazed brick decoration to the external walls.

Thorburn Square garages	The Queen Victoria Public House

5.0 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 Thorburn Square 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 the Council

- 5.1.3 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.
- 5.1.4 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 work.

5.2 Development Form and Urban Morphology

- 5.2.1 Renewal of the area is required through the redevelopment, alteration and renovation of buildings. In some cases poor development in relatively recent times will give the opportunity for redevelopment that can respond more sensitively to the special character of the conservation area. New development should be seen as an opportunity to enhance the conservation area.

Street and plot patterns

- 5.2.2 It is important that the overall form of development remains in keeping with the morphological characteristics of the area. The urban form of the conservation area is key, and any change must consider the basic principles that have determined it.
- 5.2.3 Development can therefore respond by:

- Maintaining the established or historic building line on the street – in most of the conservation area this means setting building frontages back to provide front property boundaries defined by railings, low walls and fences. It is important to restore and continue the street definition these create;
- Keeping utility areas behind the street frontage and retaining the front garden boundary line, as opposed to creating parking areas to the front of the properties;
- Maintaining the mature trees and hedges that add to the amount of soft landscaping in the conservation area.

Building form

5.2.4 The common building forms in the conservation area also determine the way development and changes can take place. The predominant building type is 19th century speculative housing development that contributes to the cohesive character of the place. These generate a visual rhythm in the street or relatively narrow frontages, 5 to 6 metres that gives a strong verticality to elevations even though they may be only two storeys high. Wider or doubled plots fit into the scene where they retain this verticality. Particular characteristics which should be observed in conversion and new design are:

- Heights of two and not less than two – in each situation buildings should remain within the range of heights of the block of buildings in which it is sited;
- Roof lines are typically seen as parapets behind which the roof structure is not visible from the street level or the distinctive serrated roofline. Given the cohesive nature of the roofscape to properties within the conservation area, mansard roof extensions would not be considered appropriate;
- Relatively narrow plot widths that give strong verticality to elevations are important in maintaining the visual rhythm of development blocks; and
- Regular residential pattern of fenestration and a strong verticality in upper floors.

5.3 New design in the Conservation Area

5.3.1 Opportunities for new development in the conservation area are limited, but there are buildings requiring sensitive restoration or possibly adaptation.

5.3.2 Although new design should be sympathetic to the existing characteristics of the area modern design is not necessarily to be precluded. Success of contemporary design in the conservation area will not come from aping the style of 19th century houses, but in building on the unique townscape opportunities of building height, set back, plot width (visual rhythm) and continuity that the development pattern affords.

5.3.3 Where rear extensions are proposed, they should normally be no more than one storey in height, be low key in design and as unobtrusive as possible. Full width rear extensions will normally prove unacceptable. Extensions should be clearly subservient to the main part of a building and not add appreciably to the building's bulk. In some cases it may not be possible to devise an acceptable scheme to extend a property, although each case will be judged on its individual merits.

5.4 Public Realm

5.4.1 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 realm 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.

5.5 Boundaries

5.5.1 In most parts of the conservation area, front gardens form the boundary of the public realm and the retention of strong delineation are of paramount importance. Where boundary walls and railing have been lost or constructed of inappropriate materials, the Council will encourage their replacement or reinstatement in order to re-create the original character of the streets within the Thorburn Square Conservation Area.

5.5.2 Garden boundaries are not continuous throughout the area, except for some sections of Reverdy Road which have wooden picket fencing. This is much more appropriate than other alternatives to be found in this area, and it is the recommendation of this report that alterations to boundary walls should follow this format.

5.6 Trees and Street Furniture

5.6.1 Street trees are a significant feature within this conservation area and provide a tangible quality to the area's character and appeal. The trees here are protected in two ways. Particular trees in private ownership may benefit from Tree Preservation Orders. Trees on publically owned land such as streets, estates and parks are managed by Southwark Council and are deemed to be maintained in the public benefit. In effect, this means they are regularly inspected and pruned in order to keep them in a safe and healthy condition whilst also minimising nuisance. In addition, as they are within a conservation area, trees are identified as providing a positive character element to the Area, as reflected in this appraisal. Any proposal to fell or remove trees, whether they are publically or privately owned, must be authorised by the Planning Department. There is no requirement for the council to authorise its own pruning to ensure good maintenance practices. However, pruning of privately owned trees above a certain size does need permission in order to ensure amenity is not damaged or lost. Where trees do have to be removed on publically owned land they will be replaced at or near the same location, in agreement with the Planning Department.

5.6.2 A maintenance programme is in place for the trees in this area. Currently, these trees have their crowns reduced and thinned on a tri-annual basis. The majority of trees in this conservation area are London Plane trees, which respond very well to this system of maintenance. This treatment reduces the density of coverage and growth, allows more light through and causes less problems of leaf litter.

5.6.3 The spacing of the trees, particularly in Fort Road and Balaclava Road, is a cause of concern. They are particularly close together. One recommendation could be to remove every other tree at points where they are planted at their densest. This would remove some of the overshadowing problems whilst still maintaining the majority of trees to keep the area's character as it is. Suitable replacement trees would need to be planted at appropriate locations elsewhere to offset the loss of total tree numbers.

5.6.4 The problem of leaf litter blocking gutters can be solved through the implementation of wire mesh guards on gutters. This initiative has been successful in a number of other

locations across the borough, is simple, cheap and easy to implement, and will solve the problem effectively.

- 5.6.5 In terms of structure, subsidence and safety from the trees, there is no history of problems in this area. The alluvial soils mean that tree roots should not cause soil shrinkage as they would on clay. This means properties are not under foreseeable structural threat in this area.
- 5.6.6 A more co-ordinated approach to the design and siting of street furniture, such as lamp standards and highway signs, is required. Simple designs appropriate to the Thorburn Square Conservation Area's heritage, whilst avoiding "Victoriana" clichés, would be appropriate.

5.7 Improvements and Repairs Materials

- 5.7.1 Choice and use of materials can have a significant effect on the character and appearance of the Thorburn Square Conservation Area. It is therefore important that materials are appropriate for the building and for 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.
- 5.7.2 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. The use of cement mortars and renders are discouraged on historic buildings.

Maintenance

- 5.7.3 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

- 5.7.4 The removal of existing single sash windows and replacement with a picture window or bay is considered unacceptable. 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. Stained or varnished timber finishes are inappropriate in the Thorburn Square Conservation Area. Most window frames are painted white, although white may not have been their original colour, however repainting in garish colours would be inappropriate.

- 5.7.5 Replacement windows to listed buildings need to match the original glazing bars and detail of the originals. 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. 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.
- 5.7.6 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.
- 5.7.7 Similarly, original front doors would have been timber panelled, in many cases with glazing in the upper panels, and replacements will be expected to follow the traditional design. Modern details such as doors with integral fanlights (i.e. where the fanlight is within the design of the door) are likely to prove unacceptable.
- 5.7.8 All external joinery should be painted. Stained or varnished timber finishes are inappropriate in the conservation area, as the wood would traditionally have been painted. 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.

Roofs

- 5.7.9 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, 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 unlisted buildings in the Thorburn Square 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.
- 5.7.10 Given the low pitches and/or parapet design of a large number of roofs in the conservation area, roof extensions and changes to the basic roof form are generally likely to be intrusive and unacceptable. In those few cases where the roof is already altered or hidden from view, some alterations may be possible. In such cases the Council will normally seek low key solutions minimising any adverse visual impact through the use of sympathetic designs and appropriate materials. Furthermore, given the cohesive nature of the existing roofscapes within the Thorburn Square Conservation Area, mansard extensions would be considered inappropriate.

- 5.7.11 An important characteristic of the houses in Alma Road are the butterfly or 'v' shape roofs. Therefore, butterfly roofs should be maintained wherever possible. These are rare features, and offer interesting views through to the rooflines and chimneystacks that are so often hidden from the street. It is considered that mansard extensions or dormers would be in appropriate in this street.
- 5.7.12 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.

Rear elevations and roof profiles	Picket fences

Brickwork

- 5.7.13 The painting or rendering of original untreated brickwork should be avoided and is usually considered unacceptable. Fair faced brickwork is an important characteristic of the Thorburn Square Conservation Area. 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.
- 5.7.14 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. Repointing 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.
- 5.7.15 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.

Stucco and render

- 5.7.16 It is of particular importance that stucco render is kept in good repair and that regular maintenance takes place. Stucco is lime based, and it is important that any repairs are made in material to match. Hard cement renders can be damaging on a historic building and are therefore discouraged. If the surface is damaged, stucco may deteriorate quickly through water ingress possibly leading to further damage to the structure behind. Early localised repairs of the problem areas are usually the most appropriate approach when

damage occurs. Major repair works can be expensive and difficult to carry out and are best undertaken by experts.

- 5.7.17 Stucco requires regular repainting for appearance and to maintain weather resistance, taking care not to obliterate decorative features. The stucco would originally have been a stone colour, and paint should be chosen carefully with this in mind and to respect the unified character of the area. Generally the use of the colours buttermilk, parchment, ivory and magnolia are acceptable under British Standard Colours: BS 4800, these are BS 10B15, BS 08B17 and BS 08B15 respectively. Use of a gloss or eggshell finish that allows the masonry to 'breathe' is recommended and will not require consent. Textured or highly glossy paints and 'brilliant white' should be avoided.
- 5.7.18 Where features such as capital, pilasters have been lost, the Council will encourage their reinstatement using traditional materials following the design and detailing of those originals remaining on other properties. The replacement of ornate detailing in render with flat rendered panels is considered unacceptable.

Ornamental ironwork

- 5.7.19 Original ironwork should be retained and protected through regular painting (black) and maintenance. The reinstatement of missing ornamental ironwork with good quality replacements of similar and appropriate design will be encouraged. Given the untidy nature of some current boundary treatments, the Council would encourage the reinstatement of boundaries.

Rainwater goods

- 5.7.20 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. 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

- 5.7.21 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 or garden 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.

5.8 Renewable Energy

- 5.8.1 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.
- 5.8.2 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 association with the micro-generation system should cause the least amount of damage to the historic building and should wherever possible be fully reversible.

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
Planning Enforcement	0207 525 5419
Building Control	0207 525 5582
Tree Protection Officer	020 7525 2090

Other useful contacts

English Heritage 0870 333 1181
<http://www.english-heritage.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/>

Further Reading

- Ashurst, J and N (1988) – Practical Building Conservation, Vols. 1 to 5.
- Boast, Mary (1998, London Borough of Southwark) – The Story of Bermondsey
- Brereton, C (English Heritage, 1991) – The Repair of Historic Buildings: Principles and Methods.
- Cherry, B and Pevsner, N (1983) – The Buildings of England, London 2: South.
- Dyos, H.J. (1961) – Victorian Suburb
- English Heritage (2008) – Climate Change and the Historic Environment
- HMSO (2010) – Planning Policy Statement 5 [PPS 5]: Planning for the Historic Environment.
- HMSO (2010) – Planning Policy Statement 5 [PPS 5]: Planning for the Historic Environment: Historic Environment Planning Practice Guide.
- Institute of Historic Building Conservation [IHBC] (2002) – A Stitch in Time: Maintaining your Property Makes Good Sense and Saves Money.
- Reilly, L (1998, London Borough of Southwark) – Southwark: an Illustrated History.

APPENDIX 2

Item No.	Classification: Open	Date: 13 October 2011	Meeting Name: Bermondsey Community Council
Report title:		Thorburn Square Conservation Area	
Ward(s) or groups affected:		South Bermondsey	
From:		Head of Development Management	

RECOMMENDATION(S)

1. That the Community Council considers a proposal that the Thorburn Square Conservation Area be extended as shown on the plan at Appendix 1.
2. That the Community Council considers the draft Conservation Area Appraisal and map of the proposed extended boundary (Appendix 2).
3. That the Community Council authorises the proposal to carry out public consultation with local residents and businesses to obtain their view on the designation of an extension to the Thorburn Square Conservation Area and the draft appraisal.
4. That the Community Council considers the Equality Impact Assessment (Appendix 3).

BACKGROUND INFORMATION

5. The Thorburn Square Conservation Area was designated on 30th January 1991, under the Civic Amenities Act 1967.
6. The Thorburn Square Conservation Area is located on land lying to the south of Southwark Park Road. It is now the only remaining part of the tightly packed 19th century residential streets that once occupied this part of Bermondsey.
7. The area proposed for addition to the conservation area is the Queen Victoria Public House on Southwark Park Road. Visually, this building forms a legible end to the terrace of Nos 118-146 Southwark Park Road, which are already in the conservation area.

KEY ISSUES FOR CONSIDERATION

8. Section 69 of the Town and Country Planning Act 1990 imposes a duty on the local Planning Authority to designate conservation areas any “areas of special architectural or historic interest the character or appearance of which is desirable to preserve or enhance”. There is a duty on the local planning authority under Section 69 to review areas from time to time to consider

- whether designation of conservation areas is called for. It is considered that this area has a quality and interest that merits designation as an extension to the Thorburn Square Conservation Area.
9. In March 2010 the Government issued PPS5 'Planning for the Historic Environment' replacing the guidance formerly contained within PPGs 15 and 16. PPS5 requires, in Policy HE2.1, that Local Authorities record evidence about the historic environment and heritage assets within their area, and that this evidence is publically documented. Designation records, such as Conservation Area assessments, should also be taken into account when determining planning applications.
 10. In 2011 English Heritage published guidance on conservation area appraisals, 'Understanding Place: Conservation Area Designation, Appraisal and Management'. This sets out the importance of definition and assessment of a conservation area's character and the need to record the area in some detail. The purpose is to provide a sound basis for rational and consistent judgements when considering planning applications within conservation areas. Conservation Area Appraisals, once they have been adopted by the Council, can help to defend decisions on individual planning applications at appeal. They may also guide the formulation of proposals for the preservation and enhancement of the area.
 11. Designation of a conservation area imposes certain duties on planning authorities. These duties are two-fold, firstly, to formulate and publish from time to time, proposals for the preservation and enhancement of conservation areas in their district and submit them for public consultation. Then secondly, in exercising their planning powers to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation areas. In exercising conservation area controls, local planning authorities are required to pay special attention to the desirability of preserving or enhancing the character or appearance of the area in question and therefore there is a presumption against the demolition of buildings within the area. In the case of conservation area controls, however, account should clearly be taken of the part played in the architectural or historic interest of the area by the building for which demolition is proposed, and in particular of the wider effects of demolition on the building's surroundings and on the conservation area as a whole.
 12. The Queen Victoria Public House is a mid 19th century 3 storey building, which retains many of its original features including glazed brick decoration to the external walls. Visually, this building forms a legible end to the terrace of Nos 118–146 Southwark Park Road, as it is stepped forward from the building line. It is also of good condition with many original features including its glazed brick decoration to the external walls

Outstanding Schemes

13. There are no significant outstanding schemes within the conservation area.

Planning Policy

Core Strategy 2011 (April)

Strategic Policy 12 Design and Conservation.

Saved Southwark Plan 2007 (July)

Policy 3.15 Conservation of the Historic Environment

Policy 3.16 Conservation Areas

Policy 3.18 Setting of Listed Buildings, Conservation Areas and World Heritage Sites

Policy 3.19 Archaeology

London Plan 2011 (July)

Policy 7.9 Heritage-led regeneration

Policy 7.8 Heritage assets and archaeology

Planning Policy Statements

PPS5 Planning for the Historic Environment.

Community impact statement

14. The designation will be consulted in accordance with the Statement of Community Involvement. The Statement of Community Involvement sets out how and when the Council will involve the community in the alteration and development of town planning documents and applications for planning permission and was adopted in January 2008. The Statement of Community Involvement does not require the Council to consult when designating a Conservation Area, but in this instance the Council proposes to follow a similar procedure.
15. The consultation will seek the views of local residents, businesses and other local interests over the definition of the boundaries and the conservation area appraisal. Notification of the consultation on the proposed designation and the supporting documents will be put in the local press, on the council's website and will be made available in the local libraries. This will show how the consultation has complied with the Statement of Community Involvement.

Human rights implications

16. This conservation area engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.
17. This proposal has the legitimate aim of providing for the conservation of the historic environment within the conservation area. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

Resource implications

18. Notifying the public of the proposed extension of the Thorburn Square Conservation Area will not result in resource implications for the staffing of the Regeneration Department.
19. Other resource implications will be the cost of publishing the Conservation Area Appraisal, which can be met within the Regeneration Department's revenue budget. The cover price of the document will be fixed to cover production costs.
20. The conservation area could generate additional casework for planning staff. However, given the location and scale of many of the proposals in this area there is already an attention to the design and appearance of the proposals and the designation should not result in significant resource implications for the staffing of the Regeneration Department.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities Law & Governance

21. 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 (*section 69(1), Listed Building Act (LBA) 1990*). A Local Planning Authority (LPA) is under a duty to designate conservation areas within its locality and to review them from time to time (*section 69(2)*).
22. There is no statutory requirement for LPAs to consult with anyone before a conservation area being designated, nor does the Council's Statement of Community Involvement require consultation in respect of designating Conservation Areas. However, English Heritage advises LPAs to consult as widely as possible, not only with local residents and amenity societies, but also with Chambers of Commerce, Public utilities and Highway authorities.
23. There is no formal designation procedure. The statutory procedure simply involves a council resolution to designate being made. The date of the resolution is the date the conservation area takes effect. The designation of conservation areas is reserved to Planning Committee under Part 3F, paragraph 3 of the constitution, and the requirement to consult a Community Council is reserved under Part 3H paragraph 3 of the constitution
24. There is no statutory requirement on the level of detail that must be considered by an LPA before designation. However, guidance from English Heritage states that it is vital an area's special architectural or historic interest is defined and recorded in some detail. A published character appraisal is highly recommended and can be found at Appendix 1 of this report. The overall impetus for designating a conservation area must be the desire to preserve and enhance the area.
25. Notice of the designation must be published in at least one local newspaper circulating in the LPA's area and in the London Gazette (*section 70(8), LBA 1990*). The Secretary of State and English Heritage must also be notified (*section 70(5)*). There is no requirement to notify the owners and occupiers of

premises in the area. The conservation area must be registered as a local land charge (*section 69(4)*).

26. The designation of a conservation area gives the LPA additional powers over the development and the use of land within it.
27. There is no statutory right of appeal against a building being included in a conservation area. However, it is possible to seek a judicial review of an LPA's decision to designate a conservation area.

Equalities and Human Rights

28. The Equality Act 2010 introduced a single public sector equality duty (PSED). This duty requires us to have due regard in our decision making processes to the need to:
 - (a) Eliminate discrimination, harassment, victimisation or other prohibited conduct;
 - (b) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not
 - (b) Foster good relations between those who share a relevant characteristic and those that do not share it.
29. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. The PSED also applies to marriage and civil partnership, but only in relation to (a) above.
30. There has been compliance with the Council's Equalities and Human Rights Scheme 2008-2011 as well as the public sector equality duty as contained within section 149 of the Equality Act 2010. All six equality strands have been duly considered and assessed, this is evidenced at in the Equalities and Human Rights Impact Assessment (EqIA).
31. In accordance with part 3F, paragraph 3 of the constitution providing comments to planning committee on proposals for the designation of conservation areas including conservation area appraisals is a matter for community council.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
Appendix 1	Draft conservation area appraisal for Thorburn Square Conservation Area.
Appendix 2	Map of the proposed Thorburn Square Conservation Area

	extensions
Appendix 3	Equality Impact Assessment

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Tracy Chapman, Senior Design and Conservation Officer	
Version	Final	
Dated	19 September 2011	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Director	No	No
Cabinet Member	No	No
Date final report sent to Constitutional/Community Council/Scrutiny Team	N/A	

**Regeneration and neighbourhoods**

Planning & transport

Development management

PO Box 64529

LONDON SE1P 5LX

«SAO»
«PAO» «STREET»
London
«POSTCODE»

Your Ref:**Our Ref:****Contact:** Tracy Chapman**Telephone:** 020 7525 2289**E-Mail:** designconservation@southwark.gov.uk**Web Site:** <http://www.southwark.gov.uk>**Date:** 21/06/2012

Dear Sir or Madam

The proposed Thorburn Square Conservation Area Appraisal

At their meeting of the Bermondsey Community Council on the 13th October 2011 Bermondsey Community Council agreed that public consultation should be carried out on proposed extension to the Thorburn Square Conservation Area and draft conservation area appraisal.

Southwark Council wishes to obtain the views of local residents, businesses and other interested groups on the draft conservation area appraisal. This document seeks to define and assess the area's character and to provide a sound basis for rational and consistent judgements when considering planning applications affecting the area. It is also intended to provide a clear indication of the Council's approach to the preservation and enhancement of the area and a guide for further development. A plan showing the boundary of the Thorburn Square Conservation Area and proposed extension, as well as general guidance on conservation areas are enclosed with this letter. Copies of the draft Appraisal can be downloaded from:

http://www.southwark.gov.uk/info/511/conservation_areas/2101/draft_conservation_area_appraisals

Or by contacting Tracy Chapman in the Design and Conservation Team at the above address. Or by phone: 0207 525 2289, or by e-mail to the Design and conservation team: designconservation@southwark.gov.uk

If you wish to submit any comments, you can do so until 9th January 2012 by writing to: Tracy Chapman, Regeneration and neighbourhoods, Planning & transport, Development management, PO Box 64529, LONDON SE1P 5LX.

Yours sincerely

Tracy Chapman
Senior Design and Conservation
Officer

APPENDIX 4

MEETING:	Bermondsey Community Council	Date:	13 October 2011
ITEM TITLE:	Thorburn Square 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 an extension to the Thorburn Square Conservation Area.

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

KEY ISSUES

- The methods used to involve and engage people affected by the proposed extension to the Thorburn Square Conservation Area need to be accessible to all.
- The extension to the Thorburn Square Conservation Area may impose additional planning requirements upon 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.

**THORBURN SQUARE CONSERVATION AREA
EQUALITIES IMPACT ASSESSMENT**

Stage One: Scoping

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

The extension to the Thorburn Square Conservation Area will designate part of Bermondsey under the powers of the Planning (Listed Buildings and Conservation Areas) Act 1990 as an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance.

The extension to the Thorburn Square 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 a 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 extension to the existing Thorburn Square 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.

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 extension to the Thorburn Square 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 extension to the Thorburn Square Conservation Area.

We propose to consult in a way that will prioritise the needs of people in the area including 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 extension to the existing Thorburn Square Conservation Area may impose additional planning requirements for those seeking to make alterations to their property.

We see the extension to the 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.

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 extension to the Thorburn Square 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. 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 Thorburn Square 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?

6. The aim is to extend the existing Thorburn Square Conservation Area to include the Queen Victoria Public House on Southwark Park Road. To designate the area 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. Visually, this building forms a legible end to the terrace of No's 118-146 Southwark Park Road, which are already in the conservation area.

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 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 Bermondsey.

The consultation strategy for the AAP will refer specifically to the need to ensure that in accordance with Southwark's Equalities and Human Rights Scheme 2008-2011, the Equalities priorities groups involved and the arrangements made to include under-represented groups and individuals.

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?

The extension of the Thorburn Square Conservation Area will mean that planning applications for developments within this extended 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?

Extension of the Thorburn Square Conservation Area; along with the existing designate 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 extension of the Thorburn Square 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 is 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.

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