

# Borough and Bankside Community Council

Wednesday December 2 2009

7.00 pm

Rockingham Community Centre, Falmouth Road, London SE1 6RQ

## Membership

Councillor Danny McCarthy  
Councillor Tim McNally  
Councillor Adele Morris  
Councillor David Noakes  
Councillor Mackie Sheik (Chair)  
Councillor Lorraine Zuleta (Vice-Chair)

## Reserves

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## INFORMATION FOR MEMBERS OF THE PUBLIC

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### Contact

on 020 7525 7187 or email: [tim.murtagh@southwark.gov.uk](mailto:tim.murtagh@southwark.gov.uk)

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Members of the committee are summoned to attend this meeting

**Annie Shepperd**

Chief Executive

Date: November 24 2009



# **Borough and Bankside Community Council**

Wednesday December 2 2009

7.00 pm

Rockingham Community Centre, Falmouth Road, London SE1 6RQ

## **Order of Business**

<b>Item No.</b>	<b>Title</b>	<b>Page No.</b>
1.	<b>INTRODUCTION AND WELCOME [CHAIR]</b>	
2.	<b>APOLOGIES</b>	
3.	<b>DISCLOSURE OF MEMBERS' INTERESTS AND DISPENSATIONS</b>	
4.	<b>ITEMS OF BUSINESS THAT THE CHAIR DEEMS URGENT</b>	
5.	<b>MINUTES OF THE PREVIOUS MEETING / MATTERS ARISING</b>	1 - 11
6.	<b>OFFICERS' UPDATES ON ISSUES RAISED AT PREVIOUS MEETINGS</b>	
7.	<b>DEPUTATIONS/PETITIONS (IF ANY)</b>	
	<b>ANY COMMUNITY ANNOUNCEMENTS</b>	
	<b>THEMED MEETING ON EMPLOYMENT - FOLLOWING TODAY'S JOB FAIR AT THE ROCKINGHAM</b>	
8.	<b>OVERVIEW OF THE COUNCIL'S EMPLOYMENT STRATEGY</b>	
	Gordon Mole – Project Manager, Building London Creating Futures Amanda Lloyd – Project Development Manager (Enterprise)	
9.	<b>THE BOROUGH AND BANKSIDE JOB FAIR</b>	
	Dan Taylor – Principle Project Officer, Regeneration	

Item No.	Title	Page No.
10.	<b>PANEL DISCUSSION - LOCAL PEOPLE INTO JOBS...WHAT ARE THE CHALLENGES/OPPORTUNITIES</b>  Including the views of local businesses  <b>BREAK - OPPORTUNITY FOR RESIDENTS TO CHAT TO COUNCILLORS AND OFFICERS</b>	
11.	<b>POLICE UPDATE</b>  Officers from the Safer Neighbourhoods Team	
12.	<b>CLEANER, GREENER, SAFER 2010/11</b>	
13.	<b>PUBLIC QUESTION TIME - AN OPPORTUNITY TO RAISE ISSUES NOT ALREADY COVERED DURING THE MEETING</b>	
14.	<b>MEMBERS' DECISIONS</b>  Including:      School Governor Appointments Planning reports (2 conservation and 1 enforcement)	12 - 134
15.	<b>ANY OTHER BUSINESS</b>  CLOSE – about 930pm  Other main CC meetings scheduled for the municipal year: January 21 2010 / March 2010  <b>BOROUGH AND BANKSIDE COMMUNITY COUNCIL MEMBERSHIP</b>  Councillor Lorraine Zuleta (Chair)      Councillor Mackie Sheik (Vice-Chair) Councillor Danny McCarthy            Councillor Tim McNally Councillor Adele Morris                 Councillor David Noakes	
	<b>DATE OF DESPATCH: 24/11/2009</b>	
	<b>ADDITIONAL INFORMATION</b>	
	<b>EXCLUSION OF PRESS AND PUBLIC</b>	

The following motion should be moved, seconded and approved if the sub-committee wishes to exclude the press and public to deal with reports revealing exempt information:

“That the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 1-7, Access to Information Procedure rules of the Constitution.”

## **INFORMATION TO MEMBERS OF THE PUBLIC**

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# TAKEnote

Borough and Bankside Community Council



Minutes Agreements Form		southwark.gov.uk/communitycouncil
<b>Date</b>	Monday October 19 2009	
<b>Venue</b>	Jerwood Space, 171 Union Street, London SE1 0LN	
<b>Start time</b>	7:15 pm	
<b>Finish time</b>	9:50 pm	
<b>In attendance</b>	Councillor Mackie Sheik (Chair), Cllr Lorraine Zuleta (Vice-Chair), Cllr Tim McNally and Cllr Adele Morris.	
<b>Absent</b>	Cllr Danny McCarthy and Cllr David Noakes.	
<b>Apologies received</b>	Cllr McCarthy and Cllr Noakes.	
<b>Late or Urgent items</b>	<p>Cllr Morris said that because of the elections next year and the purdah period which prevents decisions (from March 29 2010) the Cleaner Greener Safer programme is likely to be brought forward this year.</p> <p>It is probable that applications will open in early November before our next community council meeting (on December 2). This is advance notice to lease be thinking about your CGS schemes. The closing date for applications is likely to be early January 2010. The decisions would then be taken much earlier than usual at the March 10 2010 meeting.</p>	
<b>Members' interests and dispensations</b>	There were none.	

## 6. ISSUES FROM PREVIOUS MEETINGS

Pam Usher (Library Service Manager) gave an update on John Harvard Library. Pam said that further progress has been made. The power supply has been restored after some delay with the electricity supplier. We are now working with BT to get the communications and the IT commissioned. We have agreed today to re-open the library on November 16. There is a publicity campaign ready to go so please keep an eye out for posters/flyers and banners on the high street. We look forward to seeing you there and hope you enjoy your new library. I think it's a wonderful space.

Beverley Parchment (Children's Services) said that following last month's presentation on the Youth Community Councils we are trying to promote participation by young people in the elections that will take place October 26 – November 2. Both to put themselves forward for nomination and to vote in the elections. We would like the Community Council Members to nominate someone to support the young person representing their area. **Contact [beverley.parchment@southwark.gov.uk](mailto:beverley.parchment@southwark.gov.uk) Tel. 020 7525 3933** for further information

Chair commented that he had seen a significant amount of work being done recently on this since the last community council meeting in September.

Des Waters said that concerns had been raised during the last meeting at the Rockingham over bike safety. Tomorrow a meeting would take place to discuss the site for 18 new bike lockers funded by the Cleaner Greener Scheme.

Cllr Morris accepted the nomination of fellow Members to be the young person's champion as part of Youth Community Councils.

## **7. DEPUTATIONS / PETITIONS**

*There were none.*

## **8. OVERVIEW OF THE REGENERATION IN BOROUGH AND BANKSIDE**

*Simon Bevan*

The Council's view of regeneration is summed up a lot in the Council's community strategy. This is agreed with its partners on the Southwark Alliance. It aims to make Southwark a better place to live. In the Community Strategy it goes on to talk about localities of mixed communities, sustainable use of resources, more and better homes, a vibrant economy and a liveable public realm. That can be taken as a definition of what we want to do when we say we want to regenerate an area.

So in the Bankside area it would be important that it's an area not just aimed at young, single, childless or well-off people but also it's planning to provide homes for families on all income levels. Through any new development we want to see affordable homes. We want to see larger homes than we've seen of late, more bedrooms and larger rooms. Wherever we can we look at private amenity space, gardens, terraces etc. Also look for improvement to the public space.

The Universities need accommodation for students but there is a feeling among some people that there are a lot of student developments in the Bankside area. One of the reasons for that is that developers of student accommodation were not required to provide affordable housing so we are looking to change that in our new planning policies being prepared at the moment.

A liveable public realm means a place not dominated by traffic, where it's safe to walk and cycle and where there are attractive parks and squares. The sort of thing we are aiming for has been done in The Cut. This shows the way forward for a lot of streets in Bankside. We are working towards a 20mph borough. There is also potential in an area like Bankside to go largely traffic free. That is perhaps a longer term aspiration.

We are also looking at making the area safer through better lighting. The railway bridges and viaducts are being looked at in the area. The open spaces in the area are continuously being improved. There is potential for more and better use of space around Tate Modern and other developments. There is also plans to generally green the area through projects such as the Bankside Urban Forest project.

Whilst residents of central London such as yourselves have things on their doorstep that people travel half way round the world to see I know that some are lacking a decent local shop. We have made improvements and some developments have brought with them new shops to the area. We can through our planning policies improve this situation.

We also aim to keep the economic function working for the people who live here. The Bankside area has got one of the strongest and most important Business Improvement Districts in the country. It's a real success of the area. We have some concerns over things like hotels that bring jobs but we must ensure they do not damage the character of the area.

We aim to keep Thameslink disruption to a minimum and that works are co-ordinated. The London Bridge and Bankside Development Team work to that end. We shall continue to help make Bankside a pleasant place to live.

## 9. PRESENTATION OF LOCAL PERSPECTIVES

### *Bankside Residents Forum – Andrew Richardson*

Andrew introduced himself as the new co-ordinator for the Bankside Residents Forum. He apologised to Chaucer residents as his presentation would focus on Bankside. He showed a picture of a scene outside St. Georges and he explained this affects other areas too. He gave his perspective having been in post for six weeks.

The role of the BRF is to represent all residents within the Bankside area. It's about getting people to talk and being engaged in the decision-making. It's also about developing a sense of pride e.g. through Better Bankside.

He explained that a host of reports were produced on the area in the late 1990s early 2000s. So many things have happened in this area in the last fifteen years. It is an area with very defined communities. There's a mixture of residents and tourists. Is it Bankside or seaside? Lots of things that go on impact on those who live here.

### *Blackfriars Settlement – Julie Corbett-Bird*

Julie (Director) said that Blackfriars Settlement had been in the area since 1887. We are engaging in regeneration in a number of ways. We operate a number of services and operate from a site in Rushworth Street. The site is a run-down two storey building, four portakabins and space in between. It's increasingly not fit for purpose. It's access is limited and Ofsted have reiterated that we need to move our classes somewhere else. Because of that we are re-developing our site and we've been trying to do this for nine years.

We have planning permission secured last year. We had removal vans ready but because of the credit crunch the whole thing fell through. We are hopeful that our scheme will proceed as part of a large organisation – The Notting Hill Housing Group. There will be a much larger space which we will use to improve community facilities. During the build we will consult people on the type of services they would like to see. We invest in the area and part of our mission is to bring resources into this area. Last year over a third of our funding came from outside, more than £300,000.

We are supporting a national campaign led by a group called Create. This is a consortium that includes the Joseph Rowntree Foundation. It's a campaign for a community allowance so that people who can only work part-time can work in supporting their area and give something back to their area. They could work up to fifteen hours per week and earn up to £5,000 a year without it affecting their benefits, for a period of a year. It's a barrier to people on benefits so we are behind that campaign.

*See Take Note for further information*

### *Bankside Open Spaces Trust – Tim Wood*

Tim said that BOST had been going for around 10 years and we try to protect the open spaces in this area. There is not enough open spaces and the quality of the spaces we have is not good enough. We are a grass roots organisation and anyone can be a member. I got involved as I live near Mint Street park and there was nowhere safe for my children to play and no equipment. Within a year we had got equipment and it has made such a difference. We have trustees and other people who want to help by planting bulbs etc.

In the last eight years BOST has raised about £2.5 million for these local spaces. We are involved in 14 pocket parks in the area and we have regenerated every one. We have service level agreements with the local authority that enables us to go in as a group of local people and plant/maintain. We work with groups such as Blackfriars Settlement and anyone who wants to do something to improve the area.

We are hoping to regenerate an adventure playground. We are keen to green the roads and grow things around pavements. We want volunteers and trustees and for people to attend our AGM on December 10 at Leonard Cheshire place on Southwark Bridge Road.

## 10. INTRODUCTION TO THE BOROUGH AND BANKSIDE SUPPLEMENTARY PLANNING DOCUMENT (SPD)

*Michael Carnuccio*

The SPD covers Borough and Bankside and London Bridge and it's an opportunity to look at all the areas together as a whole. Also to plan out how we can manage development and change in the area to get the place that we want to see. The area has a number of roles. To you it's home but it's also part of central London so there are different pressures involving business and tourism and related facilities. It is about getting the balance right. There are a number of different planning documents that apply to the area. They reflect the differing roles that Borough and Bankside plays. There is an overall plan for the whole of London and how it may change and accommodate growth. It looks at things like employment and shopping areas and describes Borough and Bankside and London Bridge as an opportunity area. There are targets for new jobs and about 2,000 new homes. There is also below that the Southwark Plan and the emerging Core Strategy that sets the overall vision for all of Southwark and how all the different places fit together. Underneath that is the more detailed documents such as the those on the Enterprise Quarter near Southbank University and the planning framework for Elephant & Castle.

The area has a long history reflected in its buildings in different neighbourhoods with different character. Already in the SPD there are a number of listed buildings and conservation areas. There are also some areas that could change and take more growth, in particular around the London Bridge station area and towards the top of Blackfriars Road. Through the SPD we will divide the area up and profile each of those areas in detail. What makes the area what it is and how any new development should fit in with that character.

The Core Strategy recognises that we have to get the balance right between the wider scale developments for Southwark/London and the residential neighbourhoods in the area and to provide an overall plan. How do we get more local services? How do we improve our streets?

The next item - Workshops - will discuss these matters further.

*See Take Note for further information*

## 11. WORKSHOPS TO DISCUSS FUTURE OF BOROUGH AND BANKSIDE

*The three workshops on Regeneration took place in an adjoining room.*

### **BREAK**

**SAFER NEIGHBOURHOODS TEAM** were in attendance to respond to residents' enquiries

**COMMUNITY WARDENS** were in attendance and distributed a written report

## 12. FEEDBACK FROM WORKSHOPS AND QUESTIONS

*Brenda Donnelly*

Brenda said there were five main things that came out of the different groups.

1. Impact of development – when planning permission is granted what happens in terms of noise, light, disturbance, ensuring that there is space for people to walk up and down the streets. Also the traffic associated with it.
2. Need for a community centre and to build on the community that already exists in this area. To provide a community centre in Borough
3. Need for more affordable shop units and business units. So that when developments come people can open their own businesses and create their own jobs.



4. Need to not just look at the targets set by the London Plan. Not just look at how many jobs and how many houses but look at the physical improvements. That the improvements are of quality and what the community needs.
5. Concerns about the Tabard being left out of this. We need to try and spread the benefits of regeneration to the deprived areas of the borough. There is also sensitivity around the names of certain places which we have noted.

Cllr McNally added that the Elephant and Castle regeneration goes up to Harper Road. There is a pocket of affluence in the Trinity Street area. The Tabard estate of 1,500 properties is one of the most deprived areas. In particular in the southern part of Tabard. If we don't spread benefits of regeneration, we will have failed. If residents are still in bad flats and a bad environment staring across at successfully regenerated areas we won't have succeeded.

Cllr Zuleta echoed those comments and said it was vital that the information was properly explained to all of our residents. They should know what the impact is so the consultation will be very important. Also when we do come up with the guidance we should develop policies that are explicit enough so we don't get any gaming places along Borough High Street or anywhere else. We want things appropriate for the local residents. In the past we have agreed applications through gritted teeth as we've known the guidance would lead to a successful appeal and more costs to the Council. The policy needs to be watertight to prevent the proliferation of the wrong sort of business.

Chair thanked everyone for their contributions to the workshops and in the meeting.

*Simon Hughes MP responded to some points that had been raised:*

He reinforced the point about a sensitivity to boundaries, signs and communities. I am a fan of community councils and they will work even better, as will community cohesion, if we respect the traditional boundaries. There are some traditional boundaries that have been forgotten in the need for straightening lines.

Re Borough High Street, Simon said he was clear that within my part of the borough there are certain roads that are the local high street. Borough High Street is one of those as is Bermondsey Street and also the Walworth Road. They should serve the purpose of the high street. They should have the range of shops that accommodate all the basic things you would require from a high street. The planning guidance will hopefully include the power of the Council to manage the allocation of premises.

Re shopping there was recently a consultation on the future of the markets. I think it's important that the borough has strong and viable markets. There is some unrest in Borough Market and I am about to meet the traders about a set of complex issues. I shall see what I can do to make sure there is a better relationship between the trustees and the traders.

Simon added that there was frustration over some local bus services. In addition the Jubilee Line work was meant to finish in June and has now run into October. I will continue to exert pressure for that to be completed but I am aware that people's travel plans are very disrupted.

Re Post Offices and Royal Mail – The post offices do not cope with the demand since the closure of the small post offices. I am in the middle of visiting the new managers and we are trying to ensure there are enough counters open at certain times of the day to cope with the demand. A lot of people give up waiting. Also the postal delivery service is still not delivering to the required standard.

Re Cllr Zuleta's complaint re the number of places with gaming licences – I have come to a view, about something else, that we need to restrict the hours at which places can sell alcohol. There are currently some places that you can buy alcohol through the night and others late at night or early in the morning. This is clearly and regularly abused by people who then behave anti-socially. I think a tougher regime that generally restricts alcohol sale from 10am – 10pm would be better. Off-sales counters at pubs would be one later option as publicans would have a big choice to make.

There has been a government consultation that ended today on the future of home education. Some people in the borough choose to educate their children at home for a variety of reasons. It's a minority decision but one that I think should be defended. If anyone wants to know more information about that please contact me.

### 13. PUBLIC QUESTION TIME - an opportunity to raise issues not already covered

*See questions below*

### 14. MEMBERS' DECISIONS –

*See Decision sheet below*

## CLOSE

Chair thanked officers, Simon Hughes and the organisers at Jerwood Space, a wonderful place.

Next meetings December 2, January 21, March 10.

Various Public questions raised	
<b>Public Questions</b>	Question re John Harvard Library – A resident asked about the contract to sell refreshments at the library. There were concerns about Starbucks or Costa charging £3 for a coffee so a local co-operative was set up to charge reasonable rates but nothing further had been heard other than a deal has been made.
	Cllr McNally said that the contract for the catering has gone to a social enterprise in Livesey Ward who are also bidding for Tooley Street. Apparently they put together a good bid and they employ local people including those with learning disabilities.

<b>Public Questions</b>	Question re Regeneration - A resident said that it seems as though we get the disruption of the developments and all the negative aspects and we're going to share any planning gain with anybody and everybody else in the borough.
	Simon Bevan said that the Borough and Bankside area has the most development and therefore the most section 106 money available. Section 106 money is there to mitigate the impacts of the development. If the planning impact is here we wouldn't be justified in spending the money elsewhere. When I spoke of spreading the benefit I meant encouraging development in areas that don't currently attract much development where it would be beneficial and also using Council resources in things like the Cleaner, Greener, Safer programme.

<b>Public Questions</b>	Question re Regeneration – A resident from the Rockingham estate asked, was there any mention of the Elephant & Castle Regeneration?
	Simon Bevan said that The Elephant Castle regeneration project will cover another part of Borough and Bankside area. We hope to see major improvements over a long period of time and that should bring benefits to the Rockingham estate as well.

<b>Public Questions</b>	Question re Regeneration - A resident said that Thameslink was mentioned and the money invested in the Shard and the work around it. Around the London Bridge side we've lost a 24 hour shop, hairdressers, photoshop and the sites are empty. There are posters and graffiti. There is scaffolding and roadworks so it feels like we are prisoners. Can something be done with the shop facades?
	Simon Bevan said that the provision of decent local shops is a difficult problem to crack. We can insist on shop units being kept or put into developments but beyond that.  Des Waters added that the shop units will soon be demolished.

<b>Public Questions</b>	Question re Regeneration – A resident asked, given the aspiration for larger units/rooms. Is there a suggested mechanism to achieve that?
	Simon Bevan said there are standards set out in the plan and we are currently raising those up. We are going to require developers to increase room sizes and offer a better spread of family size units across the borough. We are not completely toothless and developers will still come even though we are raising the standards of what they should produce. We still consider the arguments on viability from developers but we are getting there.

<b>Public Questions</b>	Question re Regeneration – A resident said if profitable for a developer then it will be unaffordable for a local family. Can it be made viable?
	Simon Bevan said that every requirement made of a developer puts up costs. You can only push it so far. It cannot be made viable if it is not.

<b>Public Questions</b>	Question re Regeneration – A resident said, can we ask for more, can we think creatively and innovatively?
	Simon Bevan said sometimes there are less benefits derived from s106 in order to get more affordable housing. There is flexibility.

<b>Public Questions</b>	Question re Regeneration – A resident said, a year ago we came to the rescue of a Youth Educational Programme at the Tabard School project and now we are being asked to pay a business rate for the premises. What should we do?
	Cllr McNally said the valuation office is not part of Southwark Council. He added that as a charity you are entitled to mandatory rate relief of 80% off your rates. You can also apply for a discretionary relief that tops up the other 20%. I will assist you in applying for those reliefs if you wish.

<b>Public Questions</b>	Question re Regeneration - A resident said, that from Borough High Street down to Newington Causeway is what they felt should be the hub of Borough and Bankside. There used to be lots of shops and now all we have is colleges. I can't take my grandchildren for a walk there – you see (actors) people with their heads cut or screams by London Bridge and Southwark Cathedral. By Borough High Street I have to walk along the road as pedestrians are by the bus stops or outside colleges smoking. Please can you in your policy put a variable on it so it's not all the same.
	Simon Bevan said that wish will probably be echoed by lots of people in the consultation we will be carrying out over the coming months. Yes we will be looking for benefits for local residents. We may not be able to put the clock back to when it was a high street but we shall do what we can so that services are convenient and not inconvenient.

<b>Public Questions</b>	Comment re Regeneration – A resident said that at the North end of Borough High Street is a conservation area and there is not enough planning enforcement. There are gaming centres with Las Vegas style lights and new Indian restaurant none of which should be permitted.

<b>Public Questions</b>	<p>Question to Simon Hughes -</p> <p>A resident said, I know that Simon was in touch of owners of property on the East side of Borough High Street. There are derelict places with scaffolding and I wonder if there was anything that could be done to move it on and make it presentable.</p>
	<p>Simon Hughes said they are owned by a charitable trust – Guys and St. Thomas's. This is different from an NHS trust. A new Chief Executive has just started and I am due to have a meeting with him and the trust itself about that site. A lot of things are being held up by two delays. The planning application on Westminster Bridge has not got anywhere so that has stalled development. Secondly planning on the Guy's site has been dependent on the Government's plan for cancer services and that has been moving slowly which has an impact on who lives around the site.</p>

<b>Public Questions</b>	<p>Question re Newcomen Street, safety implications – see Action Point below</p>
	<p>Simon Hughes added that he had experienced the problem and he added that unless you cycle on the pavement you are waiting for half an hour to move 20 yards.</p> <p>He asked that officers look at that problem junction and the lights and also look at Mermaid Court and how much traffic you allow in and out.</p> <p>Chair emphasised the importance of this point.</p>

<b>Item Number</b>	<b>Summary of the action/decision</b>	<b>Action by:</b>
<b>5.</b>	<b>DECISION:</b> That the minutes of the September 15 2009 meeting were agreed as an accurate record of the meeting.	
<b>6.</b>	<b>DECISION:</b> Members nominated Cllr Adele Morris to be the young person's champion as part of Youth Community Councils. Cllr Morris accepted.	<b>Cllr Morris / Beverley Parchment / Jonathan Slater</b>
<b>13.</b>	<p><b>ACTION:</b> Members asked that Des give an update at the next meeting (December 2 '09) regarding the resident's question (below) regarding Newcomen Street:</p> <p>Public Question – I have raised concerns in the past about the problems in Newcomen Street but nothing has been done about it. There is a serious safety problem that has been going on for months. Please can Des liaise with TfL and report back on progress.</p>	<b>Des Waters</b>
<b>14. EXECUTIVE DECISION</b>	<b>DECISION:</b> Members agreed the parking report regarding Webber Row.	<b>Tim Walker / Michael Herd</b>

# TAKE **note**

Borough and Bankside Community Council



 Borough and Bankside

Notes from the meeting on Monday October 19 2009,  
at Jerwood Space, 171 Union Street, London SE1 0LN

Issue no. 29

[www.southwark.gov.uk/YourCommunity](http://www.southwark.gov.uk/YourCommunity)

Next meeting is 7pm  
Wednesday December 2, at  
The Rockingham Community  
Centre, Falmouth Road,  
London, SE1 6RQ

## Among the items at this meeting:

- Supplementary Planning Document
- Blackfriars Settlement
- Bankside Open Spaces Trust
- Community Wardens



## The Borough and Bankside and London Bridge SPD

Michael Carnuccio

### London Plan

- Southwark Plan/ Core Strategy
- Sets out the overall direction for Southwark
- Sets out the vision for different areas
- Manages growth in the borough
- Supplementary Planning Documents
- Provides how development will be managed in local area and how local issues can be addressed

### London Plan

- Sets the overall direction of development in London
- Opportunity Areas
- Sets target of 1900 new homes and 25,000 new jobs

### Southwark Plan/ Core Strategy

- Sets out the overall direction for Southwark
- Sets out the vision for different areas
- Manages growth in the borough

### Supplementary Planning Documents

- Borough, Bankside and London Bridge
- Enterprise Quarter
- Elephant and Castle

- Sets out detail of how development will be managed in local area and how local issues can be addressed

### What are the key issues?

- Protecting local character and neighbourhoods
- Local services
- Accommodating growth
- Creating a vibrant area
- Jobs and businesses
- Walking and cycling and better streets and spaces

### What are the next steps?

Core Strategy  
Council Executive: 20th October 2009  
Council Assembly: 4th November 2009  
Formal consultation: January 2010  
Adoption: early 2011

Borough, Bankside and London Bridge SPD

Draft published November 2009  
Formal consultation: January 2010  
Adoption: late 2011

[planningpolicy@southwark.gov.uk](mailto:planningpolicy@southwark.gov.uk)  
Michael Carnuccio on 020 7525 5454 or  
Brenda Donnelly on 020 7525 0155



Borough and Bankside

## Blackfriars Settlement

Julie Corbett-Bird

### Social & Economic Regeneration

- Blackfriars Settlement – investing in the local area. Part of our mission is to bring resources into the area for provision of services – in 2008/9 a third of our income came from sources outside of L.B. Southwark & Lambeth. This represents over £300,000.

### Benefits to local people – how can we support?

- Link people with local cultural organisations – develop partnership work with these organisations.
- Link people with other opportunities – e.g. Bankside Health club, St. George's Crypt
- Try and improve flow of information out to local people about benefits

### Employment & Worklessness

- Classes and training sessions to improve employability skills
- Developing local skills to meet local job opportunities inc. roles in voluntary & community organisations
- National Community Allowance campaign re part-time work in community without loss of benefit for a period – [www.communityallowance.org.uk](http://www.communityallowance.org.uk)
- Planned session around collaboration to support this agenda/mapping exercise of training providers

### What interests us?

1. We would welcome an analysis of the impact of regeneration initiatives – what has worked, what has not?
2. If we don't have this information, how can we avoid making the same mistakes over and over?

Contact: [www.blackfriars-settlement.org.uk](http://www.blackfriars-settlement.org.uk)  
or Tel 020 7928 9521

## Bankside Open Spaces Trust

Tim Wood

Thanks to huge efforts from our resident volunteers and champions, we now have three new community gardens built on underused land among the tower blocks across our area. The Community Garden at the Tate Modern will function as a secret garden square for our community to retreat to, including a tranquil pond, curving benches, fruit trees, and a coloured annual meadow.

At Helen Gladstone House, fronting Blackfriars Road, together we have planted a flowering drought-tolerant garden with rosemary, lavender, sedums, olive and a flowering hedge of 250 fuschia plants. Off Webber Street we have developed the Brookwood Triangle, a marvellous food and art project, bursting with aubergines, basil and tomatillos, which residents are justly proud of.

Each of these projects has involved a story of individuals working together to create something that they believe will make all our lives richer. Each has a story of knuckles bruised by digging and blisters from repeatedly shovelling the four tons of compost and soil conditioner involved. The gardens have given rise to their own different dedicated steering groups, showing our residents' strength in group leadership and getting to things to happen, as well as gardening. None of the gardens would be possible without the support of our funders, partners and landowners, but the people who live here are essential.

In the coming years, we hope to add to our work in parks by improving more of our housing lands, and creating more special green places for people, flowers, wildlife and food growing. We will start with the Memory Garden Project; gathering memories of Bankside's green places, and discussing possible improvements on some of our estates. Later on we hope to be able to provide more community gardening opportunities with Plants to the People, and to develop Play in your Manor with paddling pools, toys, gardening and other resources to support our children in the pleasures of playing outside.

Contact [info@bost.org.uk](mailto:info@bost.org.uk) or Tel: 020 7261 1009

## Community Wardens

Recent activities include –

Wardens are currently undertaking enhanced operations across the Borough to ensure bonfire season passes as peacefully as possible. This includes safety presentations to 72 schools across the Borough, shop patrols to make sure only licensed retailers sell fireworks and that no fireworks are sold to children; and evening patrols to deter and prevent the misuse of fireworks and to keep residents safe.

**Community Warden Service – contact us on 020 7525 5846**

**Report environmental issues – 020 7525 2000**

**24-hour ASB Hotline – 020 7525 5777**

Remember your next Borough & Bankside Community Council meeting is 7pm Wednesday December 2, at The Rockingham Community Centre, Falmouth Road, London, SE1 6RQ

For agendas, information and other help to attend the Community Council, please contact [tim.murtagh@southwark.gov.uk](mailto:tim.murtagh@southwark.gov.uk) or telephone 020 7525 7187

[www.southwark.gov.uk/YourCommunity](http://www.southwark.gov.uk/YourCommunity)



**Borough & Bankside Community Council  
CASE OFFICER REPORT RECORD SHEET**

Proposed extensions to the Bermondsey Street Conservation Area	<b>Wards</b> Grange & Chaucer
--	----------------------------------

**Case Officer:** Paul Calvocoressi

**Recommendation proposed by Case Officer:**

Signed \_\_\_\_\_ date \_\_\_\_\_

**Recommendation cleared by Team Leader / Group Manager:**

Signed \_\_\_\_\_ date \_\_\_\_\_

**Recommendation cleared by Development and Building Control Manager:**

Signed \_\_\_\_\_ date \_\_\_\_\_

---

**Recommendation NOT cleared by Team Leader / Group Manager OR Development and Building Control Manager**

Signed \_\_\_\_\_ date \_\_\_\_\_

**Reason Recommendation NOT agreed:**

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**Decision made by Planning Committee / Community Council**

Signed \_\_\_\_\_ date \_\_\_\_\_



<b>Item No.</b>	<b>Classification</b> Open	<b>Date</b> December 2 <sup>nd</sup> 2009	<b>Meeting Name:</b> BOROUGH AND BANKSIDE COMMUNITY COUNCIL
<b>Report title:</b>		<b>Proposed extensions to the Bermondsey Street Conservation Area and Conservation Area Appraisal</b>	
<b>Ward(s) or groups affected:</b>		Grange & Chaucer	
<b>From:</b>		HEAD OF DEVELOPMENT MANAGEMENT	

### RECOMMENDATION

- 1 That Members provide Planning Committee with comments on the proposed designation of the additional areas shown on the Plan at Appendix 1 as extensions to the Bermondsey Street Conservation Area due to their special architectural or historic interest.
- 2 That Members recommend to Planning Committee the designation of the additional areas shown on the Plan at Appendix 1 as an extension to the Bermondsey Street Conservation Area.
- 3 That Members provide comments on, and recommend for adoption the amended Conservation Area Appraisal for the Bermondsey Street Conservation Area as set out in Appendix 4.

### BACKGROUND

- 4 On 22/03/2007 the Bermondsey Community Council considered the results of public consultation on a proposal for extending the Bermondsey Street conservation area eastwards along Grange Road from Tower Bridge Road as far as the Alaska Factory and southwards along Tower Bridge Road from the south end of Bermondsey Street to Green Walk. The report to the Community Council is Appendix 2.
- 5 The responses to the consultation generally favoured the proposed extension, but a significant proportion also urged the inclusion of further areas. Of these additional areas, three were considered by officers to be potentially worthy of inclusion in the designated area and a further consultation was carried out. The areas in question are shown on the plan at Appendix 1. They comprise:
  - a. The Jam Factory, Green Walk
  - b. The George public house, Tower Bridge Road
  - c. Nos. 216-228 Long Lane and the former shirt factory in Blue Lion Place.

Members are now being asked to provide comments on and recommend for approval the proposed extension of the conservation area which includes the three areas identified above.

## **6 The Jam Factory**

The former Jam Factory was built for Sir William Pickles Hartley of Liverpool between 1901 and 1909. It comprises three substantial red brick blocks and a prominent chimney. It is a good example of Edwardian factory architecture, reminiscent of contemporary Lancashire textile mills, and has recently been converted into apartments and live/work units with distinctive 21<sup>st</sup> century additions at roof level. Although the buildings are of a different scale to the majority of the existing buildings in Bermondsey Street and Tower Bridge Road, it is considered that both their 20<sup>th</sup> and their 21<sup>st</sup> century elements make a very positive contribution to the character and appearance of the area.

## **7 The George public house, Tower Bridge Road**

The George dates from between the two World Wars. It is a street corner pub in Truman's distinctive brick and faience house style of the period. It forms a block with Nos. 42 and 44 Tower Bridge Road, which are plainer, late 19<sup>th</sup> century shops. Though lacking the exuberant decoration of late Victorian examples in the vicinity, it is nevertheless a good example of its kind, worthy of marking the entrance to the conservation area.

## **8 Long Lane**

The suggested extension comprises Nos. 216-228 Long Lane on the south side of the street and the former shirt factory in Blue Lion Place off the north side behind the Simon the Tanner public house. Nos. 216-228 include the 3 storey, late Georgian shop on the corner of Wild's Rents, a terrace of four early Victorian cottages and The Ship, an inter-War half timbered pub. The former shirt factory is a handsome late example of the Art Deco style, which is dated 1950 and has recently been converted into apartments. It is considered that this juxtaposition of a larger industrial building with smaller, earlier domestic scale properties is very characteristic of this part of Bermondsey.

9 Section 69 of the Planning (Listed Buildings & Conservation Areas) 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 it 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 further designation of conservation areas is called for. It is considered that this area has a quality and interest that merits its designation as a conservation area.

10 In 2005 English Heritage published guidance on conservation area appraisals. 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. The

text of the existing Conservation Area Appraisal, which was adopted by the Council in July 2003, has been amended to take account of the proposed extensions and can be seen at Appendix 4.

- 11 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.
  
- 12 A conservation area imposes additional controls on owners of buildings. In addition to the need for applicants and the Council to pay special attention to the character and appearance of the area, consent is required for demolition and for work to trees.
  
- 13 In addition to publishing Conservation Area Appraisals, LPAs have a general duty to draw up and publish management proposals for each conservation area setting out policies as to how the preservation and enhancement of the area is to be achieved. The proposals should take the form of a mid- to long-term strategy, setting objectives for addressing the issues and recommendations for action arising from the appraisal and identifying any further more detailed work needed for their implementation. There is no Management Plan in place yet for either the existing or the extended Bermondsey Street conservation area. In due course it will be likely to include the following:
  - Proposals for Article 4 Directions following detailed survey and justification;
  - Intended action to secure the repair and full use of buildings at risk;
  - Proposed enhancement schemes for the public realm;
  - Proposals for developing an economic development and regeneration strategy for the area;
  - A strategy for the management and protection of important trees and green spaces, and
  - Proposals for an urban design and/or public realm framework, dealing with spaces, movement, etc.

## **POLICY IMPLICATIONS**

- 14 Policy 3.15, Conservation of the Historic Environment, is as follows:
 

*“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.”*

- 15 Policy 3.16 – Conservation Areas of the Southwark Plan states that, *“within conservation areas development should preserve or enhance the character or appearance of the area”*. After setting out the criteria governing proposals for new development or alterations and designates in conservation areas, this policy continues: *“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 ... it can be demonstrated that:*
- *The 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, providing 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.”*
- 16 Policy 3.18 – Setting of Listed Buildings, Conservation Areas and World Heritage Sites states, *inter alia*, that, *“permission will not be granted for developments that would not preserve or enhance:*
- *The setting of a Conservation Area; or*
  - *Views into or out of a Conservation Area.”*
- 17 There is a Planning Policy proposal to incorporate all of the Conservation Area Appraisals into Supplementary Planning Documents to strengthen their statutory weight. This is currently programmed for 2010.
- 18 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.

## CONSULTATION

19 23 responses were received to the consultation. Of these, 19 supported the proposed extensions, 2 opposed them and 2 made comments without either supporting or opposing the proposals.

### In support of the proposed extensions:

- **(by e-mail)**  
Supports. *"I think it includes buildings that should definitely be protected going forward, for both architectural and historic purposes."*
- **16 The Glass House, Royal Oak Yard**  
Supports.
- **The Jam Factory Residents Association**  
*"I would like to give you the Jam Factory Residents Association's unqualified support to your proposals from our members."*
- **Jam Factory resident**  
*"I'm extremely supportive of the proposed extension of the Conservation Area to include the Jam Factory and The George, in addition am also completely supportive of the other areas."*
- **Jam Factory resident**  
Supports. *"We're especially pleased to see the inclusion of The George public house which, though not showy, is a fine building in a run-down setting."*  
  
*"We hope that, to complement the extended conservation area, the council will soon attend to the fairly degraded paving and street furniture on the Tower Bridge Road."*  
  
*"We'd also like to take this opportunity to express our appreciation of the modest, charming and carefully-maintained planting in the public amenity spaces and on the council housing estates in the area."*
- **The Jam Factory, Block 'A' resident**  
Supports. *"I would like to support the inclusion of the Jam Factory which has such a distinctive architectural style that is well observed from surrounding areas."*
- **Jam Factory resident**  
Strongly supports. *"I hope it will help the residents to protect the Jam Factory from ... developers that have already spoiled the area. ..."*  
  
*"The whole neighbourhood deserves a complete refresh that I hope will be fostered by the proposed additions ... . Needless to mention the poor state of the council apartments immediately facing the chimney of the Jam Factory and actually separating (it) from the rest of the conservation area. Needless to mention also the temporary wooden fences on Alice Street that have become permanent (would a green area ... improve the vicinity*

*of this site and the quality of life of the whole neighbourhood – “Green” Walk would then be justified).*

*“I presume the council has (a) few ideas in mind to give more cohesion to this amazing ... heritage area: a park between the Jam Factory and Bermondsey Street? A more friendly Tower Bridge Road linking the site to Bermondsey Street (more trees, proper bike routes, speed control for cars and more pedestrian crossing points) – shops, bars and restaurants are hardly surviving there right now? ... .”*

- **The Jam Factory, Block ‘C’ resident**

*“Support for all 3 areas to be included in this designated area.”*

- **Blue Lion Place resident**

*“I agree with the proposal to extend (the conservation area) to include Blue Lion Place for the following reasons:*

*“a) Bermondsey is slowly but surely turning into a distinct and interesting place to live and work – with what I would call “a real edge” – Vicky Pollard land meets Yupville. I think keeping some of its industrial heritage – the Jam Factory and Blue Lion Place – is very important ... .*

*“b) The Shard – there are a lot of new buildings taking place in and around London Bridge. If Bermondsey is to retain its character it will be even more essential to enlarge and preserve the buildings we have, taking into the massive Shard. Don’t get me wrong, I like the Shard concept but we need to balance this by keeping some history. If you look at Canary Wharf this is a good example where the balance was knocked out by too much plate glass – result – no soul!!!”*

- **Blue Lion Place resident**

*Supports. “I particularly support the Blue Lion Place proposal. The Council has achieved much in conserving Bermondsey Street.*

*“However, these extensions will be pointless unless the council’s planning decisions are enforced. A new building at Titan, House, has been erected in the existing ... conservation area. It is the worst building in the area. ... (It) is way outside the planning permission granted for it. The Planning Inspector threw out (the) retrospective appeal. ... The developer has evidently decided it can safely ignore the Council. (I understand that Council officers are waiting for the developer to) propose how to alter the bricks and glazing. However, since then the only visible action has been to complete the cladding of the building with the same awful bricks. ... .*

*“You will only get compliance from developers, and therefore conserve an area, if you make an example of this one. ... Otherwise you are wasting your time and money designating anywhere as the developers will just (follow this example) with a design free-for-all.”*

- **Blue Lion Place resident**

*Supports. “These areas all have strong links in terms of use and character to the existing designated area, and that character should be preserved.”*

- **Blue Lion Place resident**  
We believe that Blue Lion Place *“is a building that should be preserved as a fine example of the local mix of industrial and domestic premises.”*
- **Tanners Yard, Long Lane resident**  
*“I approve of the proposed extension ... along Long Lane. I agree that this end of Long Lane has great character which should be preserved, especially Blue Lion Place, which though not very old, is a distinctive building and part of the interesting mix. Proposals to block the view of it from the road by development are in my view unfortunate.”*
- **Tanners Yard, Long Lane resident**  
*“We wholly support and endorse the extension and inclusion of the Jam Factory, the George public house, Tower Bridge Road and the south side of Long Lane between Nos. 216 and 228. ... .”*
- **Tanners Yard, Long Lane resident**  
Wholeheartedly supports the proposed extension.
- **217 Long Lane resident**  
*“We would be keen to include the three areas.*  
  
*“Whilst the area has seen some excellent regeneration recently (the Antiques Market square being a good example) and the number of new flats has brought new people and new money to the area I firmly believe there needs to be a balance between new places to live, work, drink and eat and the traditional character of the area. ... .”*
- **201 Grange Road resident**  
*“I fully support both the original proposals together with the extended area.”*
- **Grange Road resident**  
*“I’d like to express a positive response to the proposed extension to the ... conservation area. We live right on the border of the existing conservation area on Grange Road, and would very much welcome the extension ... .”*
- **38 Grange Walk resident**  
*“We strongly support extending the conservation area. ... The character of the area derives from its industrial past – and we understand our houses on Grange Walk were lived in by workers at the Alaska Factory; so it makes sense to protect both the residential and ex-commercial buildings of character.”*

## 20 Response to letters of Support

The main thrust of these comments has been to welcome all three proposed extensions.

## 21 Neutral responses to the proposed designation:

- **Alaska Buildings resident**

*“My concern over the (proposed) new conservation area boundary is that it runs through the centre of the site and even diagonally through one of the blocks. I would suggest any future planning issues would be easier to resolve if either the whole of the estate was within the conservation area or all outside it.”*

## 22 Response to the above comment

Of the alternatives suggested in this response, it is considered that it would be preferable to include the whole of the estate. The 1869 gateway on Grange Road and the 1930s Art Deco factory are structures of definite interest and should clearly be included. However the rest of the estate does not detract from their setting and so it would be logical to include it also.

## 23 Objections to the Conservation Area designation

- **Blue Lion Place resident**

*“I think it’s too late to include Blue Lion Place in the conservation area – too much has changed, infill buildings have destroyed the original nature of Lion Yard, new floors added, planning permission already granted to build right across the Long Lane entrance way, windows and entrances substantially changed, materials used varying hugely.*

*“I feel that putting it in a conservation area would restrict existing inhabitants from trying to improve their accommodation to match the same as all the new buildings around them, which would be unfair.*

*“Please take this as a general NO for extending the conservation area.”*

- **45 Tower Bridge Road resident**

*“I believe it is absolutely appreciable the fact that there are projects in place to protect the special buildings of our area. But I also believe that this is in sharp contrast with the presence of a segment of Tower Bridge Road (between Nos. 49 and 61) that, in my opinion definitely, does not need to be protected but actually needs to be re-developed or at least deeply re-decorated. I think that the buildings, the shops and the pavement in that segment of the road are in fact in a condition that urgently requires an intervention by the Southwark Council and possibly private investors.*

*“I understand there are not re-development projects for the 49-61 segment of Tower Bridge Road. This is a pity as a regeneration of that area is, in my opinion, necessary and would be beneficial for the complete success of the proposed extension of the conservation area.”*

- *“I would like to register my disagreement with the extensions. You are fast covering much of Southwark with conservation areas.*

*“The idea is sound, the practice, not so. I think it gives even more power to the local planning department at a time when central government is trying to simplify the whole process of building flats, houses, extensions, etc.*



## 24 Response to the objections

So far as the objection to the inclusion of Blue Lion Place is concerned, as can be seen above, four of the respondents specifically supported this proposal. There has indeed been change to this part of Bermondsey, but it is considered that the former shirt factory as converted is still worthy of designation, and this will allow a more sophisticated degree of control of the quality of new development affecting its setting.

On Tower Bridge Road, it is accepted that the group of buildings referred to is not in particularly good condition. However, this section of Tower Bridge Road is of considerable historic interest, having been laid out in the 18<sup>th</sup> century, well before the approach to Tower Bridge, and some of the buildings contain remains of 18<sup>th</sup> century fabric, which in officers' opinion qualifies it for designation.

As for the third objection, it should be said that conservation area designation is not intended to inhibit the building of flats, houses or extensions. but of seeking to secure that where development does occur it is sensitively designed and respects the special architectural or historic character of the area. Officers are firmly of the opinion that the proposed extensions to the Bermondsey Street conservation area are of special interest, that they complement the area already designated and that they should therefore also be designated.

## FACTORS FOR CONSIDERATION.

### Resource Implications

- 25 The proposed conservation area extensions could generate additional casework for planning staff. However, what is proposed is a relatively small extension to a large conservation area, which will not result in significant increased resource implications for the staffing of the Regeneration Department.

## CONCLUSION

- 26 The large majority of the responses to the proposal to designate have been in favour of extending the conservation area, confirming the views of the Council's Design, Conservation and Archaeology Team. It is therefore recommended that the Community Council support the designation of the extensions shown on the plan at Appendix 1 and the adoption of the revisions to the Conservation Area Appraisal, which are at Appendix 4.

## LOCAL AGENDA 21 (sustainable development) IMPLICATIONS

- 27 The conservation area initiatives proposed in this report will contribute to sustainability by promoting respect and care for historic buildings and heritage areas in Southwark.

## COMMUNITY IMPACT IMPLICATIONS

- 28 In line with the Council's Community Impact policies, the impact of the Bermondsey Street conservation area, which is recommended in this report, has been assessed with regard to local people in respect of their age, disability, faith / religion, gender, race and ethnicity and sexual orientation.

- 29 The designation of a conservation area introduces some additional controls to the planning process: conservation area consent is required for the demolition or substantial demolition of unlisted buildings in the conservation area, and the Council has a duty to have regard to the special architectural or historic interest of the area in determining any planning applications affecting it. However, these controls apply equally to all members of the community and there are no less good implications for any particular communities or groups.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### LEGAL IMPLICATIONS

- 30 This report recommends that Members provide comments to the Planning Committee on the proposed designation of the extension to the Conservation Area bearing in mind the 3 additional areas which have been added to the extension. Members are also asked to recommend that Planning Committee extend the Bermondsey Street Conservation Area as shown on the Plan at Appendix 1, which also includes the additional three areas and also the original extension plan which was first taken to Community Council on 22/03/2007
- 31 In addition Members are asked to comment on the Conservation Area Appraisal and recommend its adoption to Planning Committee.
- 32 Section 69(1) 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. 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.
- 33 Government guidance on conservation areas can be found in PPG 15 "Planning and the Historic Environment". This advises that it is the quality and interest of areas, rather than of individual buildings, which should be the prime consideration in identifying conservation areas. 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.
- 34 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.
- 35 Members should be aware that when they consider the results of consultation, the Council must be prepared to give genuine consideration to the views expressed in making its decision. This does not mean that the authority is bound to act on the views expressed by consultees, nor that members should not reach their own conclusions on the basis of all the evidence available to them.

- 36 If, following Members' comments, the Planning Committee resolve to designate the area shown at Appendix 1 as a conservation area, it is the date of the resolution that is the date of designation.
- 37 Once such an area has been designated or extended, however, the Council must place an advertisement in at least one local newspaper and in the London Gazette. The Council must also notify the Secretary of State and English Heritage of the designation. It would also be sensible to notify the owners of property in that area as soon as possible after designation.
- 38 With regard to adoption of the Conservation Area Appraisal, Members are advised that it is good practice to publish the Appraisal and guidance to that effect can be found in English Heritage's Guidance on Conservation Area Appraisals.
- 39 Once adopted the Conservation Area Appraisal will provide additional guidance to be taken into account in determining applications for developments affecting the Bermondsey Street Conservation Area.
- 40 The draft amendments of the Conservation Area Appraisal and also the Conservation Area extension are brought before Members in accordance with Part 3H paragraph 3 of the Constitution under the heading "Consultative/non-decision making" which requires Members to comment to Planning Committee on the adoption of Conservation Area Appraisals and also designations of Conservation Areas. The decision to adopt the Appraisal and also designate the extension to the Conservation Area is reserved to Planning Committee alone.

## **BACKGROUND DOCUMENTS**

### **APPENDICES**

<b>No.</b>	<b>Title</b>
Appendix 1	Plan showing the proposed boundaries for the designation of extensions to the Bermondsey Street conservation area.
Appendix 2	Report to Bermondsey Community Council 22/03/2007.
Appendix 3	Consultation letter.
Appendix 4	Amended Conservation Area Appraisal.

### **AUDIT TRAIL**

*This section must be included in all reports.*

<b>Lead Officer</b>	Michael Tsoukaris
<b>Report Author</b>	Paul Calvocoressi
<b>Version</b>	
<b>Dated</b>	

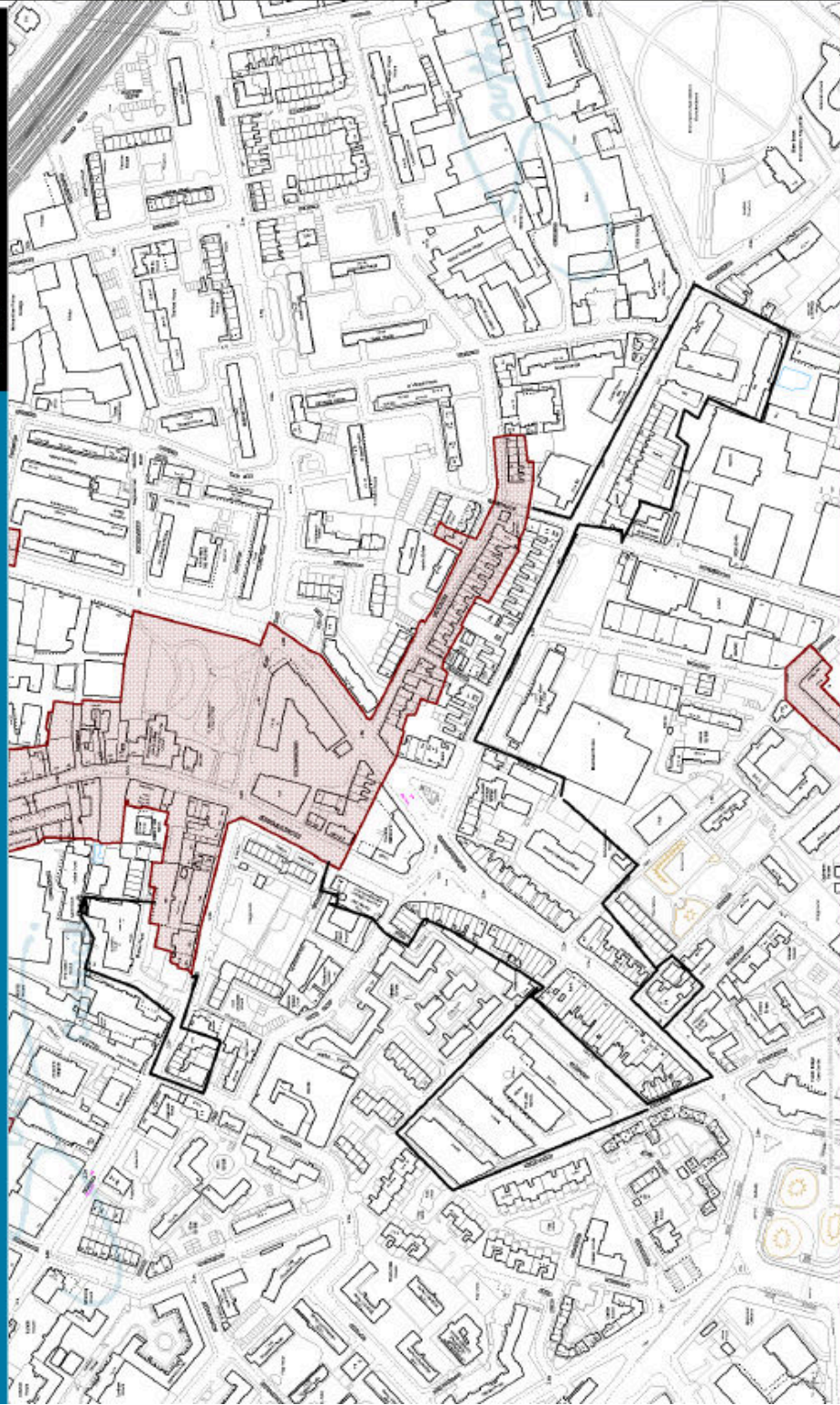
<b>Key Decision</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES/</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Strategic Director for Legal and Democratic Services	Yes	Yes
Finance Director	No	No
<b><i>Date final report sent to Community Council</i></b>		

Appendix 1

Bermondsey Street Conservation Area: proposed extensions



Date: 26/02/2019



Scale: 1:2257

This is a copy of a plan which has been prepared by the Council of Southwark in accordance with the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1967. It is not to be construed as a contract or as a statement of the Council's policy.

**Appendix 2**

## Appendix 3



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

**Your Ref:**

**Our Ref:**

**Contact:** Paul Calvocoressi

**Telephone:** 020 752 55433

**Fax:**

**E-Mail:** paul.calvocoressi@southwark.gov.uk

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

**Date:** 24/11/2009

Dear

### **Consultation on the proposed Extension of the Bermondsey Street Conservation Area**

On 22/03/2007 the Bermondsey Community Council considered the results of public consultation on a proposal for extending the Bermondsey Street conservation area eastwards along Grange Road from Tower Bridge Road as far as the Alaska Factory and southwards along Tower Bridge Road from the south end of Bermondsey Street to Green Walk.

The responses to the consultation generally favoured the proposed extension, but a significant proportion also urged the inclusion of further areas.

Of these additional areas, three are considered to be worthy of inclusion in the designated area and we are therefore seeking your views on the further extension.

The areas in question are shown on the attached plan. They comprise:

#### **1. The Jam Factory**

The former Jam Factory was built for Sir Williams Pickles Hartley of Liverpool between 1901 and 1909. It comprises three substantial red brick blocks and a prominent chimney. It is a good example of Edwardian factory architecture, reminiscent of contemporary Lancashire textile mills and has recently been converted into apartments and live/work units with distinctive 21<sup>st</sup> century additions at roof level. Although the buildings are of a different scale to the majority of the existing buildings in Bermondsey Street and Tower Bridge Road, it is considered that both their 20<sup>th</sup> and their 21<sup>st</sup> century elements make a very positive contribution to the character and appearance of the area.

#### **2. The George public house, Tower Bridge Road**

The George dates from between the two World Wars. It is a street corner pub in Truman's distinctive brick and faience house style of the period. It forms a block with Nos. 42 and 44 Tower Bridge Road, which are plainer, late 19<sup>th</sup> century shops. Though lacking the exuberant decoration of late Victorian examples in the vicinity, it is nevertheless a good example of its kind, worthy of marking the entrance to the conservation area.

#### **3. Long lane**

This suggested extension comprises Nos. 216-228 on the south side of Long Lane and the former shirt factory in Blue Lion Place off the north side of Long Lane behind the Simon the Tanner public house. Nos. 216-228 Long Lane include the 3 storey, late Georgian shop on the corner of Wild's Rents, a terrace of four early Victorian cottages and The Ship, an inter-War half timbered pub. The former shirt factory is a handsome late example of the Art Deco style, which is dated 1950 and has recently been converted into apartments. It is considered that this juxtaposition of a larger industrial building with smaller, earlier domestic scale properties is very characteristic of this part of historic Bermondsey.

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 areas identified on the attached plan meet this criterion and that their addition to the conservation area can therefore be justified.

However, we would be very glad of your views on this proposal. If you wish to submit any comments, you can do so until **Friday 10 July 2009** by writing to:

Paul Calvocoressi, Design & Conservation Team, Planning & Transport Division, Regeneration & Neighbourhoods, Southwark Council, PO Box 64529, London SE1 5LX

Or by e-mail to [paul.calvocoressi@southwark.gov.uk](mailto:paul.calvocoressi@southwark.gov.uk)

**Yours sincerely**

**Paul Calvocoressi,  
Design & Conservation Team.**

**Enclosure**



**Appendix 4****DRAFT TEXT OF THE AMENDED BERMONDSEY STREET  
CONSERVATION AREA APPRAISAL.           October 2009.****CONTENTS**

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**Bermondsey Street Conservation Area**

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*Figure 1.* Bermondsey Street Conservation Area and sub-areas: 1:5,000

## **1 INTRODUCTION**

### **Purpose**

1.1.1 The purpose of this statement is to provide an account of the Bermondsey Street 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 areas, 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).

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 "Conservation Area Appraisals". For the purpose of this statement, the Conservation Area is divided into five sub-areas shown on figure 1.

### **The Arrangement of this document**

1.1.5 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 each sub-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 development and change in the Conservation Area.

## **1.2 The Bermondsey Street Conservation Area**

### **Location**

## **Bermondsey Street Conservation Area**

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1.2.1 The Bermondsey Street Conservation Area is centred on Bermondsey Street itself, running north-south from St. Thomas Street / Crucifix Lane to Tower Bridge Road. Long Lane / Abbey Street, crosses it near its southern end. The area abuts the main railway line into London Bridge station in the north, and the Tooley Street Conservation Area lies immediately to the north side of the line.

### **Topography**

1.2.2 The area is very level and low lying, between 2 and 4 metres above OS datum. With its proximity to the river, this fact has had some effect on its historical development. However, the natural topography has little direct visual impact on the character of the area and the main physical element is the artificial one of the railway viaduct, brought in at high level above the streets to the north of the Conservation Area.

### **1.3 Planning History**

1.3.1 Bermondsey Street Conservation Area was originally designated in 1972 by the Greater London Council under the Civic Amenities Act 1967. It included Bermondsey Street, Bermondsey Square and parts of Long Lane and Grange Walk. It was subsequently extended to its present boundaries in October 1991, December 1993 and December 2009.

### **Unitary Development Plan Policies**

1.3.2 The development plan for Southwark is the **Southwark Plan**, which was adopted by the council on 28 July 2007, superseding the Unitary Development Plan adopted in 1995. The new plan contains the following policies relating to conservation areas.

#### **Policy 3.15 – Conservation of the Historic Environment**

1.3.3 “Development should preserve or enhance the special interest or historic character or appearance of buildings or areas of historic 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**

1.3.4 “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; 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 of the Conservation Area, unless, in accordance with PPG 15 or any subsequent amendments, it can be demonstrated that,

- The 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 out weigh loss from the resulting demolition; and

**Bermondsey Street Conservation Area**

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- The replacement development will preserve or enhance the character or appearance of the conservation area and has been granted planning permission.

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

1.3.5 “Permission will not be granted for development 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.”

**Further Information**

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

## **2 HISTORICAL BACKGROUND**

### **Origins**

2.1.1 Bermondsey was listed in the Domesday Book (1086), deriving its name from Ey, Beormund's Ey, or 'Beormund's Ey, island'. The name described the original settlement, which was on high land in the south of the Conservation Area amid marshes and streams that almost surrounded it. West of the area, Borough and the London Bridge area have a history dating to Roman times. Within the Conservation Area, Saxon stone coffins were discovered during excavations of the mediaeval abbey prior to the construction of Tower Bridge Road, and it is believed that a small monastery existed around 700 AD.

### **Mediaeval period – Bermondsey Abbey**

2.1.2 In 1086 Bermondsey was part of a royal manor belonging to King William and consisted of a settlement and farmland. There was also a new church – St Saviours, around which Bermondsey Priory was founded in 1082 by Aylwin Child. The monks of Bermondsey were of the Cluniac order who in 1117, according to the Annals of Bermondsey Abbey (1433), found a holy cross near the Thames.

2.1.3 Subsequently the Abbey became a destination for pilgrims, who reached the Abbey via London Bridge and along Bermondsey Street from the north, or via Long Lane from the west. Bermondsey became one of the principal religious houses in the country and was elevated to the status of Abbey in 1399. It owned most of the land around it until it was dissolved in 1538 by Henry VIII.

2.1.4 The Bermondsey Street Conservation Area includes the area that grew up around Bermondsey Abbey – the square itself is on the site of the inner courtyard. Housing grew up around the Abbey for ordinary people who worked there, and in 1597 Bermondsey was described in Gerarde's Herbal as a country village. From its origins as a pilgrims' trail, Bermondsey Street became the high street of the village and the Church of St Mary Magdalene (now the oldest building in Bermondsey) was built for the people who lived and worked on the abbey land.

2.1.5 The first rector of St Mary Magdalene was John de Ecclesia in 1291. Between 1675 and 1679 most of the church was rebuilt incorporating its 15th century tower. The west front was rebuilt in 1830.

### **Establishment of leather working**

2.1.6 Southwark always lived in the shadow of The City of London across the river, and provided the support necessary to maintain the capital's metropolitan way of life. As early as 1392, a proclamation gave butchers a place in Southwark to dump their refuse, and so the link with leather working as a by-product of the butchers' trade can be made. The raw materials needed for tanning leather were also at hand:

**Bermondsey Street Conservation Area**

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water from the tidal streams (notably the Neckinger stream), and oak bark from south London woods.

**1500 to 1800**

2.1.7 Bermondsey became known as a resort from the 16th century (see Figure 2). In about 1780, Thomas Keyse developed an art gallery and pleasure garden around a spring near to what came to be known as Spa Road. It was a popular visiting place for people from the City of London and many social events and entertainments took place. New houses were built, including Bermondsey Square, of which only a 19th century fragment survives. Houses from the 17th century still remain in Grange Walk.



*Figure 2.* Illustration recorded as “Entertainments” at Bermondsey Spa (1570), but probably “Marriage Feast at Bermondsey” by Joris Hoefnagel

*Figure 3 (left).* The Conservation Area overlaid on Brett-James’s 1929 map representing the area in 1603. Bermondsey Street is developed about as far as White’s Grounds on the eastern side and Lamb Walk on the west. Gardens lie behind most of the frontage.

*Figure 4 (right).* Parker’s map of 1720 shows the intensification of development north of the Conservation Area and completion of development frontage on Bermondsey Street, but still little in the plots behind.

### **19th century industrialisation**

2.1.8 Industrial activity continued to grow in Bermondsey because of the proximity of available resources, and the demand for goods by the City of London across the river. Brewing was of note, with Courages based north-east of the Conservation Area. Sarsons, the vinegar manufacturer, established a production and warehousing complex on its present site at Roper Lane in the 1820s. In 1901 Sir William Hartley of Liverpool established his jam factory in Green Walk.

*Figure 5.* Map showing Southwark in the 18th century, Alex Hogg 1748. The northern part of the Conservation Area had become well built-up by the late 18th century.

2.1.9 At Bermondsey the leather industry was particularly strongly established, and its legacy can still be identified in the local street names, such as Morocco Street and Tanner street. The industry became so prominent that the construction of a Leather Exchange was begun in 1874 and the building was formally opened in August 1879. This still stands today on Leathermarket Street, although its use has changed with conversion to smaller business units. As a result of the leather industry, associated businesses developed, in particular hatters who used the wool from the animals. The Woolpack pub in Bermondsey Street is a reminder of this.

*Figure 6.* Guinness Trust Buildings, 1897: an example of Victorian housing improvements for working people

2.1.10 As industries grew, more people moved into the area, and land that had been market gardens was built on for houses. During the 19th century there was heavy development: Borough census returns were 27,465 in 1801, 65,932 in 1851, and

136,660 in 1891. Many of the people moving into the area were poor and insufficient housing led to problems of overcrowding and disease. In an effort to improve the situation, several Trusts built tenement blocks, for example the Guinness Trust Buildings in Snowsfields. These were, however, available to only a relatively small number of people.

*Figure 7. Arthur's Mission, Snowsfields*

2.1.11 The 19th century saw the expansion of other humanitarian activities; Arthur's Mission in Snowsfields is an example. Schooling was also provided by charities; Bermondsey United Charity School for Girls, "erected AD 1830", still stands in Grange Walk.

## **20th Century**

2.1.12 By the 1920s many areas had been reduced to slums. There was a strong movement of social reform in Bermondsey that led to demolition and rebuilding of housing. The area suffered significant bombing in WW2, which led to further redevelopment and the introduction of public gardens in some of the destroyed areas.

2.1.13 After the war, new economic activities began to develop in Bermondsey, such as the former shirt factory in Blue Lion Place.. The warehouses lent themselves well to a range of storage and workshop uses and Bermondsey established itself as something of a centre for the antiques trade. The New Caledonian Antiques Market began in Bermondsey Square in 1950.

2.1.14 In the 1980s and 90s the same warehouse buildings attracted residential conversion, providing opportunities for "loft style" living close to the centre of London. Established links with antiques and design have increasingly attracted high value businesses in art and other creative fields, attended by associated restaurants and cafés.

*Figure 8. Ordnance Survey map, 1894, prior to the extension of Tower Bridge Road to Bermondsey Square. This represents the most intense level of development that the Conservation Area experienced. By the 1920s, clearance of the workhouse in Tanner Street and slums south of Snowsfields had created improved dwellings and more open space.*

## 2.2 Sub Area 1

### **Bermondsey Street - Retention of early street patterns**

2.2.1 The relationship of Tooley Street to the riverside and the dock area has always been strong, with Bermondsey as its natural hinterland. The area between Tooley Street and the river was already fully developed in the 16th century, and Bermondsey Street was an important route leading from the river south-eastwards out of London. The street frontage was well built-up, but extensive gardens lay behind on both sides.

2.2.2 The major inheritance from this early phase of development is the pattern of building frontage and plots along Bermondsey Street. Narrow, relatively long plots allowed as many properties as possible to put their best face to the street, keeping kitchen gardens, workshops and other utility space and yards behind.

*Figure 9.* 88-104 Bermondsey Street: street character influenced by narrow frontage widths of earlier mediaeval plots

2.2.3 A typical frontage width of 4.5 to 5 metres is still preserved in much of Bermondsey Street, the width doubled sometimes where ownerships have combined but maintaining the rhythm and scale. Gates and arches allowed direct access into the sites behind. In the most distinctive parts of the street, these elements remain, albeit after numerous rounds of rebuilding.

2.2.4 Because Bermondsey Street originated as a causeway over marshy land towards Bermondsey Abbey, lower areas each side were slow to be developed. Gardens behind the main street frontages remained intact until the 18th century when development at the north end intensified and old lanes such as Parish Street (now split between Whites Grounds and Druid Street) became built up too. With industrialisation, there was increasing pressure to develop sites behind the street frontages, and numerous accesses developed between buildings into yards and gardens. While there are relatively few significant streets adjoining Bermondsey Street from the east and the west, frequent, narrow, arched entrances through the street frontage remain a distinctive feature.

2.2.5 The construction of the London and Greenwich Railway viaduct in 1838 cut Bermondsey Street off from the riverside perceptually. The expansion and redevelopment of the dockland area north of the railway evolved separately and differently from Bermondsey Street. To some extent this has protected Bermondsey Street, allowing it to retain much of its mediaeval scale and layout. 19th century industrial buildings introduced into the street follow the pattern of narrow mediaeval plots, and key historic elements such as the 18th century shops at nos. 68-78 have remained.

## 2.3 Sub Area 2

### **Grange Walk - Legacy of Bermondsey Abbey**

2.3.1 The names Abbey Street, Grange Walk and Spa Road give an indication of the earliest defining features of the area. Bermondsey Abbey was demolished shortly after its dissolution in the mid-16th century. The street pattern around it, however, retained key elements of its layout. Bermondsey Square is based on its inner courtyard, and the gabled buildings at 5-7 Grange Walk retain parts of the old East Gate into the abbey complex. The abbey itself lay on the north side of its courtyard (Bermondsey Square) on the line of Abbey Road to the southern side of St. Mary Magdalene's churchyard.

*Figure 10.* Parts of the Abbey gatehouse remained until the 1820s

2.3.2 In 1894 Tower Bridge was completed with a southern approach along the new Tower Bridge Road that ended at Tooley Street. Subsequently further demolitions were authorised so that Tower Bridge Road could be extended to join Bermondsey Street at its junction with Grange Road. The section of Tower Bridge Road in the Conservation Area was thus newly created and cut diagonally through Bermondsey Square, demolishing the east side. The other three sides remained until the latter half of the 20th century; now only the southwest corner of the original square stands. The present day use of the square for the New Caledonian Market dates to 1855, when it was founded by Prince Albert in Islington, north London. Following the Second World War, it was re-established as a livestock / flea market, evolving into today's antiques market.

## 2.4 Sub Area 3

### **Weston Street**

2.4.1 By the time of Hogg's map in 1784, most of the area had been developed, and key streets like Snowfields and Crucifix Lane were established. The construction of the railway viaduct into London Bridge Station began in 1834 and continued into the 1840s as more railway companies serving the south-east added lines. The arched construction allowed most of the old streets to remain linked north-to-south, but the lengths of the tunnels that were created effectively divorce the two ends.

2.4.2 The area had long been the centre of the leather trade, and the Bermondsey Leather Market (1833) was built on the corner of Manning Street, now Leathermarket

## **Bermondsey Street Conservation Area**

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Street. Between here and Snowsfields was tightly packed development of tanneries and tiny terraced houses. An account by Charles Dickens Junior records, “The neighbourhood in which it stands is devoted entirely to thinners and tanners, and the air reeks with evil smells. The population is peculiar, and it is a sight at twelve o’clock to see the men pouring out from all the works. Their clothes are marked with many stains; their trousers are dis-coloured by tan; some have apron and gaiters of raw hide; and about them all seems to hang a scent of blood.”

2.4.3 The 19th century housing was replaced, initially by charitable housing such as the Guinness Trust Buildings in the 1890s and later by local authority housing. The tannery works have all been cleared, too, and with further clearance due to WWII bombing Leathermarket Gardens has been created as an important green focus for residents and workers in the area.

### **2.5 Sub Area 4 - Tower Bridge Road (north)**

2.5.1 The London and Greenwich Railway viaduct and Tower Bridge Road were major engineering projects imposed over the existing street pattern and they radically altered the way the area functions. Bermondsey Street had been the major north-south route through the area, and when the railway was constructed it remained as a key route from London Bridge routed via a vaulted tunnel. When Tower Bridge Road was constructed, it provided a broad, modern street preferable to Bermondsey Street as the main link and taking over from it in importance.

2.5.2 The new street paralleled Church Street, now Roper Lane to the east of the Sarsons’ works. It displaced tannery works south of Tanner Street, and created the opportunity for a new city thoroughfare with the fine commercial buildings that form the eastern part of the Conservation Area.

2.5.3 Off Tanner Street west of Tower Bridge Road lay a Workhouse and Kinross Street – a warren of tiny terraced houses. Slum clearance allowed the construction of the present public recreation ground, which was opened in 1929.

### **2.6 Sub Area 5 – Grange Road / Tower Bridge Road (south)**

2.6.1 Until the mid 18<sup>th</sup> century the southern part of Bermondsey was largely unbuilt-up, but developments in Southwark at St. George’s Fields and along Kent Street (now the Old Kent Road) opened the area up for building. This was facilitated by the formation in the 1770s of Bermondsey New Road linking Bermondsey Street / Long Lane with Kent Street and the New Kent Road. The street was largely built up by the end of the 18<sup>th</sup> century and a few of the houses on the west side still survive, albeit much altered and with their front gardens built over with shops in the late 19<sup>th</sup> century. At the end of the 19<sup>th</sup> century the road’s alignment was adjusted to allow it to form part of the approach to the newly opened Tower Bridge. Groups of buildings on both sides of the road date from this period.

**Bermondsey Street Conservation Area**

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- 2.6.2 Grange Road follows an older alignment, skirting the southern edge of Bermondsey Eyot. It includes on its south side two groups of late 18<sup>th</sup> and earlier 19<sup>th</sup> century buildings, Nos. 8 – 11 and Nos. 44 – 57, beyond which is the Art Deco Alaska Factory, which replaces the 1869 Alaska Factory for processing seal skins. The north side of the road was largely built up at the end of the 19<sup>th</sup> century.
- 2.6.3 Also in this sub area is the former Hartley's Jam Factory, which was built for Sir William Pickles Hartley of Liverpool between 1901 and 1908 and is a substantial red brick structure reminiscent of contemporary Lancashire textile mills

### **3 THE CHARACTER AND APPEARANCE OF THE AREA**

#### **3.1 Broad Context**

3.1.1 The Conservation Area is close to the dense high rise commercial development of the City of London and London Bridge areas. It lies immediately adjacent to the hub of activity associated with London Bridge Station and Guy's Hospital, and a clear change of character is evident to its quieter, smaller scale. The Conservation Area also contrasts in character with the large areas of mid-twentieth century public housing that adjoin it to the east and the west.

3.1.2 The Bermondsey Street Conservation Area has a rich and varied character that at its heart reflects the street scale of its mediaeval origins. Originating as a simple causeway to Bermondsey Abbey (see 0 above), the historic street pattern has largely remained, but is built up by 18th century houses and shops, and by 19th and 20th century warehouse and office buildings. The combination of mediaeval scale and industrial detail creates a very distinctive townscape of narrow streets and building plots, arched alleyways to rear yards, warehouse architecture with tall loading bays, hoists, etc. and the backdrop of the railway arches on Crucifix Lane. This physical character continues to be expressed in a vibrant range of uses and activities that include housing, workshop and office-based businesses and many small-scale shops and cafés.

#### **Local Materials and Details**

3.1.3 Bermondsey's long development history has bequeathed it a very varied range of architectural forms and styles. There are some common themes, however, that are generally typical of an 18th/19th century London setting:

- Yellow London stock brick as the basic construction material, or red facings in certain buildings;
- Façades designed on classical principles, usually with parapet roofs and cornices topping off street elevations that provide a horizontal roofline;
- Generally very simple architectural detail, with plain brick openings and modest brick string courses and cornices; where there is elaboration it is usually in Portland / artificial stone or stucco dressings.

#### **Warehouse buildings**

3.1.4 The Conservation Area is distinctive for its many small warehouses; typically four storeys, often only three bays wide. Generally, the centre bay will be designed as a vertical "slot" of loading doors, with a swinging gantry at the top for hoisting goods.

## **Bermondsey Street Conservation Area**

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Often this is expressed as a gabled element (e.g. 60 Weston Street, 2 White's Grounds), and the narrow elevations fit comfortably into the pattern of narrow property frontages described in 2.2.2 above. There is a consistency of other details, such as large squarely proportioned windows in the outer bays with arched brick or flat steel lintels, with paned steel or timber windows.

*Figure 11.* Warehouse building, 60 Weston Street, showing the typical narrow elevation, divided into tall bays with a prominent central loading bay, gantries and hoists.

### **Corner buildings**

3.1.5 The street network of the Conservation Area gives particular prominence to street corners, and buildings generally exploit the architectural potential of such locations distinctively. The Rose in Weston Street, for example, is designed with a corner entrance door and curved plaster panels in the elevation above. Number 35 Bermondsey Street (on the corner of Crucifix Lane) has a splendid chamfered corner entrance, and the Honest Cabbage restaurant's corner onto White's Grounds, has a chamfered corner with chimneys and gables.

*Figure 12 (left).* The Rose, Weston Street, and

*Figure 13 (right).* Crucifix Lane/Bermondsey Street: street corners are distinctive places in the conservation area, visually prominent and with potential for inventive architectural statements.

### **Shop fronts**

3.1.6 Shop fronts are features of Weston Street and Bermondsey Street. In general they are to a traditional format:

- Painted fascias between end consoles, sized and positioned consistently in groups of shops;
- Dividing pilasters marking the division between separate shop premises;
- The glazing area divided by slim painted mullions;
- Panelled stall risers at ground level.



**Street surfaces and furniture**

3.1.7 Few original street surfaces exist in main streets in the area. Stone sett cobbles remain in part of Bermondsey Square, and granite kerbs are still widespread. However, setts and stone paving flags have almost everywhere been replaced by asphalt. There are more examples of stone setts in yards and alleys behind the Bermondsey Street frontages, and in secondary lanes such as Ship and Mermaid Row.

*Figure 14.* 19th century street surfaces in Ship and Mermaid Row

3.1.8 Some consistency is being introduced into the Conservation Area with new street lighting that follows a straightforward pattern using a pendant globe beneath a plain metal shade. The style is reminiscent of gaslights, but in a simple modern idiom; they are however set much higher than historic lamp standards would be.

**3.2 Sub Area 1 – Bermondsey Street**

3.2.1 Bermondsey Street is the spine of the Conservation Area. The northern section, between St. Thomas Street and Lamb Walk, is of particularly high quality, and includes a high proportion of listed shops and street front premises. The southern half is more fragmented by more recent, larger building footprints. The key building is the church of St. Mary Magdalene, which has a pivotal location on the only bend in the street, so that it is visible from all parts.

**Bermondsey Street (north)**

3.2.2 Bermondsey Street retains the character of a village high street, reflecting its mediaeval origins. The buildings in the listed group, nos. 68 - 78 on the western side, are of particular note in this respect. All originally 18th century houses, their three-storey height and domestic scale have been retained throughout a history of change to and from business uses. Numbers 68 and 70 have reconstructed bow-fronted shop windows within earlier shop fronts, and the upper levels are rendered, with sash windows and a horizontal roof parapet. The upper storey of No. 78 is distinctively jettied and weather-boarded with a projecting bay window at first floor level: these features are prominent in views along the street and are very evocative of its pre-industrial character. The frontage curves back to a carriage arch at Carmarthen Place to give a slightly wider pavement. This set-back is a small but important subtlety in the character of the street.

*Figure 15 (left).* 18th century houses at 68-78 Bermondsey Street were converted to shops at an early date. Subtle changes in building line and the oriel window and eccentric weather-boarded upper storey of no. 78 are important elements of the group's character, and

*Figure 16 (right).* early 19th century house surviving at no. 59

3.2.3 On the eastern side of the street, buildings are 19th century and more typically commercial/warehouse in character. Rising to four storeys, they strongly reinforce the historic building line. Key architectural characteristics are a bigger vertical scale, ordered elevations with regularly arrayed windows and high ground floor sills.

3.2.3 Surviving between the later warehouse buildings is No. 59, an early 19th century three-storey red brick house that still retains entrance steps and railings. This building is listed Grade II, as are the contemporary warehouse buildings at 61 and 63, with a recessed arched section bridging the access to the rear yard.

3.2.4 Some of the more modern buildings in the street express their functionality in very plain forms with sections of blank wall and shutters that jar with the textures of the older buildings. Inventiveness of detail within a strong structural discipline is key to the quality of the earlier warehouses, and examples like the 1903 group on the corner of Crucifix Lane (nos. 35 to 37 Bermondsey Street) provide visual interest, while adapting well to new retail uses. An excellent example of recent design fitting into the particular street scene of the Conservation Area is at no 60 by architects Weston Williamson, which won a Civic Trust Commendation in 2002. Its simple rectilinear composition, restrained verticality and street level interest reflect the key characteristics of successful parts of Bermondsey Street.

*Figure 17.* 60 Bermondsey Street: successful modern interpretation of the narrow plot proportions of the mediaeval street.

3.2.5 The central part of Bermondsey Street is now marked by the striking Zandra Rhodes building at no. 79, incorporating the fashion designer's offices, a museum, café and eight apartments. The building was originally an incongruous concrete-framed warehouse/garage dating from the 1950s and it was visually extremely intrusive into the street scene because of its form and pale brick facings. In 2000, Mexican architect Ricardo Legorreta transformed it by facing the frame in a simple stuccoed façade punctuated by carefully proportioned and spaced rectangular openings. The primary impact of the building, however, comes from its hot orange and pink colouring, which stands out even in views along the street when the elevation is reduced to a mere vertical sliver. While the building is in its own way no less uncompromising than what it replaces, the new design has confidence and panache, and introduces into the street a vigour and vibrancy that reflects the spirit of Bermondsey Street.

*Figure 18 (left).* 1950s/60s concrete framed buildings refaced, at 77 Bermondsey Street in “traditional” style, and

*Figure 19 (right).* The Zandra Rhodes building: a similar problem resolved by architect Legorreta expressing the simple form of the frame in bold rectilinear shapes and colours.

### **Tyers Gate**

3.2.6 The tight street character of Bermondsey Street extends into Tyers Gate and Leathermarket Street as far as Leathermarket Gardens. The dominating height of the four storey commercial façade on the north side (nos. 2-6) contrasts with the varied scale of the south side, especially the simple two-storey house at No. 1. Westwards, the narrow street width is extended visually beyond the end of the buildings by the railings of Leathermarket Gardens and by the line of the street surfaces, kerbs and bollards; the green of the gardens suggests the opening up of space further on. Eastwards, the Zandra Rhodes building closes the vista with a strong splash of colour.

*Figure 20:* Tyers Gate: one of the few east-west streets connecting into Bermondsey Street, also showing narrow plot frontages in a mix of later uses.

### **Morocco Street**

3.2.7 Morocco Street forms a very particular townscape with its angled alignment to Leathermarket Street, which creates the distinctive wedge-shaped end of the Morocco Stores at No. 1 Leathermarket Street. The buildings surrounding the triangular space of the junction derive a consistency of character and scale from their three and four storey warehouse façades. No. 2 Morocco Street and nos. 2 and 4 Leathermarket Street are listed Grade II. Elements of detail, such as the painted Morocco Store sign and window boxes on no. 2 are important to the character of the building group.

*Figure 21.* Morocco Street: triangular corner sites and distinctive warehouse details contribute to a distinctive townscape.

### **Bermondsey Street (south)**

3.2.8 Between Leathermarket Street and Lamb Walk the buildings provide a very

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consistent street frontage in a group centred on listed buildings at nos. 124-132 (dated 1828). Originally houses, they have a three-storey cornice line and simple shop fronts linked by a common fascia line. The windows of the upper floors create a simple unifying rhythm. Other buildings in the block have been extended to a mansard storey set slightly back but retain the dominant line of the cornice. New residential development at 134 to 140 continues the line of the shop fronts as a stuccoed ground floor elevation.

*Figure 22.* 124-132 Bermondsey Street: early 19th century houses converted to shops and now listed. The picture shows the importance of the original cornice line and the impact of modest roof extensions on neighbouring buildings.

3.2.9 South of Lamb Walk, the yard to a large modern warehouse interrupts the continuity of the western street façade. It is re-established by the frontage of early 20th century concrete buildings at 156-170, but the character of the buildings at street level is harsh, with lower ground floor windows on the level of the pavement necessarily protected by mesh screens, and upper floor windows well above head height. The original surface was badly stained, but the northern half of the buildings have been painted brightly, which lifts its heavy appearance and brings a little more vitality to the street scene.

*Figure 23.* Looking south to St. Mary Magdalene, showing concrete buildings at 156-170 Bermondsey Street, with repaired and painted façades.

3.2.10 The scale of these buildings is emphasised by the narrowness of the street at this point, and their proximity to a range of 19th century warehouse buildings on the opposite side. The latter include a renovated pair at 139-153 with distinctive central loading bays rising above three main storeys to serve an attic storey behind the roof parapet, and the early 19th century four storey former cloth factory at No. 173 on the corner of Newham's Row. The street here has a canyon-like quality that derives from a tight height to width ratio of 2:1, and it retains a strongly industrial character. Buildings on the western side are much altered by plastering and window modifications but remain in warehouse use with doorways and high windowsills dominating at street level.

*Figure 24.* Industrial character of southern Bermondsey Street; but under pressure for redevelopment (see 3.2.13 below). The corner building at No. 173 is prominent in the centre of the picture.

3.2.11 The focus of the southern end of Bermondsey Street is the Church of St. Mary Magdalene because of its location on the outside of the bend in Bermondsey Street.

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As important is the prominence of its belfry above the rooflines of adjacent warehouses, such that it is often sunlit when shadows are cast in the narrow street. The church itself is unusual in its painted stucco and Gothick detail, after remodelling by George Porter in 1830; its Grade II\* listing describes it as “playful”, and Pevsner as “gimcrack but charming, wholly unscholarly”. Its architectural importance is for Charles Stanton’s interiors (1675-9) modelled on Wren’s St. Martin’s, Ludgate, and the building is by any description a surprising contrast to the character of the warehouses around it with their simple, regular brick designs. It is also part of the wider context of connected buildings, including the rectory and 191 Bermondsey Street and the churchyard enclosure with railings and stuccoed masonry, which includes the early 19th century watch-house on the corner of Abbey Street.

Figure 25 (left) St. Mary Magdalene: an eccentric façade is in contrast to the style and scale of Bermondsey Street’s warehouses and belies an important 17th century interior.

Figure 26 (right) Bermondsey Street from Abbey Street, with the corner block on Long Lane and the watch-house at the corner of the churchyard.

3.2.12 The buildings in the vicinity of the church, between Newham’s Row and Long Lane, are of very varied architectural character. They include a two storey corner building (formerly a pub) at 177, three and four-storey commercial buildings and a cheerful Arts and Crafts style building at 187-189 built in 1908 for the charitable Time and Talents Association as a hostel for young working girls and women. The three-storey building group on the western side between 253-5 Long Lane and 210 Bermondsey Street marks the street corner and is particularly important because of its visibility from the New Caledonian Market in Bermondsey Square and from St. Mary Magdalene’s churchyard. Elevationally, the buildings appear as simple 19th century houses, those in Bermondsey Street with added shopfronts, but no. 210 in particular is probably much older, with evidence of 17th century structure internally, and a double M-profile roof. No. 212 has a raised mansard roof, and these varied rooflines are important to retain especially where they are so visible.

*Figure 27 (left).* New development at 194 to 204 Bermondsey Street dominates its historic neighbours at 210-214, despite a stepped front elevation.

*Figure 28 (right).* Some industrial buildings in yards behind Bermondsey Street are large scale (Newham’s Row).

3.2.13 Southern Bermondsey Street is experiencing significant pressure for renovation and redevelopment. This is most noticeable at the edge of the Conservation Area in sites and yards behind the main building frontages, e.g. in Newham’s Row and

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behind 156 to 170 Bermondsey Street. Some existing industrial buildings in these locations are large (see Figure 28), but it is important that these are not taken as precedents for over-development for other uses. Many parts of the main street frontage are only three storeys, and in this context examples such as the new block at 194-204 Bermondsey Street whose flank elevation dominates the buildings around it.

### **Long Lane**

3.2.14 In Long Lane, the most prominent building in the Conservation Area is No. 239 on the north side, built around 1900 as a fur processing works. At 5½ storeys and 42 metres in length its highly fenestrated and ordered façade dominates the street, counterbalanced by the open space of the playground opposite (site of the 18th/19th century Quaker Burial Ground, but outside the Conservation Area). The mature trees lining the southern side of the street are important to the setting of the buildings and enhance their appearance overall. The “Simon The Tanner” pub of 1829 at 231 Long Lane is the last building in the Conservation Area. Also of late Georgian date is the terrace of small properties, Nos. 241 – 245.

3.2.15 On the south side of Long Lane only Nos. 216 – 218 are included in the conservation area. These comprise a late Georgian shop on the corner of Wild’s Rents, a terrace of four early Victorian cottages and The Ship, an inter-War half timbered public house.

*Figure 29.* Long Lane: No. 239, the imposing façade of this former fur processing works is very influential on the urban quality of the street.

### **Views and Townscape**

3.2.15 Because the Conservation Area is based primarily on streets, views tend to be well-contained vistas rather than broad prospects. Nevertheless, there are some key visual links to high buildings and landmarks outside the Conservation Area. Views from Bermondsey Street above the viaduct to tall blocks in the city are a reminder of the wider context of the Conservation Area and its distinctive village scale within the inner city.

3.2.16 Bermondsey Street averages only 10 metres or so in width compared to heights of 3, 4 and 5 storeys. This very strong vertical proportion creates a very distinctive townscape characterised by tight enclosure and glimpsed vistas into adjoining streets and yards, and it is reinforced by continuity of building frontages. The consequent contrast between the busy and very public qualities of Bermondsey Street and the relatively quiet privacy of areas behind the main frontages is a key characteristic of the Conservation Area. This pattern of development allows high urban densities, but it is essential that the scale and quality of these secondary

spaces is not lost through excessive development. Most of Bermondsey Street is contained in this way, with the belfry of St. Mary Magdalene Church closing the view to the south. The arched rampart of the London Bridge Station viaduct provides a powerful northern boundary with just a glimpse through to Tooley Street at the end of a long brick tunnel under the railway.

3.2.17 The centre of Bermondsey Street is characterised by street junctions on both sides between Tyers Gate and Lamb Walk. These provide the townscape with a higher degree of linkage into adjacent areas than at other points in the street, and they afford valuable glimpses to the green edges of Leathermarket Gardens and Tanner Street recreation ground. Buildings on the street corners create a strong development form and these locations provide important reference points in the street pattern; corner buildings to Tyers Gate, at 2 and 86 Bermondsey Street, and at 99 and 109 Bermondsey Street are particularly visible.

3.2.18 The low steeple of St. Mary Magdalene Church is one of the most important landmarks in the Conservation Area, situated in a key position on the only bend in Bermondsey Street and visible between building frontages along most of the length of the street. Past the Church, the narrow street opens out again as far as the corner with Long Lane, and the churchyard provides a green counterbalance to the simple, strong building line on the western side. Looking back into Bermondsey Street, the church again has importance, positioned at the focus of views on the outside curve of the street. It is also important as a landmark in a number of viewpoints from Tower Bridge Road and the south-east across the churchyard and Bermondsey Square. It is important that the relatively low scale of development in the vicinity of the church, discussed at 3.2.13 above, is observed to preserve the setting and views of the church.

*Figure 30.* Views to St. Mary Magdalene are of great importance in the Conservation Area: any higher development in the vicinity of the church would compromise the skyline view of the steeple.

### **Key spaces**

3.2.19 Bermondsey Street is a vibrant public space in its own right and the strong mix of street activity that its buildings generate, particularly in the central section, is a key part of its character. At the junction of Tanner Street and Leathermarket Street, vehicular and pedestrian movement across and along the street creates an important node of activity and the tight urban scale slows traffic speed to acceptable levels. Shops, cafés and galleries attract customers and provide a stimulating backdrop to the scene.

3.2.20 The street pattern creates some secondary spaces, such as that in Morocco Street, headed by the Morocco Stores on the angle with Leathermarket Street. Although functionally no more than a street junction, its configuration gives it the character of an intimate and contained space off Bermondsey Street.

3.2.21 At the centre of Bermondsey Street there is now a significant small space where corner buildings to Tanner Street have been lost and converted to a landscaped sitting area. In the narrow street it provides a significant contrast of spatial quality, and gives an open outlook to shops on the western side. It is contained by the gable ends of 1 Tanner Street and 109 Bermondsey Street. A large horse-chestnut tree approximately on the original building line provides visual focus and ensures that the linear character of the street is partially maintained. The space is at the middle of the Conservation Area and is an amenity that could be developed as more of a focus for people living and working in the area.

*Figure 31.* Junction of Bermondsey Street and Tanner Street: a small pocket of green that provides a useful sitting area for people living and working nearby.

### **Landscape elements**

3.2.22 In the dense urban character of the area, St. Mary Magdalene Church Yard is an extremely important recreation space as well as a feature of historic importance. It occupies the corner of a very busy traffic junction but it is enclosed by railings and planting, which give it some detachment from its surroundings. It is well used, with the character of a municipal park rather than a quiet churchyard. Its aspect southwards is fairly open, with views beyond the railings to the busy space of Bermondsey Square. It does not have a strong relationship to surrounding developments, so that the mature trees and architectural elements within it (e.g. the Bourne-Bevington fountain) are important to give it containment, proportion and focus.

### **Negative features**

3.2.23 A works yard south of Lamb Walk creates a serious gap in the street frontage. Its dark brick yard wall is visually intrusive and a wide vehicle access exposes a large concrete yard and a modern warehouse behind.

**Figure 32.** Intrusive warehouse development, Bermondsey Street: the yard breaks the continuity of the street frontage, the boundary walls remove vitality and interactiveness from the scene, and the building itself is not part of the street.

3.2.24 In other locations gaps have occurred within the street scene and are steadily being redeveloped. The gap between 147 and 163 Bermondsey Street is an example, which now gives access to a redevelopment area behind the street. A remaining example is a car park north of 139 Bermondsey Street.



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3.2.25 There is a group of poor quality single-storey buildings between 247 and 253 Long Lane. The site links to a gap between 204 and 210 Bermondsey Street. The frontage of the site onto Long Lane includes 19th century houses at 241-245 which, although in poor condition, retain original features internally.

*Figure 33.* Long Lane: the corner buildings are important in the townscape (see 3.2.12 above) but there are gaps between them and three houses at nos. 241-245.

3.2.26 In St. Mary Magdalene Church Yard, neglected maintenance areas and close boarded fencing behind the rectory detract from the quality of the setting.

### **3.3 Sub area 2 – Grange Walk**

#### **Bermondsey Square**

3.3.1 The characteristics of Bermondsey Square are its openness and the fragmented nature of its street surfaces. Of the original urban form, only the south west corner of the square remains, at nos. 2-5. These four early 19th century houses indicate how the corner of the square was neatly turned, carrying through the simple detail and proportion of the brick façade. The group retains iron railings to the front areas, which are important in illustrating the street character of the original square before it was lost by the construction of Tower Bridge Road and later 20th century damage and redevelopment. The small oval garden at roughly the centre of the original square is a token of its former urban character, and the enclosing railings and neatly clipped privet hedge are part of this earlier setting.

*Figure 34.* South side of Bermondsey Square: the houses are all that remain of the original square, and the warehouse was added to finish the block neatly when Tower Bridge Road was broken through.

3.3.2 An uncluttered three-storey skyline is provided by the continuous and intact plastered entablature of nos. 2-5. Houses on the western side of the square have been rebuilt to a similar height but with an additional mansard storey above the roof parapet. This disrupts rather than continues the scale of the listed buildings and the newer buildings lack their quality of detail. The later 19th century warehouse building at No. 1 forms a strong corner on Tower Bridge Road that relates visually to the corner building at 116 Tower Bridge Road on the corner of Grange Walk.

#### **Grange Walk**

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3.3.3 Grange Walk is a narrow, historic street, whose character is created primarily by the buildings on its south side. Elements of the listed building group at nos. 5 to 11 date back to original abbey structures; this was the site of the mediaeval gateway. The whole group dates from the mid-17th century. The building forms reflect these origins, with varied elevational proportions and window patterns, gables facing the street and rendered painted façades. The buildings stand well forward in the street, narrowing it to only eight metres or so, and creating a pinch point that separates Grange Walk from the noise and traffic of Tower Bridge Road.

*Figure 35.* 17th century houses on the site of the abbey gatehouse: their gabled forms are on contrast to the more formal elevations of later development.

3.3.4 The remainder of the street within the Conservation Area is characterised by neat and regular 19th century brick terraces, with key buildings marking street corners at the ends. The former Bermondsey United Charity School for Girls stands on the corner of Griggs Place, framing the western end of the terrace. At the eastern end Grange Walk Mews, also a former school, has a similar role. In between, the terrace at nos. 16 to 30 is well preserved with few inappropriate changes and almost all of its original simple brick detailing. The continuous lines of the second-storey roof parapet and, at ground level, of boundary fences and walls to short front gardens create an uninterrupted containment of the street space.

*Figure 36 (left).* Grange Walk Mews, converted from a former school, and

Figure 37 (right). the former Bermondsey United Charity School for Girls

3.3.5 The angle in the street at the crossroads with Fendall Street gives particular importance to the final terrace of houses in the Conservation Area at nos. 34-40, which close views along the walk eastwards. They too are well preserved in character and detail and the semicircular heads to ground floor window and door openings are their distinctive features. Some moulding has been lost to the parapet at the western end of the terrace, but again its uninterrupted continuity and consistency make an essential contribution to street character.

### **Townscape and views**

3.3.6 The view from Grange Walk into the remaining original corner of Bermondsey Square links these two distinct townscape areas visually. The narrowing of the western end of Grange Walk reflects its historic origins as the Abbey gateway, and preserves the contrast between the quiet residential character of Grange Walk and the noisy traffic dominated environment of Tower Bridge Road.

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3.3.7 In Bermondsey Square, the buildings provide a visual and historic reference point, but the confusion of parking areas, fences, hoardings and market storage undermine the identity of the space. The remaining oval garden in the former centre of the square is also an important historic reference, but it appears isolated from its original context by the changes in the street scene that have occurred around it. In particular, Bermondsey Square lacks clear differentiation from Tower Bridge Road and the traffic intrusion associated with it.

3.3.8 The openness of the space in the present day nevertheless allows views from Tower Bridge Road to the landmark of St. Mary Magdalene's Church. The eastern side of the square is formed by the southern end of Bermondsey Street, and this affords an excellent vista northwards along the street to the front of the church, positioned as the street bends to close the view. 255 Long Lane is prominent on the corner of Bermondsey Street, marking the north-west corner of the square. Southwards, there are views out of the Conservation Area to the Tower Bridge Road primary shopping area, establishing a link between it and the market.

*Figure 38 (left).* Bermondsey Square looking south-west: the space is dominated by Tower Bridge Road, and

*Figure 39 (right).* Looking north-west: although the result of demolition, there are now good visual links back to St. Mary Magdalene church.

### **Key spaces**

3.3.9 Historically, Bermondsey Square is one of the most important spaces in the Conservation Area. It is now used for the New Caledonian Antiques Market on certain days, when it takes on a special character. When not in market use, the open areas of car parking, stall storage and hoardings are visually very detrimental. It also has a role as a landmark location on the major route north to the City across Tower Bridge. In this respect the poor qualities of the streetscape are a serious failing.

3.3.10 On the north side of Bermondsey Square, the corner of Long Lane and mature trees in St. Mary Magdalene's churchyard provide a backdrop to the space. Abbey Road, however, is a significant barrier between the churchyard and the square because of traffic, and there is no other interplay between the two spaces (see 3.2.22)

**Negative elements**

3.3.11 The setting and streetscape of Bermondsey Square have been badly degraded by the range of issues discussed above. The townscape problems of Bermondsey Square relate to its lack of containment, the poor quality of its surfaces and street features and the intrusion of elements related to the market and to traffic and highway engineering on Tower Bridge Road. A scheme of improvement might include new building to remedy the spatial issues, but it is also essential to accommodate the market, which provides such distinctive vitality and was originally established by Royal patronage. The loss of buildings has created the benefit of visual connections to Bermondsey Street and St. Mary Magdalene, which it would be desirable to retain.

3.3.12 In Grange Walk the car park at the corner of Fendall Street is in a prominent location that detracts from the setting of the terrace of houses at nos. 34-40.

**3.4 Sub area 3 – Weston Street/Snowsfields**

3.4.1 The western part of the Conservation Area is detached from Bermondsey Street by Leathermarket Gardens and the Tyers Estate. While the street pattern was broadly established by the 18th century, there was subsequently much redevelopment of small warehouses and housing and the key buildings in the area date from the later 19th century. Many of the secondary streets were redeveloped for housing. These are not generally within the Conservation Area, although they are closely related and together form a local neighbourhood centred on shops in Weston Street and Snowsfields.

**Weston Street**

3.4.2 North of Leathermarket Gardens, Weston Street presents a continuous building line of varied three to five storey buildings directly on the street. The larger buildings are warehouses typical of the whole Conservation Area (see 3.1.4), and nos. 70-72, dated approximately 1885, are particularly important when viewed from west of the area (Guy Street) in defining the height and solidity of the street frontage.

3.4.3 The junction with Snowsfields occurs between strong corner buildings and breaks the line of the street frontage minimally. The Rose pub on the southern corner, and the cupola of the shops and flats on the opposite side are local landmarks. The shops maintain the appearance of a four-storey elevation of similar height to the adjacent converted warehouse, but extend to a mansard and a further attic storey above the eaves line. The mix of uses that these few buildings represent – shops, pub, housing, and offices – is a strong characteristic of Weston Street.

*Figure 40 (left).* The varied forms of small warehouse buildings in Weston Street, and

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*Figure 41 (right).* Corner buildings: Snowsfields / Weston Street, marked by the cupola above shops and flats.

3.4.4 South of Leathermarket Gardens, the Leather Hide and Wool Exchange, built in 1874-8 by George Elkington on the corner of Leathermarket Street, is a significant landmark. Its elaborate red brick and Portland stone detailing and corner turret take full advantage of its siting. It follows in height the main block of the Leather Market itself, built in 1833 with a more restrained classical elevation based on a pattern of full-height 3-storey pilasters. Again, this building group defines the critical line, scale and solidity of the street frontage, and the incidental feature of a large red pillar-box on the pavement adds to the period character. The Leather Market complex includes a further warehouse on the eastern side, which encloses a large court. The whole complex, now used as offices, is listed Grade II and described in the listing as “an excellent 19th century industrial grouping”.

*Figure 42.* The Leathermarket, Weston Street: a very orderly façade providing strong definition of the east side of the street.

### Snowsfields

3.4.5 The most distinctive building on the street is the elaborate red brick tenement development of the Guinness Trust Buildings. The main block on Snowsfields and Kirby Grove is palatial in style, its two four-storey wings linked by an arcade of five brick arches that give access to its central court. The whole development is surrounded by heavy iron railings to protect a half basement floor. A smaller block in similar style adjoins the Rose pub. Together the buildings form a significant section of the street: with their railings, street trees, and the block of shops and flats opposite, they contribute to a strong urban character.

*Figure 43.* Guinness Trust Buildings, Snowsfields: showing the importance of the ensemble of railings, street furniture and trees in the character of the street.

3.4.6 Opposite, Arthur's Mission marks the corner into Melior Place. Between the two Guinness Trust blocks, Ship and Mermaid Row is a narrow lane that survives from the earlier street layout. It turns a right angle to meet Weston Street but is closed to vehicles at this point. It provides service access to adjacent buildings, and retains original cobbled surfacing, stone kerbs and brick boundary walls.

### Melior Street

3.4.7 Melior Street forms the northern boundary of the Conservation Area. Its primary significance is as an approach to the Horseshoe Inn, which closes the view from

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Weston Street. The pub is also the visual focus viewed from Snowsfields via Melior Place to the south. The building is contemporary with the Guinness Trust housing and is elaborately decorated and detailed, drawing the eye from its more mediocre immediate surroundings.

3.4.8 In this pivotal location, the pub creates a small and sheltered public space that customers use. Much of the quality of the spaces around the pub derives from their informal and intimate scale, and the pub is visually the most important feature in views along Melior Street, Melior Place and Vinegar Yard. The individual variety of other small buildings such as the Catholic Church and the Glasshouse Theatre Studio, contribute further to the interest.

*Figure 44.* Melior Place: The Glasshouse Studio and The Horseshoe Inn contribute to a lively, local space.

### **Leathermarket Street**

3.4.9 The area north of Leathermarket Street suffered war damage and many gaps were created in the urban fabric. A little of the 19th century character of the street is retained by the north side of the Bermondsey Leather Exchange, the Leather Exchange pub which is part of it, and the remaining old tannery building opposite (No. 22). A primary feature of the tannery building is an elaborate brick and stone arch, which once led into its yards: the remains of a destroyed wing of the building form the eastern side.

*Figure 45.* 22, Leathermarket Street: former tannery in need of renovation, providing a counterbalance in the street scene to the impressive buildings of the Leathermarket Exchange, opposite.

### **Townscape and views**

*Figure 46.* The Horseshoe Inn viewed down Melior Place: a key vista to a local landmark.

3.4.10 In this small area there is a surprising variety of different building types and street characters. Some of the most dominant elements actually lie outside the Conservation Area in the Guy's Hospital complex on the other side of Weston Street, where concrete towers of nearly 30 storeys loom above the three to four storey townscape of the area itself. The view southward along Weston Street focuses on the 22 storey block of Burwash House, which also dominates views westwards along Leathermarket Street.

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3.4.11 Views into the area from the west are important. Approaching from Long Lane, Weston Street is broad and the Conservation Area boundary to housing estates is very open. The façade of the Leather Market is consequently prominent both along the street and from the housing areas. Warehouses in the northern part of Weston Street have a similar relationship to their surroundings.

3.4.12 Looking eastwards along Leathermarket Street, the slightly angled façade of converted warehouses at 1-7 close the view as the street curves to join Bermondsey Street. In front of them the street has a quiet urban quality created by their relationship to Leathermarket Gardens which they overlook and by the predominance of residential uses.

### Landscape elements

*Figure 47.* Leathermarket Gardens: a beautifully maintained oasis in a bustling urban area – the enclosure of buildings surrounding the park is important for its containment, without restricting its spaciousness.

3.4.13 Leathermarket Gardens was created following clearance of war damage and 19th century tanneries. It now provides outlook for buildings in Tyers Gate and the eastern part of Leathermarket Street, with views across the space. Its western end is more separated from its surroundings, behind the Old Tannery frontage on Leathermarket Street and the Guinness Trust buildings on the north side. The Gardens are well connected into the community that they serve, with gates into Weston Street, Kirby Grove and the Tyers Estate. The mature trees along the edges open to surrounding streets provides the visual enclosure of the street space that former buildings would have: this is particular important in Leathermarket Street and Weston Street.

### Negative elements

3.4.14 The area suffers from a number of gaps in development that are detrimental to its overall quality. On Weston Street the former three-storey building on the corner of Melior Street (No. 50) has been reduced to a single storey and there is a vacant site between it and No. 56 currently secured by a galvanised palisade fence.

3.4.15 At Melior Place, the car park behind 8–20 Snowfields breaks the definition of Vinegar Yard beside The Horseshoe Inn. Other parking areas immediately adjacent to the Conservation area and related to the warehouse at 9-17 Vinegar Lane are also detrimental to the setting.

3.4.16 At 26 Leathermarket Street a former gap in the street frontage west of No. 22 has been filled by a modern 2-storey pavilion-like community building. This building form does not follow the scale or line of buildings either side, and while it is not entirely detrimental, it makes no positive contribution to the quality of the Conservation Area.

### **3.5 Sub area 4 – Tower Bridge Road (north)**

#### **Tower Bridge Road**

3.5.1 The character of Tower Bridge Road is different in many ways from other parts of the Conservation Area in that it has a "metropolitan" scale that reflects its importance as a route in the wider London context. It is no coincidence that it is a relatively new street, built in the 1890s to extend the approach to Tower Bridge, and does not have the fine grain of narrow development frontages that are typical elsewhere in the Conservation Area. A boulevard character was intentionally planned, in which the trees that line the street are very significant.

*Figure 48.* Avenue trees in Tower Bridge Road help to create the "metropolitan" character intended by the street's designers in the 1890s.

3.5.2 Within the Conservation Area, the character of Tower Bridge Road is created by strong street frontages of five or more storeys on the western side, a reasonably generous street width (18 metres), and avenue trees to reinforce linearity and height. The eastern side of the street is occupied by early 20th century commercial buildings in a range of simple styles varying from 3 to 5 storeys: the street trees are particularly important in enlivening this street frontage. The railway viaduct passes over the street on a brightly painted iron bridge, providing a powerful closure of the street scene northwards. Here the street space widens to take in Roper Lane, a fragment of the 18th century layout.

#### **Roper Lane**

3.5.3 The western side of Roper Lane is occupied by the former Sarsons' Vinegar Factory site. It presents a very industrial face to the street with much altered 2-3 storey 19th century buildings at the north end and a 1930s block of three-storey height to the south. The most northerly building retains unusual large 3-bay sash windows at first floor level, one of which has a bayed centre section. Within the site are a number of listed industrial buildings dating back to the establishment of the works in the 1820s: they incorporate specialist details associated with brewing and malting operations which are important to preserve.

3.5.4 While the buildings present a plain appearance at street level, they are important in establishing a building height appropriate to the containment of Roper Street. The engineering character of the structures relates not only to the factory site, but also to the railway viaduct and bridge and gives these elements particular value as an industrial group.



*Figure 49.* The Railway Bridge is a key element of spatial enclosure, related to the industrial architecture of the former Sarsons Vinegar works.

### **Tanner Street**

3.5.5 The Conservation area extends through Tanner Street between Bermondsey Street and Tower Bridge Road and for a short distance further east. Tanner Street was historically an important east-west route and developed much as the rest of the Conservation area with warehouses and tanneries in the 19th century. Now only a small area of that character remains east of Tower Bridge Road. There are examples of small warehouses typical of the Conservation area generally at nos. 45-47 and nos. 54-58. The remainder was cleared in the construction of Tower Bridge Road and following wartime damage: Tanner Street recreation ground now occupies the western end of the street, separating the sub area from Bermondsey Street. A mixture of uses and building types, such as the Raven at the Tower pub on the corner, adds to the working character of the area.

3.5.6 A number of gap sites existed in Tanner Street until filled by some good recent buildings. Particularly successful is the corner site at nos. 35-45, occupied by a light and airy new building by Weston Williamson. It observes key design parameters of the established scale and character of the area, composed in strong vertical modules, defined by simple horizontal lines at roof level, and with interest and movement at street level. Its Tower Bridge Road elevation turns quietly to meet the 1930s face of the Sarsons Vinegar works, which is undergoing radical refurbishment. Opposite at no. 42, a more restrained six-storey building in terracotta coloured panels and glass marks the street corner decisively, again using simple, rectilinear forms.

*Figures 50,51 & 52.* New corner buildings on Tower Bridge Road.

### **Townscape and views**

3.5.7 Views are contained within the linear form of the street and the railway bridge at the north is a dominant focus. At the bridge, the trees are particularly important in maintaining the visual line of Tower Bridge Road where Roper Lane sets back to the frontage of the former Sarsons' vinegar works. The enclosure of these structures creates a shaded street space, grouped with a listed red telephone box, York Stone paving and the granite sett surfaces below the railway arches. Glimpsed views through the arches to St. John's Churchyard north of the viaduct give additional visual interest.

*Figure 53.* Tower Bridge Road: visual closure and glimpsed views below the Railway Bridge.

**Landscape elements**

3.5.8 Tanner Street recreation ground has aspect over Tanner Street, but are otherwise enclosed by buildings. There is pedestrian access into Bermondsey Street at the western end but views into the gardens are blocked by walls and planting. Buildings on the north side of Tanner Street are critical to establishing the scale and enclosure of the gardens although they fall outside the Conservation Area. They are an important amenity for people living and working in the Bermondsey Street area and add to the vitality of the centre of the Conservation Area.

*Figure 54.* View over the gardens to the north side of Tanner Street, showing the importance of enclosure by buildings (which are outside the Conservation Area).

**Negative elements**

3.5.9 Significant recent redevelopment has taken place in the sub-area, particularly in relation to the Sarsons factory and new buildings on Tanner Street. Some gaps remain, particularly east of Tower Bridge Road, where the Conservation Area includes a security fenced car park next to nos. 1-4 Pope Street and a gap site between nos. 45 and 49,

**3.6 Sub Area 5 Grange Road / Tower Bridge Road (south)****Grange Road**

3.6.1 Grange Road includes on its south side three groups of late 18<sup>th</sup> and earlier 19<sup>th</sup> century buildings: the listed terrace of houses, Nos. 8 – 11, of which Nos. 8 and 9 are brick faced and Nos. 10 and 11 are stuccoed; Nos. 44 – 45, a pair of listed stock brick houses; and Nos. 47 – 57, two terraces of *circa* 1840 in stock brick with stuccoed ground floors. These groups are separated on the south side of the road by an over-scaled, 6-storey block of modern flats and a large open site (both outside the conservation area) but linked on the north side by 2 and 3 storey blocks, mostly of the 1890s, including , at the corner of Griggs Place, a good quality former street corner pub. The quality of the street is also enhanced by a number of mature plane trees.

3.6.2 The original Bacon's School was founded in 1703 by a local benefactor, Josiah Bacon. His first school building was erected in Grange Road in 1718. This was demolished in 1881 and replaced in 1891 with the present building at No. 12, which was designed by the architect Joseph Gale of Long Lane. The entrance archway incorporates an early 18<sup>th</sup> century niche, relocated from the earlier school, which originally contained a bust of the founder.

3.6.3 To the east is the large, Art Deco, Alaska Factory, recently the subject of an exemplary conversion, which still retains its distinctive gateway to Grange Road, dated 1869 and featuring what must be one of London's few architectural depictions of a seal, recalling the factory's original use.

## **Bermondsey Street Conservation Area**

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### **Bermondsey Street**

3.6.4 A key landmark in this sub area is the South London Mission, No. 256 Bermondsey Street. It is dated 1899 and 1900 and is richly adorned with terracotta dressings. It is important as helping to focus the triangle of open space at the junction of Bermondsey Street, Grange Road and Tower Bridge Road.

3.6.5 Adjacent to the South London Mission is the Marigold public house, an attractive mid 19<sup>th</sup> century brick and stucco pub with a glazed brick pub front.

### **Tower Bridge Road**

3.6.6 Despite its 18<sup>th</sup> century origins, little survives from that period in this part of Tower Bridge Road. However, Nos. 49 – 85 on the west side still appear to occupy historic plots and late 18<sup>th</sup> century fabric may survive in some of Nos. 51 – 61. Of the late 19<sup>th</sup> century buildings lining most of this side of the road, Manze's Eel, Pie and Mash shop at No. 87, which is listed grade II and whose 1895 shop front and interior survive largely unaltered, is noteworthy.

3.6.7 On the east side the buildings date mostly from the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. There are two noteworthy street corner public houses; the late 19<sup>th</sup> century The Hartley (formerly The Pagoda) on the corner of Webb Street; and the inter-War The George on the corner of Leroy Street in Truman's Brewery's distinctive brick and faience house style of the period.

### **Green Walk**

3.6.8 Green Walk defines the south western edge of the conservation area. It epitomised the Bermondsey area generally in as much as it combines in one short street a terrace of five small mid 19<sup>th</sup> century cottages and a massive 5 storey factory with conspicuous early 21<sup>st</sup> century additions.

3.6.9 The cottages, Nos. 1 – 5, are plainly detailed in stock brick with round arched ground floor openings and a high parapet.

3.6.10 As mentioned in section 2 above, the Jam Factory was built for Sir William Pickles Hartley between 1901 and 1909 in the style of a contemporary Lancashire textile mill. It is a good example of Edwardian industrial architecture, comprising three substantial red brick blocks and a prominent factory chimney. It has recently been converted into apartments and live / work units with distinctive glass and steel additions at roof level designed by Ian Simpson Architects.

### **Landscape elements**

3.6.11 Landscape features that enhance the quality of the street scene in this sub area include the decorative iron railings round the disused public convenience at the corner of Tower Bridge Road and Grange Road and the mature plane trees in Grange Road.

### **Negative Elements**

**Bermondsey Street Conservation Area**

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3.6.12 The block of flats on the south side of Grange Road between Wood's Place and Page's Walk, though outside the conservation area, is, at six storeys, conspicuously out of scale with this part of the street. This detrimental impact is compounded by the block's ill-proportioned neo-Georgian design.

## **4 AUDIT**

### **4.1 Listed buildings**

4.1.1 The list of buildings of special architectural or historic interest for Southwark was updated in September 1998. Detailed list descriptions are available from the Council. They are grouped in five main areas:

- Bermondsey Street, in five groups: east side 55-63, west side 86-78, west side 124-132, east side no. 173, and 2 Morocco Street / 2-4 Leathermarket Street;
- Grange Walk and Bermondsey Square (no. 67 is Grade II\* listed);
- Bermondsey Leather Market;
- The Sarsons Vinegar Works in Roper Lane off Tower Bridge Road;
- St. Mary Magdalene Church and churchyard.

4.1.2 This last group includes the Grade II\* classification of St. Mary Magdalene Church itself. In the churchyard are five listed tombs, the drinking fountain and an obelisk, the gates and gate piers opposite Purbrook Street, and the octagonal watch-house on the corner of Bermondsey Street and Long Lane.

4.1.3 An early red telephone box (K2 model) is listed on the green at Roper Walk. In the south-east of Tanner Street recreation ground is a listed drinking fountain, adapted from a turret on the tower of St. Olave's church, Tooley Street, to commemorate the opening of the recreation ground in 1929.

### **Key Unlisted Buildings and Building Groups**

4.1.4 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 include listed buildings in key groups.

#### **Sub Area 1 - Bermondsey Street north**

- 2-16 Crucifix Lane: a 3-storey 19th century residential group, with shop fronts; No. 2 is The Horns pub. The group forms a strong street frontage opposite the railway arches into London Bridge Station.
- 35-71 Bermondsey Street: including some listed buildings, a mixed group of 3-5 storey former warehouse and commercial premises, now all retail. They provide strong definition of street form.
- 46-62 Bermondsey Street: 3-4 storey warehouse buildings providing strong definition of street form. No. 60 is a recent building by Weston Williamson, given a Civic Trust Commendation, 2002.

## **Bermondsey Street Conservation Area**

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- 64-78 Bermondsey Street: listed three storey Georgian buildings, with shop fronts: strong architectural character and definition of street form.
- Tyers Gate: 2-6 (north side) are fine four storey commercial buildings with loading bays and a swing-gantry to the upper floors, and classical rusticated ground floors. On the south side are a 2-storey cottage, and three and four storey warehouse buildings. Together, the buildings form a narrow street approach into Leathermarket Gardens. No. 2 forms a strong corner onto Bermondsey Street.

### Listed Buildings

#### Buildings that make a positive contribution

*Figure 55:* Sub Area 1: Listed buildings and buildings that make a positive contribution to the area.

- 88-104 Bermondsey Street: form a 3 storey 19th century street block of consistent height and fenestration patterns. 90-94 have an additional mansard attic storey behind the roof parapet line. The ends of the block at nos. 88 and 104 are specifically designed corner façades.
- 101-109 Bermondsey Street: form a 3-4 storey street block, links to No. 2 Whites Grounds, with gables and loading bays at upper level. The “Honest Cabbage“ restaurant is a strong corner building with prominent chimneys, punctuating the southward street vista.
- Morocco Street/Leathermarket Street: 3 groups of 19th century warehouses. They form distinctive apex corners onto the street at the Morocco Store (1 Leathermarket Street) and the Gallery (2 Morocco Street). The buildings are 3 and 4 storey with many warehouse features remaining. Numbers 7-9 Leathermarket Street are modern buildings that extend the building line and provide frontage to Leathermarket Gardens (see below). The Morocco Store, at No. 1 Leathermarket Street is a very distinctive wedge-shaped corner building visible from Bermondsey Street.

### **Sub Area 1 - Bermondsey Street south**

- 112-142 Bermondsey Street: 3 storey 19th century brick terrace, some with mansard attic. As a group, they define the street with a façade of consistent storey heights and window proportions; nos. 124 to 132 (dated 1828) are listed. The original building at No. 120-122 is absent, leaving a gap to access warehouses behind. Numbers 124 to 132 have shop fronts; 134-140 are converted to residential with a heavily rusticated stucco ground floor. No. 142,

## **Bermondsey Street Conservation Area**

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on the corner of Lamb Walk, is poorly altered.

- 163-173 Bermondsey Street: are 3-4 storey factories and warehouses: No. 173 is a listed former cloth factory, and is a key corner element. The group's height is very dominating relative to the narrowness of the street at this point.
- 175-189 Bermondsey Street: include a 2-storey corner building to Newham's Row and 4 storey warehouses. The group closes views into Bermondsey Street from the south at a change of angle of the street alignment, and encloses a narrow street width with nos. 176-192 opposite.
- 206-214 Bermondsey Street and 253-255 Long Lane: lie at a key corner location. The dominant element, by virtue of its position on the corner, is the three-storey painted brick building at 253-255 Long Lane, now an antiques market.
- St. Mary Magdalene Church: strategically located on the bend in Bermondsey Street, and visible in long views along it in both directions. It also commands views from Tower Bridge Road across the open spaces of Bermondsey Square and the churchyard.
- The Bourne-Bevington drinking fountain: in St. Mary Magdalene churchyard, provides a focus for the churchyard space.
- 231-239 Long Lane: including a 3 storey 19th century pub at No. 231 (Simon the Tanner) with four well proportioned bays of fenestration. To the east, No. 239 is a 4-storey late 19th/early 20th century factory building, with a tall ground floor and half basement, fully glazed within shallow arched openings formed as a continuous arcade; the upper storeys have regular wide, rectilinear paned windows between brick pilasters. The building is separated from No. 231, but together the two emphasise the building line of the street and are linked by a wall and railing. They form good enclosure of the street, complemented by the mature trees and railings to the public gardens opposite.

Figure 56 Sub Area 2: Listed buildings and buildings that make a positive contribution to the area: Key as Figure 55.

### **Sub Area 2 - Grange Walk and Bermondsey Square**

- 1-8 Bermondsey Square: including the three storey listed Georgian houses at nos. 2-5. They form a fragment of the original residential square and provide a setting for the square itself. Modernised / rebuilt houses at nos. 6-8 provide some continuity in overall building height, but vary from the original in fenestration proportion and detail: they also have a mansard attic storey. No 1. is a 19th century warehouse building, now painted, with a central bay of loading doors and a chamfered acute-angled corner onto Tower Bridge Road.
- 5-14 Grange Walk: including 116 Tower Bridge Road (2 storey antique market). The core of the group is the listed 3 storey 17th century houses at nos. 5-11; 5-7 have prominent gables. They provide the distinctive 17th century character of the western end of Grange Walk.
- 15-32 Grange Walk: No. 15 is the former Girls Charity School and is a strong corner building; the remainder of the group is a very consistent early 19th century brick 2 storey terrace. The eastern end has a pair of stucco houses, and the former infants school, now residential (Grange Walk Mews).

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- 67 Grange Walk: the only remaining historic building on the north side of the street, and important in representing the original alignment of the street frontage, which is followed by new houses at 1-5 Melford Court. A fine 18th century house, it is Grade II\* listed.

*Figure 57: 67 Grange Walk: Grade II\* listed house on the north side of the street.*

- 34-40 Grange Walk: a simple early 19th century 2-storey brick terrace of houses, with arched windows to the ground floor. Sited at the change in angle of Grange Walk, they close views along the street.

### **Sub Area 3 – Weston Street area**

- 14-16 Melior Street and 50 Weston Street: a mixed group of 19th century 3 storey brick buildings that includes the Catholic Church at No. 16. The church and adjacent staff house have Venetian gothic style brickwork details, and the large gable with rose window and arched stone doorway below are strong elements in the street scene.
- 56-66 Weston Street and 37-43 Snowsfields: are a key 4 storey corner block, comprising shops, two storeys of yellow brickwork, a stuccoed fourth storey, and two attic levels in a mansard roof. The block has a distinctive octagonal domed corner turret marking the corner in street views.
- 60 Weston Street: comprises two narrow gabled warehouse buildings, three and four storey. No. 60 has central loading doors at each floor level and a swinging gantry.
- The Rose and 70-72 Weston Street: key corner pub on Snowsfields (provides punctuation of the southerly vista along the street), and adjacent warehouse block on east side of Weston Street. 70-72 Weston Street are 5 and 6 storey brick warehouses built hard on the street edge in plainly detailed brick. They provide height and mass to define the eastern side of the street.
- Guinness Trust Buildings, Snowsfields, dated 1897; in two groups: 115-144 adjacent to The Rose provide good street definition, with railings and trees on the street frontage that contribute to a mature street character. Building 1-114 forms a complete block with an internal semi-private court.
- Melior Place: is a group including The Horseshoe Inn, the Glasshouse Arts Studios, and Arthur's Mission on the corner of Snowsfields that encloses a small pedestrian space. Slightly detached is the 4-storey warehouse in Vinegar Yard. The buildings are disparate in form and use but, with the focus of the setting on The Horseshoe, they contribute to a distinctive and tightly defined space.
- 22 Leathermarket Street: a 4 storey commercial building with ground floor shop/trading front and loading bays above. The remaining element is in seven bays, semi-circular arched windows forming the top of each bay on the third floor, and with simply moulded stone cornice to a continuous roof parapet. There are a brick and stone detailed double-height entrance arch and the partial front wall of a demolished wing of the building to the right hand side. As a



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group, the buildings provide strong containment of the street and a setting to the listed buildings of the Bermondsey Leather Market opposite.

*Figure 58:* Sub Area 3: Listed buildings and buildings that make a positive contribution to the area: Key as Figure 55.

- Leathermarket including 11-17 Leathermarket Street: landmark corner buildings (see below). As a group, including the Leather Exchange pub, the buildings provide very important definition of both Leathermarket Street and Weston Street. The block closes vistas along both streets, and the architectural detail of the corner, in particular, with its red brick and Portland stone turret, is a focal point in these vistas. The detail and signage of the pub and its corner position also provide important punctuation of the Leathermarket Street vista.

Figure 59 The London Leather, Hide and Wool Exchange: George Elkington & Sons, 1878.

- 106 Weston Street: is a simple 1920s/30s 3-storey brick/Portland stone office building, marking the corner of Leathermarket Street.

### **Sub Area 4 - Tower Bridge Road (north)**

- 161-165 Tower Bridge Road (including 42 Tanner Street): are new buildings, 6-7 storeys in height, providing a strong backdrop and enclosure to the street behind prominent avenue trees.
- 160-168 Tower Bridge Road: including the 2 storey Raven at the Tower pub. 3 and 4 storey factory buildings; nos. 160-164 with set-back fifth storey. They provide a very strong backdrop and enclosure of the street in conjunction with the hotel opposite.

*Figure 60:* Sarsons' site viewed from Brunswick Court, showing the engine house chimney and industrial features that should be preserved.

- 167-169 Tower Bridge Road (Roper Lane): 2 storey factory buildings, forming 20th century frontage to early 19th century listed Vinegar Brewery buildings. Provides enclosure of treed street space formed by Roper Lane and Tower Bridge Road in front of the railway bridge. A new corner building by

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Weston Williamson at 35-45 Tanner Street now forms a very effective part of the block. The engine house chimney is a very visible element of the historic works complex, otherwise largely hidden from view behind street frontages.

- -174 Tower Bridge Road: modern light-red brick 4 storey commercial building, in warehouse style, with sweeping curved corner onto Tanner Street. The building provides a strong frontage and corner to Tower Bridge Road.
- 176 Tower Bridge Road: 3 storey brick commercial building, with plain arched windows and stone-detailed arched entrance door at street level, and contrasting fully glazed workshop floors above, with rectangular openings between narrow decorative pilasters. The building maintains the building line of development frontage onto Tower Bridge Road.
- 47 Tanner Street: a simple 3 storey 19th century warehouse building of solid brick detailing. It provides a strong reminder of the original frontage to the street where the loss of buildings has otherwise eroded its form and character.
- 3-9 Tanner Street: 4 storey warehouses, with gable facades, converted to residential (Swan Court). Provides frontage to Tanner Street and gardens.
- 31-33 Tanner Street: 3 storey factory building and adjacent new redevelopment. Provides frontage to Tanner Street and gardens.

### **Sub Area 5 – Tower Bridge Road (south)**

- 8-11 Grange Road: a group of late 18<sup>th</sup> or early 19<sup>th</sup> century listed 3 storey houses with basements.
- 44 and 45 Grange Road: two early 19<sup>th</sup> century listed houses, 44 with an Ionic portico, 45 with a Doric doorcase.
- 47-53 Grange Road: terrace of 7 early/mid 19<sup>th</sup> century stock brick houses with stucco ground floors and dressings.
- 54-57 Grange Road: terrace of 4 early/mid 19<sup>th</sup> century stock brick houses with stucco ground floors and cornice.
- The Alaska Factory, Grange Road: 1930s Art Deco factory replacing the 1869 Alaska Factory for dressing seal skins. Now converted to flats. The 1869 Gateway to Grange Road survives, featuring a seal in relief over the archway.
- 1-5 Green Walk: terrace of 5 mid 19<sup>th</sup> century cottages, plainly detailed in stock brick.
- 27 Green Walk, The Jam Factory: 3 large red brick blocks in the st
- The George public house, 40 Tower Bridge Road: inter-War street corner pub in Truman's distinctive brick and faience house style.
- The Hartley public house, 64 Tower Bridge Road: late 19<sup>th</sup> century street corner pub in red brick with prominent high level aedicule at the corner proclaiming its original name: The Pagoda.
- 87 Tower Bridge Road, Manze's Eel, Pie and Mash Shop: listed grade II, is notable for its 1895 shop interior and shop front.

### **Trees and planting**

4.1.5 The dense urban development of the Conservation Area precludes much planting outside the green spaces described. However, there are some key elements of “secondary” planting that contribute to the quality of the Conservation Area:

- Street trees in Melior Place, enhancing the intimate setting;
- Street trees in Snowsfields, in front of The Guinness Trust Buildings;
- Horse-chestnut tree at the corner of Bermondsey Street and White’s Grounds;

*Figure 61:* Sub Area 3: Listed buildings and buildings that make a positive contribution to the area: Key as Figure 55.

- Box hedge in the oval centre of Bermondsey Square;
- Bermondsey Street: street trees in the section of, south of Long Lane.
- Long Lane: mature trees in the gardens on the south side, creating a strong green canopy arching over the street;
- Grange Walk: garden planting behind low front boundary walls (although of inconsistent quality);
- Tower Bridge Road: strong avenue of street trees.

## **4.2 Environmental improvements**

4.2.1 The Conservation Area is seeing continued improvement of both buildings and street environment. Possible improvement schemes in the Conservation Area include work to be undertaken by private owners, by the local authority, and possibly in partnership. Property redevelopments should include the improvement to the adjacent public realm wherever possible.

4.2.2 Fuller development briefs may be appropriate in some instances; the following notes summarise their potential.

### **Bermondsey Street, Tanner Street recreation ground:**

4.2.3 Landscape scheme to mark the centre of the Conservation Area. The gardens at the corner of Tanner Street have the potential to be a more attractive focal space for the centre of the Bermondsey Street area. Improved landscape, lighting and seating could create a more lively and usable space, and could be related to improved access into the Tanner Street public gardens from Bermondsey Street.

4.2.4 Car park north of 139 Bermondsey Street: originally built up, but now more logically to be part of Tanner Street recreation ground;

### **Bermondsey Square:**

4.2.5 A street surfacing scheme to enhance the visual character of the area outside market days, and to deal with the storage of market stalls etc. This might include new buildings to provide the necessary accommodation and define the historic space (see 4.4.7).

**Grange Walk:**

4.2.6 New ground surfaces as an appropriate setting for the listed buildings.

**Melior Place:**

4.2.7 Flagstone paving and lighting to enhance the setting of The Horseshoe Inn.

**Roper Street:**

4.2.8 Preservation of street features and improvement of surfaces in association with redevelopment of the Sarsons factory.

**4.3 Improvements to buildings****Sub area 1 - Bermondsey Street**

- Concrete buildings at 156 to 170 Bermondsey Street: where the original self coloured facing remains, it is stained and bleak. Could be face-lifted (as the northern half);
- Warehouses and other buildings from 171 to 185 Bermondsey Street, including listed building at 173: buildings of architectural value, but requiring restoration / re-use;

**Sub area 3**

- 9-17 Vinegar Yard: 4 storey warehouse and surroundings in need of renovation;

*Figure 62: Vinegar Yard warehouse: any renovation should also consider the yards and spaces around it, which are currently used for car parking.*

- 22 Leathermarket Street and adjacent arch/building: remainder of former tannery works requiring renovation and re-use;

**Sub area 4**

- Sarsons' former vinegar works: a range of listed buildings in poor structural order, of specialist use and character, require sensitive re-use;
- Tower Bridge Road / Roper Street: frontage of Sarsons' former vinegar works: requires bringing into re-use, retaining historic elements.

**4.4 Potential development sites**

4.4.1 The Conservation Area includes many buildings in need of re-use and / or repair. In the main, the buildings themselves should remain, and any changes considered in the light of the guidance set out above. In some instances there is a case to be made for new buildings, either to fill gaps in the urban fabric, or to replace poor elements with more appropriate design.

4.4.2 The following examples are noted:

**Bermondsey Street:**

4.4.3 Gap site at 120 - 122 Bermondsey Street, with a narrow frontage onto the street, possibly accessible by building over the yard entrance.

4.4.4 Long term redevelopment of works yards at 144-152 Bermondsey Street to create street frontage. Development should relate to adjacent building heights of 3 storeys plus an attic storey.

4.4.5 Re-use and renovation of warehouses at 163-171 Bermondsey Street to preserve the buildings and to provide a more vibrant and attractive street environment.

**Long Lane:**

4.4.6 Building improvements (N.B. re-use of the extensive former fur processing works at No. 239) and infill of development gaps between Bermondsey Street and the "Simon the Tanner" pub.

**Bermondsey Square:**

4.4.7 It may be possible to re-introduce buildings to provide better containment of the space, particularly on the Tower Bridge Road side. Full restoration of the original extent of buildings around the square would probably be overdevelopment, and any loss of open space would have impacts on the operation of the New Caledonian Antiques Market.

*Figure 63:* North side of Bermondsey Square, 1935, showing enclosure between the square and Abbey Road, with glimpses to St. Mary Magdalene churchyard.

**Weston Street:**

4.4.8 Reconstruction of corner building at No. 50, and development of the gap site between nos. 50 and 56; possible infill development of 3 storeys (and an attic storey) to relate to adjacent buildings.

## **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 prescriptive 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 preservation of views and vistas, quality of boundary treatments, and visual impacts of utility areas such as parking, servicing and site access.

5.1.3 In the Bermondsey Street Conservation Area the main development pressures relate to changes of use of buildings and the renovation and re-use of architecturally valuable, but currently redundant, buildings. There should be no objection in principle to good new building design in the Conservation Area in contemporary styles and the following guidance seeks to promote modern design of quality, and to preserve and reflect the historical character of the area.

#### **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 work.

### **5.2 Development form and Urban morphology**

5.2.1 Renewal is taking place throughout the area as redevelopment, alteration and renovation. 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 to its character and any change must consider the basic principles that have determined it. As the appraisal discusses, the pattern originates from mediaeval times and is typified by narrow plots with building frontages positioned directly onto the street; this is most evident in Bermondsey Street but is applicable through most of the area. It has further developed with many interconnections to development blocks behind the main streets. The network of streets that results is not a perfect grid, but is typified by angles and changes of direction that are indicative of gradual evolution from the mediaeval period. It also accommodates frequent alley connections to yards behind buildings.

5.2.3 Development therefore can respond by:

- Maintaining the established or historic building line on the street – in most of the Conservation Area this means building on the boundary between the plot and the street;
- In Grange Walk, maintaining the front property boundary, which is defined by railings and low hedges and the building façades are set back – here it is important to restore and continue the street definition these elements create and under no circumstances to allow front areas to become used for car parking or other utility functions;
- Keeping utility areas behind the street frontages, accessed from the rear or through narrow passages under and between buildings – this includes car parking, garaging, service areas and private amenity space;
- Designing façades to echo the narrow module of the traditional building plot, creating strong rhythms with architectural elements along the street and expressing verticality.

### **Building form**

5.2.4 The common building forms in the Conservation Area also determine the way development and changes should take place. Through much of the area the dominant building type is 19th century warehousing of a small to medium scale, which adapts fairly readily to residential and other uses. However it does have particular characteristics which should be observed in conversion and new design:

- Heights of four or five storeys and not less than three – 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 street level. Extensions and changes to the basic roof form are generally unacceptable even where set back from parapet lines.
- Regular patterns of fenestration and a strong verticality;

- Hoists and other operational features that should be retained but not artificially introduced. Inappropriate adaptation of such features to “foreign” elements like balconies should be avoided.

5.2.5 Shops are a second important component of the Conservation Area. Some are purpose built (e.g. Snowsfields) but in Bermondsey Street they are adapted from 19th century houses. The principles of appropriate shop front design are discussed in the appraisal (3.1.6). In the conversion of warehouses to retail premises, it is not appropriate to alter the ground floor windows to shop windows ; it is important to retain the high sills and existing pattern of window and door openings in these building types. Upper floors should remain of a residential scale in fenestration and detailing.

5.2.6 There are limited numbers of residential buildings in the Conservation Area. In Grange Walk, the principles of external design for terraced housing are pointed out at 5.3.3 and common principles for observing fenestration patterns and rooflines apply as well as the special issue of front boundary treatment. A good model for residential apartment schemes is the Guinness Trust development in Snowsfields. These follow similar principles of consistent fenestration patterns, rooflines and building lines as the warehouse house building type, with the additional importance of well-defined and detailed front boundaries.

### **New design in the Conservation Area**

5.2.7 There are some good examples of the sensitive restoration and adaptation of former commercial buildings for retail and residential use in the Conservation Area. Examples in Morocco Street retain the overall form and detail of the original warehouse frontages. By comparison, new development neighbouring the Conservation Area in Brunswick Court has adopted a “warehouse style” but to the basic proportions of modern speculative housing rather than to the special characteristics dictated by original warehouse uses.

5.2.8 Elsewhere in Southwark, the success of modern design in conservation areas comes not from aping the style of 19th century warehouses, but in building on the unique townscape opportunities of density and height that the development pattern affords. The most effective modern designs are those which employ a crisp simplicity of form and materials, echoing the functionality of the earlier environment in a modern idiom. By consciously adopting a clear design ethos, such examples sit more happily in the Conservation Area than more complex and self-consciously themed designs.

5.2.9 Notable examples of good recent buildings in the Conservation Area are mentioned in Section 3, above. 60 Bermondsey Street (3.2.4) is a discreet building infilling a former gap in the street scene, while 35-45 Tanner Street is a new focal buildings at a prominent street corner: both are by architects Weston Williamson.

5.2.10 The radical remodelling of 79 Bermondsey Street by Ricardo Legorreta for Zandra Rhodes is another approach to new work in the Conservation Area (3.2.5). The boldness of colour and form brings vitality and interest to the street, replacing a building which offered very little, but such responses have to be handled carefully and sparingly to be effective. The concept of colour to enliven buildings, which Legorreta demonstrates, might be extended to some other locations, such as 156-170 Bermondsey Street (3.2.9).



### **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 realm that development and improvement should address are:

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

#### **Boundaries**

5.3.2 In most parts of the Conservation area, the boundary of the public realm is the building façade, and the quality of design is of paramount importance (but see also the note on Grange Walk at 5.2.2). Interesting places are generally characterised by “active edges”, i.e. where there is stimulus and interaction between the public realm and buildings. This can be by direct access or through visual connection (windows, and shopfronts for example). Even in quiet areas, windows and doors at street level provide a level of activity, and promote better surveillance of the street.

#### **Ground surfaces**

5.3.3 There are no comprehensive enhancement schemes for ground surfaces in the Conservation Area at present. The original materials exist in a few locations, and are a simple combination of natural flagstone pedestrian areas, stone sett carriageways, and granite kerbs. (Granite kerbs are widespread and should be retained).

#### **Trees and street furniture**

5.3.4 Trees are of importance in “bulking out” some of the key spaces in the Conservation Area (e.g. Leathermarket Gardens, Tanner Street) and to define lines of sight and movement (e.g. Tower Bridge Road). There may be some scope for new street trees in relation to new development and public realm improvement. Semi-mature specimens planted with tree guards are to be preferred to saplings, to have greater resistance to damage and a stronger visual impact.

5.3.5 A modern street furniture range has been adopted for the Conservation Area, and its use should be extended throughout the area. Simple street lamp designs will usually be most effective, practical yet not utilitarian in style, appropriate to the Conservation Area’s industrial heritage, and avoiding “Victoriana” clichés.

### **5.4 Improvements and repairs**

#### **Materials**

5.4.1 Choice and use of materials can have a significant effect on the character and appearance of the 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 wherever possible, and if replacements

## **Bermondsey Street Conservation Area**

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are necessary because of decay or damage, materials are chosen to match the originals as closely as possible in both appearance and performance.

5.4.2 The use of natural, traditional materials will be encouraged and expected, particularly on listed buildings. 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**

5.4.3 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 repainting 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 refixing 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**

5.4.4 Where original elements exist they should wherever 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 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.

5.4.5 At the same time, there is the opportunity to introduce more colour, in the repainting of doors, shopfronts and retained mechanical features. Subdued and darker shades of red, green or blue can provide a highlighting theme, without being garish.

5.4.6 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 that detrimentally affect the character or appearance of a building, the Council will consider their replacement with appropriate traditional designs. The use of modern materials such as aluminium or UPVC is inappropriate and not acceptable on historic buildings.

### **Roofs**

5.4.7 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 Conservation Area. Natural slates

## **Bermondsey Street Conservation Area**

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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.

5.4.8 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**

5.4.9 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 in texture, size and colour and should be laid in an appropriate bond to match the existing.

5.4.10 The most dominant visual components of the brick façades 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 a 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.

5.4.11 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.

### **Useful Contacts:**

General advice concerning conservation areas and the planning process can be obtained by calling in person at the following address:

Planning Enquiries,  
Walworth One Stop Shop,  
Wansey Street,  
London SE 17

Or by telephoning for advice on:

- |                                |               |
|--------------------------------|---------------|
| • General Planning Enquiries   | 0207 525 5403 |
| • Conservation and Design Team | 0207 525 5448 |
| • Archaeology Officer          | 0207 525 2963 |
| • Planning Enforcement         | 0207 525 0512 |
| • Building Control             | 0207 525 2400 |
| • Tree Section                 | 0207 525 2000 |

### **Other Useful Contacts:**

## Bermondsey Street Conservation Area

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English Heritage,  
London Region,  
1 Waterhouse Square,  
138-142 Holborn,  
London EC1N 2ST 0207 973 4000 [www.english-heritage.org.uk](http://www.english-heritage.org.uk)

Society for the Protection of Ancient Buildings,  
37 Spital Square,  
London E1 6DY 0207 377 1644 [www.spab.org.uk](http://www.spab.org.uk)

Ancient Monuments Society,  
St. Ann's Vestry Hall,  
2 Church Entry,  
London EC4V 5HB 0207 236 3934 [www.ancientmonumentsociety.org.uk](http://www.ancientmonumentsociety.org.uk)

Georgian Group,  
6 Fitzroy Square,  
London W1R 5DX 087 1750 2936 [www.georgiangroup.org.uk](http://www.georgiangroup.org.uk)

Victorian Society,  
1 Priory Gardens,  
Bedford Park,  
London W4 1TT 020 8994 1019 [www.victoriansociety.orgg.uk](http://www.victoriansociety.orgg.uk)

Twentieth Century Society,  
70 Cowcross Street,  
London EC1M 6EJ 0207 250 3857 [www.c20society.org.uk](http://www.c20society.org.uk)

### Further Reading:

- Ashurst J and N – Practical Building Conservation, vols 1 to 5 (1988)
- Boast, M – The Story of Bermondsey, (London Borough of Southwark. 1998)
- Brereton, C – The Repair of Historic Buildings: Principles and Methods (English Heritage, 1991)
- Cherry, B and Pevsner, N – The Buildings of England, London 2: South (1983)
- English Heritage – Streets for All (2000)
- Godely, R.J. – Southwark: A History of Bankside, Bermondsey and The Borough (1996)
- HMSO - Planning Policy Guidance Note 15 [PPG 15]: Planning and the Historic Environment (1994)
- HMSO – Planning Policy Guidance Note 16 [PPG 16]: Archaeology and Planning (1990)
- 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).



## Borough and Bankside Community Council

**CASE OFFICER REPORT RECORD SHEET**

Proposed Kings Bench Conservation Area	<b>Ward</b> Cathedral
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**Case Officer:** Aine McDonagh

**Recommendation proposed by Case Officer:**

Signed \_\_\_\_\_ date \_\_\_\_\_

**Recommendation cleared by Team Leader / Group Manager:**

Signed \_\_\_\_\_ date \_\_\_\_\_

**Recommendation cleared by Development and Building Control Manager:**

Signed \_\_\_\_\_ date \_\_\_\_\_

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**Recommendation NOT cleared by Team Leader / Group Manager OR  
Development and Building Control Manager**

Signed \_\_\_\_\_ date \_\_\_\_\_

**Reason Recommendation NOT agreed:**

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**Decision made by Planning Committee / Community Council**

Signed \_\_\_\_\_ date \_\_\_\_\_

<b>Item No.</b>	<b>Classification:</b> Open	<b>Date:</b> December 2 2009	<b>Meeting Name:</b> BOROUGH AND BANKSIDE COMMUNITY COUNCIL
<b>Report title:</b>	<b>Proposed Kings Bench Conservation Area</b>		
<b>Ward(s) or groups affected:</b>	Cathedrals		
<b>From:</b>	HEAD OF DEVELOPMENT MANAGEMENT		

## PURPOSE

To consider the results of the public consultation on the extension to the proposed Kings Bench Conservation Area as authorised by the Community Council at their meeting on the 23<sup>rd</sup> July 2009.

## RECOMMENDATION

1. That Members provide Planning Committee with comments on the proposed designation of the Kings Bench Conservation area, including the extended area, shown on the plan at Appendix 1 as being of special architectural or historic interest.
2. That Members recommend to Planning Committee the designation of the Kings Bench Conservation Area including the extended area shown on the Plan at Appendix 1.
3. That Members provide comments on, and recommend for adoption the Conservation Area Appraisal for the Kings Bench Conservation Area as set out in Appendix 5.

## BACKGROUND

4. On 14 May 2008 the Community Council considered a report recommending that public consultation be undertaken on a proposal to designate the Kings Bench Conservation Area. A copy of the report is Appendix 2.
5. A public meeting was held in St. Alphege Church Hall on the 15<sup>th</sup> July 2008. There were 16 attendees. All of those attending positively supported the proposal to designate the conservation area. Some comments were made with regard to the boundary to the south and the possible inclusion of Belvedere Buildings. Most attendees supported the proposals as they felt that it was important to safeguard the area from unsympathetic development. No objectors attended the public meeting.
6. Letters were sent to all of the owner/occupiers of properties in the immediate conservation area and a wider boundary around the proposed area (Appendix 4) giving a six week consultation period and including a copy of the proposed boundary as well as letting consultees know that copies of the Conservation Area Appraisal would be available at the Council offices and the John Harvey Library.
7. A report to consider the results of the public consultation on the proposal to designate Kings Bench Conservation area went to Borough and Bankside Community Council

on 23<sup>rd</sup> July, a copy of this report is in Appendix 3. Consideration was given to the 54 responses which were received. 51 of those supported the proposed designate and 3 objected. The responses were analysed and no representations were received concerning the draft conservation area appraisal.

8. As a result of the responses to the consultation, requests were made from residents of Belvedere Buildings to extend the proposed conservation area to include Belvedere Buildings, a street of mainly Victorian houses, which links Blackfriars Road with Webber Street, further consultation was carried out by writing to all those owner/occupiers within the extended area. 151 letters were sent out on the 7<sup>th</sup> September 2009 to invite comments on the extension with a closing date for response by 30<sup>th</sup> September, a copy of the letter is appended in Appendix 4.
9. In 2005 English Heritage published guidance on conservation area appraisals. 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. The draft Kings Bench Conservation Area Appraisal has been up-dated to include the proposed extension to the conservation area and is appended in Appendix 5.

## POLICY IMPLICATIONS

10. Policy 3.15, Conservation of the Historic Environment, is as follows: *“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.”

11. Policy 3.16 – Conservation Areas of the Southwark Plan states that, *“within conservation areas development should preserve or enhance the character or appearance of the area”*. After setting out the criteria governing proposals for new development or alterations and designates in conservation areas, this policy continues: *“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 ... it can be demonstrated that:*

- *The 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, providing 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.”*
12. Policy 3.18 – Setting of Listed Buildings, Conservation Areas and World Heritage Sites states, *inter alia*, that, “*permission will not be granted for developments that would not preserve or enhance:*
- *The setting of a Conservation Area; or*
  - *Views into or out of a Conservation Area.”*
13. There is a Planning Policy proposal to incorporate all of the Conservation Area Appraisals into Supplementary Planning Documents to strengthen their statutory weight. This is currently programmed for 2010.
14. 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.

### **CONSULTATION**

15. There was one response from the owner of a building on Southwark Bridge Road to the proposed conservation area extension. He was concerned that the proposals would affect his plans to install solar panels on the roof of his house. However, having had assurance that, in line with the GDPO (amendment) 2008, he can erect a solar panel if it is on a single family dwelling house and it is not visible from the highway, he did not therefore object to the Conservation Area extension.

### **FACTORS FOR CONSIDERATION.**

#### **Resource Implications**

16. The proposed extension to the Kings Bench conservation area could generate additional casework for planning staff. However, what is proposed is a 3,380 sq m extra area to that already proposed and the 39 conservation areas already designated in the borough, which will not result in significant increased resource implications for the staffing of the Regeneration Department.

### **CONCLUSIONS**

17. The single response to the proposed extension to the Kings Bench conservation area has been favourable, subject to the considerations set out above. It is considered that the whole of the area outlined on the plan at Appendix 1 is of special

architectural or historic interest. It is therefore recommended that the Community Council recommend formally to the Planning Committee that it be added to the Conservation Area.

### **LOCAL AGENDA 21 (sustainable development) IMPLICATIONS**

18. The conservation area initiatives proposed in this report will contribute to sustainability by promoting respect and care for historic buildings and heritage areas in Southwark.

### **COMMUNITY IMPACT IMPLICATIONS**

19. In line with the Council's Community Impact policies, the impact of the Kings Bench Conservation Area, which is recommended in this report, has been assessed with regard to local people in respect of their age, disability, faith / religion, gender, race and ethnicity and sexual orientation.
20. The designation of a conservation area introduces some additional controls to the planning process: conservation area consent is required for the demolition or substantial demolition of unlisted buildings in the conservation area, and the Council has a duty to have regard to the special architectural or historic interest of the area in determining any planning applications affecting it. However, these controls apply equally to all members of the community and there are no less good implications for any particular communities or groups.

### **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

#### **LEGAL IMPLICATIONS**

21. This report recommends that Members provide comments to Planning Committee on the proposed designation of the Kings Bench conservation area as extended following consultation and shown on the Plan at Appendix 1.
22. In addition members are asked to comment on the Conservation Area Appraisal and recommend adoption of the same to Planning Committee.
23. Section 69(1) 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.
24. Government guidance on conservation areas can be found in PPG 15 "Planning and the Historic Environment". This advises that it is the quality and interest of areas, rather than of individual buildings, which should be the prime consideration in identifying conservation areas. 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.
25. 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.

26. Members should be aware that when they consider the results of consultation, the Council must be prepared to give genuine consideration to the views expressed in making its decision. This does not mean that the authority is bound to act on the views expressed by consultees, nor that members should not reach their own conclusions on the basis of all the evidence available to them.
27. If following Member's comments the Planning Committee resolve to designate the area shown at Appendix 1 as a conservation area, it is the date of the resolution that is the date of designation.
28. Once such an area has been designated or extended, however, the Council must place an advertisement in at least one local newspaper and in the London Gazette. The Council must also notify the Secretary of State and English Heritage of the designation. It would also be sensible to notify the owners of property in that area as soon as possible after designation.
29. With regard to the adoption of the Conservation Area Appraisal Members are advised that it is good practice to publish the Appraisal, and guidance to that effect can be found in English Heritage's Guidance on Conservation Area Appraisals.
30. The draft appraisal for the Conservation Area Appraisal and also the Conservation Area Extension are brought before Members in accordance with Part 3H paragraph 3 of the Constitution under the heading "Consultative/non-decision making" which requires Members to comment to Planning Committee on the adoption of Conservation Area Appraisals and also designations of Conservation Areas. The decision to adopt the Appraisal and also designate the Conservation Area is reserved to Planning Committee alone.

## 1.1 BACKGROUND DOCUMENTS

### APPENDICES

No.	Title
Appendix 1	Plan showing the proposed boundary for the designate to the Kings Bench Conservation Area
Appendix 2	Report to Borough and Bankside Community Council Mmay 2008.
Appendix 3	Draft amended Kings Bench Conservation Area Appraisal
Appendix 4	Consultation letter to owner/occupiers of proposed and wider area.
Appendix 5	Photos of proposed conservation area

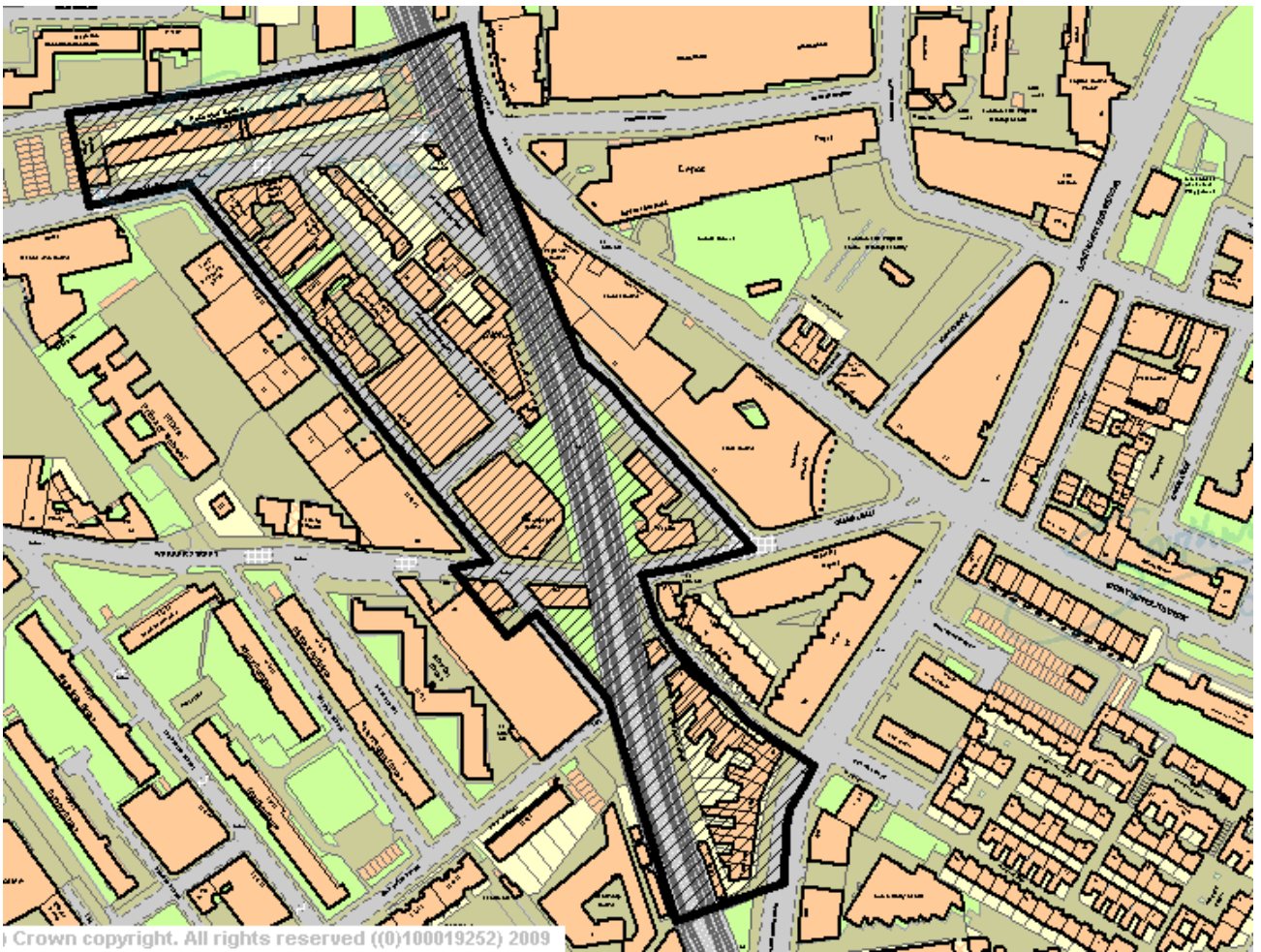
### AUDIT TRAIL

*This section must be included in all reports.*

<b>Lead Officer</b>	
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	Michael Tsoukaris	
<b>Report Author</b>	Aine McDonagh	
<b>Version</b>		
<b>Dated</b>		
<b>Key Decision</b>	Yes	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES/</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Strategic Director for Legal and Democratic Services	Yes	Yes
Finance Director	No	No
<b><i>Date final report sent to Community Council</i></b>		

Appendix 1



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## Appendix 2

<b>Item</b>	<b>Classification</b>	<b>Committee</b> Borough and Bankside Community Council	<b>Date</b> 14 <sup>th</sup> May 2008
<b>From</b> HEAD OF DEVELOPMENT CONTROL	<b>Title of Report</b> Proposed King's Bench Conservation Area		
<b>Proposal</b> Proposed conservation area designation and appraisal for Kings Bench Conservation Area	<b>Wards</b> Cathedrals		

**RECOMMENDATION**

1. That members consider a proposal to designate the Kings Bench Conservation Area as shown in Appendix 1.
2. That the Council carry out public consultation with local residents and businesses to obtain their view on the designation of Kings Bench Conservation Area.
3. That members comment on the draft Conservation Area Appraisal and map of the proposed conservation area boundary.

**BACKGROUND**

4. The proposed Kings Bench conservation area is an enclave of mixed use primarily solid brick built buildings overshadowed by the sweeping arches of the railway viaduct. The area is characterised by low level larger industrial buildings to the south and social housing and religious uses to the north. The scale and uniformity of character of the area sets it out from its hinterland of larger scale office development.
5. The proposed conservation area is in close proximity to the higher land values of Bankside and Blackfriars and there is considerable pressure for redevelopment. There are two major applications relating to the demolition of buildings within the proposed conservation area, one for the redevelopment of nos.33-38 Rushworth Street through to 1-7 Kingsbench Street and the other 38-40 Glasshill Street, (set out in paragraph 5.6).
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. It is considered that this area has a quality and interest that merits its designation as a conservation area. The particular mix of industrial and social housing/religious uses and the characteristic predominantly yellow stock brick structures as well as its domestic scale and interesting vistas framed by arches make it an area worthy of designation.

- 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 proposed for designation includes King's Bench Street, the buildings surrounding it, and some of the streets adjacent to it, including Glasshill Street, Rushworth Street parts of Pocock Street to the north and Webber Street to the south. The main boundary to the west is the strong architectural structure of the railway viaduct. The proposed boundary is shown on the plan at Appendix 'A'.

## **2 KEY ISSUES FOR CONSIDERATION**

### **The Character and Appearance of the Area.**

- 10 The proposed conservation area is characterised by solid brick facades and a sense of enclosure around the original 1790's street plan. The original street plan morphology predates the buildings and even has the later 1860's railway line superimposed across it. The predominant two to three storey height of the buildings lends an homogenous sense of scale to the area which rises to the north on the busier Pocock Street.
- 11 Although the special quality of the area is the main reason for designation, rather than the individual buildings, there are many buildings of architectural and historic quality, including the 1820's Grade II listed Draper's Alms Houses on Glasshill Street, the 1890's Grade II listed Ripley and Merrow Buildings for the LCC's housing branch and the former Convent of Reparation, 1912 designed by Sir Walter Tapper.
- 12 The vistas within and out of the conservation area are also of considerable merit, particularly those framed by the substantial brick arch on Pocock Street and the cast iron lattice structure holding the railway bridge above Glasshill Street. The views north are terminated by a very handsome London Corporation 1938 block.

## Outstanding Schemes

- 13 The proposal for 33 -38 Rushworth Street (07/AP/2938) for the demolition of the two storey building and the erection of a part three, part five storey building comprising 2,375 sqm to provide 6 x 2 bed flats and 2x 3 bed flats was refused on 20/3/08, mainly because the proposal was not in keeping with the urban context as it was overbearing in its massing and offers poor street frontage and access. An application for 38-40 Glasshill Street (07/AP/1796) was refused on the 24/10/07 for the demolition of existing buildings with the retention of existing facades to The Almshouses and Kings Bench Street and erection of a part two, three, four and five storey building comprising four commercial units (Class B1 office) at ground and first floor and 5 three bedroom and 3 two bedroom flats on the upper floors with terraces. An appeal has been lodged for this application. There are no other outstanding schemes for sites or buildings within this area.

## Policy Implications

- 14 Policy 3.15, Conservation of the Historic Environment, is as follows: *“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.”

- 15 Policy 3.16 – Conservation Areas of the Southwark Plan states that, *“within conservation areas development should preserve or enhance the character or appearance of the area”*. After setting out the criteria governing proposals for new development or alterations and extensions in conservation areas, this policy continues: *“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 ... it can be demonstrated that:*

- *The 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, providing 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.”*



- 16 Policy 3.18 – Setting of Listed Buildings, Conservation Areas and World Heritage Sites states, *inter alia*, that, “*permission will not be granted for developments that would not preserve or enhance:*
- *The setting of a Conservation Area; or*
  - *Views into or out of a Conservation Area.”*
- 17 There is a Planning Policy proposal to incorporate all of the Conservation Area Appraisals into Supplementary Planning Documents to strengthen their statutory weight. This is currently programmed for 2010.

### Community Impact Statement

- 18 The proposed 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.
- 19 The proposed 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.

## 3 RESOURCE IMPLICATIONS

- 20 Notifying the public of the designation of the King's Bench Conservation Area will not result in resource implications for the staffing of the Regeneration Department.
- 21 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.
- 22 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

## 4 LEGAL IMPLICATIONS

- 23 This report recommends that the Planning Committee be recommended to designate a Kings Bench conservation area and to adopt the text of a draft conservation area appraisal.
- 24 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.

- 25 Government guidance on conservation areas can be found in PPG 15 “Planning and the Historic Environment”. This advises that it is the quality and interest of areas, rather than of individual buildings, which should be the prime consideration in identifying conservation areas. 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.
- 26 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.
- 27 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.

#### 4.1 BACKGROUND DOCUMENTS

#### 4.2 Appendix A: Plan showing the proposed boundary for the Kings Bench Conservation Area, including extensions proposed during the consultation.

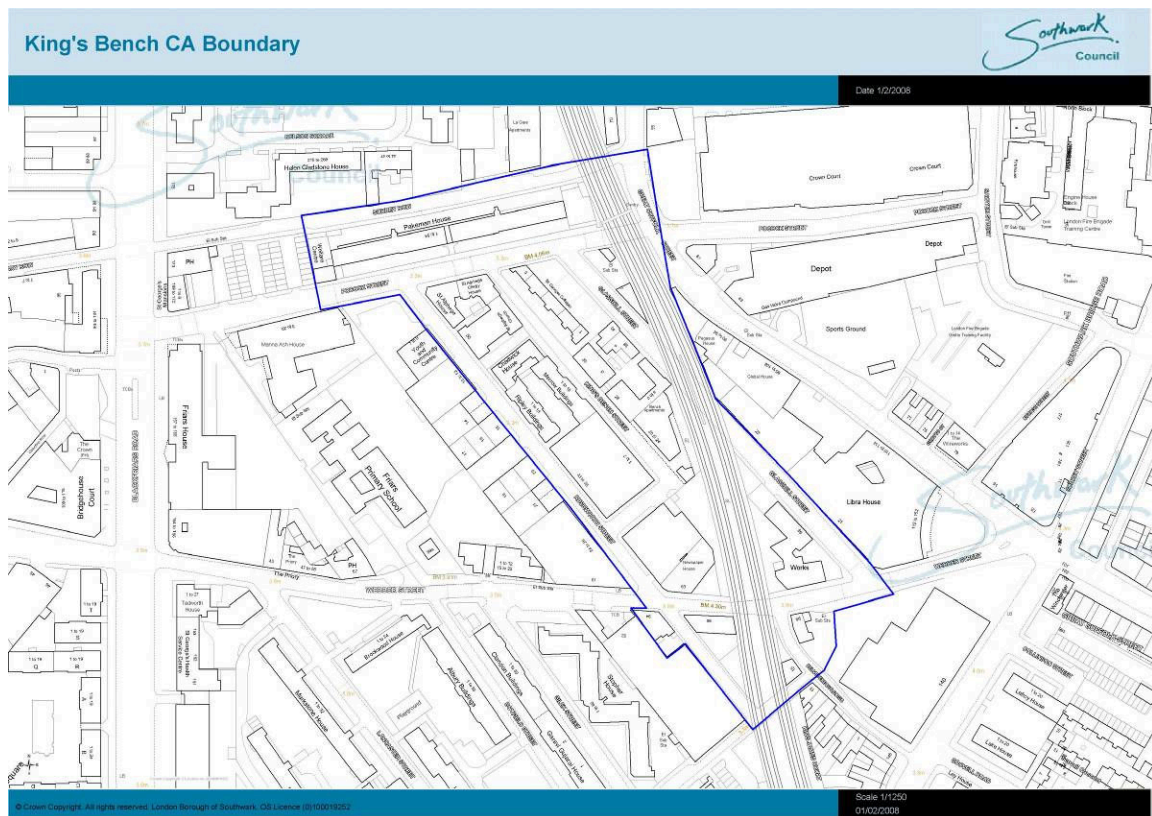
Appendix B: Draft Conservation Area Appraisal

#### AUDIT TRAIL

*This section must be included in all reports.*

.3.1.1 Lead Officer	Gary Rice
Report Author	Aine Mc Donagh Paul Calvocoressi
Version	
.3.1.1.1.1 Dated	30 April 2008

.3.1.1.1.2	Key Decision	Yes	
.3.2 CONSULTATION WITH OTHER OFFICERS / DIRECTORATES/			
.3.2.1.1	Officer Title	Comments Sought	.3.3 Comments included
Strategic Director for Legal and Democratic Services		Yes	Yes
Finance Director		No	No
.3.3.1 final report sent to Community Council		Date	



### Appendix 3

<b>Item No.</b>	<b>Classification:</b> Open	<b>Date:</b> 23 <sup>rd</sup> July 2009	<b>Meeting Name:</b> BOROUGH AND BANKSIDE COMMUNITY COUNCIL
<b>Report title:</b>	<b>Proposed Kings Bench Conservation Area</b>		
<b>Ward(s) or groups affected:</b>	Cathedral		
<b>From:</b>	HEAD OF DEVELOPMENT CONTROL		

#### PURPOSE

To consider the results of the public consultation on the proposal to designate Kings Bench Conservation Area as authorised by the Community Council at their meeting on 14<sup>th</sup> May 2008.

#### RECOMMENDATION

That the Community Council considers that the area shown on the plan at Appendix 1 is of special architectural or historic interest and supports the designation of the Kings Bench Conservation Area, as shown at Appendix 1.

#### BACKGROUND

- 1 On 14 May 2008 the Community Council considered a report recommending that public consultation be undertaken on a proposal to designate the Kings Bench Conservation Area. A copy of the report is Appendix 2.
- 2 A public meeting was held in St. Alphege Church Hall on the 15<sup>th</sup> July 2008. There were 16 attendees. All of those attending positively supported the proposal to designate the conservation area. Some comments were made with regard to the boundary to the south and the possible inclusion of Belvedere Buildings. Most attendees supported the proposals as they felt that it was important to safeguard the area from unsympathetic development. No objectors attended the public meeting.
- 3 Letters were sent to all of the owner/occupiers of properties in the immediate conservation area and a wider boundary around the proposed area (Appendix 4) giving a six week consultation period and including a copy of the proposed boundary as well as letting consultees know that copies of the Conservation Area Appraisal would be available at the Council offices and the John Harvey Library.
- 4 54 responses have been received. 51 of these supported the proposed designate and 3 objected. The responses are analysed in more detail below. No representations were received concerning the draft conservation area appraisal.
- 4 Section 69 of the Planning (Listed Buildings & Conservation Areas) 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 it 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 further designation of conservation areas is called for. It is considered that this area has a quality and interest that merits its designation as a conservation area.

- 5 In 2005 English Heritage published guidance on conservation area appraisals. 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.
- 6 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.
- 7 A conservation area imposes additional controls on owners of buildings. In addition to the need for applicants and the Council to pay special attention to the character and appearance of the area, consent is required for demolition and for work to trees.

## POLICY IMPLICATIONS

- 8 Policy 3.15, Conservation of the Historic Environment, is as follows: *"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."

- 9 Policy 3.16 – Conservation Areas of the Southwark Plan states that, *"within conservation areas development should preserve or enhance the character or appearance of the area"*. After setting out the criteria governing proposals for new development or alterations and designates in conservation areas, this policy continues: *"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 ... it can be demonstrated that:*

- *The 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, providing 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.”*

10 Policy 3.18 – Setting of Listed Buildings, Conservation Areas and World Heritage Sites states, *inter alia*, that, “*permission will not be granted for developments that would not preserve or enhance:*

- *The setting of a Conservation Area; or*
- *Views into or out of a Conservation Area.”*

11 There is a Planning Policy proposal to incorporate all of the Conservation Area Appraisals into Supplementary Planning Documents to strengthen their statutory weight. This is currently programmed for 2010.

12 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.

## CONSULTATION

13 As mentioned above, 54 responses were received to the consultation. Of the 51 in support, 17 replied with comments, one of these with 23 signatures, and 11 without comment. The 17 letters and emails in support of the designation of the conservation area include the following comments:

### **In support of the proposed designation:**

14. **8 Ripley House:** *“I am delighted about the opportunity to create a conservation area. I have lived here for three years and have admired its architectural heritage. I do appreciate the uniqueness of the historical buildings very much and see that the project can preserve traces of history/city development in contrast to highly modern*

*buildings in the neighbourhood, as around the Tate, Great Suffolk Street, Union Street etc.”*

**12 Merrow House:** *“We would like to support the above Area. Too many areas of historical and architectural interest are being demolished to make way for these horrible “Legoland” buildings plus the rotten B1 units which develop into mini-factories plus all sorts of pollution. Let us retain our heritage and with it the pride of being a conserved area.”*

**68 Ionian Building:** *“I think it is important to preserve this unique area. Too much has already been destroyed with new flats and commercial development.”*

**Residents of Belvedere Buildings (24 signatures):** *“ While we are in favour of the newly designated conservation area, we feel that it should be widened to take in all of Belvedere Buildings and the row of adjoining Victorian houses on Southwark Bridge Road. We feel our street is of importance and is an area of special architectural of historic interest. It deserves to be conserved.”*

**Flat 20 59 Webber Street:** *“Too much of the area has already been lost.”*

**Letter of support from anonymous resident:** *“As a local resident I am happy here in central London. We have a community, a real one. I’m fed up of you outsiders trying to change our way of life because you think the land is valuable. Please leave us alone; if we want stuff then our TA will tell you.”*

**5 St Georges Cottages:** *“There is currently an application for full planning permission for 38-40 Glasshill Street which would effectively demolish the Rowland Hill Almshouses. Couldn’t the PO Stamp Museum/ Fortress across Glasshill Street buy their founded Almshouses and convert it into a public postage stamp museum and shop etc. This could be unique and bring in tourists from all over the world.”*

**222 Helen Gladstone House:** *“Obviously I support the conservation area. There have been enormous buildings going up since 1995. I had a heart attack over the noise of Pocock Street Hostel in 2000. The students and I can now see into each others rooms causing noise all night long in August. Overcrowding making this into New York, its hell on earth. More green spaces please. Living opposite Pockcok Street I dont think it is a good idea to destroy St. Alphege House or St. Alphege Clergy House. There should now be many years rest, they have done a lot of building work, that’s why Pakemen House should be left. I’m all for trees and green spaces and wooden benches.”*

**225 Helen Gladstone House:** *“The area has a lovely old church house that should not be destroyed. Also since 1995 there has been non stop building noise, this is bad for health.”*

**2 Bench Apartments, Kings Bench Street:** *“Thank goodness someone has recognised the aesthetic (albeit not pretty) value of this area. A well observed and practical study which should serve the area well. Thank you”.*

**Flat 5, 5A Webber Street:** *“Fantastic! Maybe this will be the end of all those hideous Galliard Homes style developments the council keeps approving.”*

**50 Pakeman House:** *“These areas should be kept as they are. We have far too many large buildings springing up in the area, at least with a conservation area we will have no more large construction going up.”*

**11 Belvedere Buildings:** *“I am in favour of the conservation area. I feel that Belvedere Buildings should be included in the conservation area and as such the area needs to be broadened.”*

**56 Stopher House, 90 Webber Street:** *“There has been a substantial amount of high(ish) building in the immediate area, so to preserve the remaining area a conservation area makes a deal of sense.”*

**21 Sumner Buildings:** *“I support the proposals that the Kings Bench area should be designated a conservation area. I have lived in this part of north Southwark for 12 years and I consider it to be an area of special architectural and historic interest. I strongly support any move to preserve or enhance the particular and historic character of the area.”*

**24 Park Street:** *“I support the kings bench Conservation Area because I am familiar with the area and I know from living where I do for the last 15 years how significant it is for a community when they are supported by living in a conservation area.”*

**8 Pickfords Wharf:** *“As a local resident of 14 years and member of the Bankside Residents Forum I am very much concerned about and involved in development issues, I support this designation.”*

11 other letters of support, without elaboration, were received from **22 Kings Bench Street, 11 The Bench, 96 Webber Street, 7 Aylwin Estate, 18 Sumner Buildings, 7 Tyers Gate, 3d St George’s Cottages, Glasshill Street, 3 King James Court, 151 Walworth Road, 13 Pakeman House, and 8-16 Pockock Street**

## 15 Response to letters of Support

The main thrust of the comments has welcomed the proposal to designate the conservation area with a request to include Belvedere Buildings which is presently to the south of the proposed conservation area between Webber Street and Southwark Bridge Road. Having carried out a further survey it is thought that the buildings on the western side of the street merit being included into the conservation area. These houses date from the late 19<sup>th</sup> century, nos. 1-7 Belvedere Buildings and 146-162 Southwark Bridge Road are canted bay fronted with Dutch gables at roof level, three storey with raised basements and are primarily yellow stock brick with red brick dressings and render parapets and sills. The front boundaries to these houses have steps up to ground floor level and have original Victorian railings enclosing small front areas. Nos. 9-13 Belvedere buildings are three storey two bay yellow stock brick with rubbed red brick dressings, two pane sliding sashes on the upper floors and single tripartite window on the ground floor. The buildings relate particularly well with the yellow stock brick of the viaduct to their rear and have a clear relationship to the scale and narrow enclosed streets of the rest of the conservation area to the north.





**16 Against the proposed designation:**

**Tiger Developments 33-38 Rushworth Street:**

“We write to object to the proposal to extend the Kings bench Conservation area to include the South East side of Rushworth Street, as the owners of 33-38 Rushworth Street we have been looking to redevelop the property.

The current building offers little more than warehouse space on the ground floor with undesirable office space on the first floor. Tiger Developments has struggled to let the building over the last couple of years and are in a situation where the rates liability is greater than the rental income.

We wish to replace the current building with a usable building, however due to changing case officers and a lack of guidance from Southwark we have been unable to secure a satisfactory planning approval.

The proposal to include our building within a conservation area will only add a further unnecessary hurdle that will prevent regeneration of a property that offers little use to the owners and the surrounding area.

Tiger developments are aware of the listing of the Ripley and Merrow House and have always looked to enhance these two buildings by the design of our new building, this included a court yard on the planning scheme that mirrored the open courts of the two listed buildings. As the adjoining buildings are already protected by their listed status, the statutory duty on the Council, alongside policy guidance, already ensures development can be carefully controlled without the need to make the area a conservation area.

It is our view that the council are giving too much importance to a building that architecturally does not merit inclusion in a conservation area.”

**242 Helen Gladstone House:** “We are happy with the conservation area idea but there is no need for this work to be undertaken in this area and for it to encompass such a wide area.”

**GL Hearn (Planning Consultants) on behalf of Deco Design and Build (no address given) state:**

We have to advise that we are concerned that the Council are seeking to misuse their powers with regard to the designation of the conservation areas. The advice of PPG15 is that “it is the quality and interest of the areas, rather than that of individual buildings which should be the prime consideration in identifying conservation areas”. It is clear from the report of the Head of Development Control dated 14<sup>th</sup> may 2008 that the benefits of conservation area designation are being prompted in response to “considerable pressure for redevelopment” (para. 5 ) and the promotion of two schemes in particular (para 13). The existence of development pressure per se is not a material factor in assessing the merits of conservation area designation.

It is apparent that the Council are effectively seeking to preserve two particular buildings in particular, namely 33-38 Rushworth Street (which incorporates 1-7 Kings Bench Street) and 38-40 Glasshill Street (which incorporates 28-30 Kings Bench Street). The schemes being promoted on these sites are referred to at length. Again, these schemes are not material to the merits of designating a conservation area. We therefore have to advise that we consider the process the Council are pursuing with the intention of designating the Kings Bench Conservation Area is fatally flawed and that such designation would be unsound. To this end we would draw your attention to the High Court decision in respect of *The Queen on the application R (Arndale Properties Ltd) v Worcester City Council* (2008) EWHC 678 (Admin). This judgement quashed the designation of a conservation area which effectively had a specific intent of preserving an individual building as opposed to being based on a proper conservation area assessment.

We would also observe that we believe the Council’s assessment of the merits of the conservation area to be unsound. The reasons given for the designation are “the particular mix of industrial and social housing/religious uses and the characteristic predominant yellow stock brick structures as well as the domestic scale and interesting views framed by arches make it an area worthy of designation” (para.6). Reference is made to the 1790s street pattern, the 1860s railway and the predominantly two and three storey height of the buildings lending “an homogenous sense of scale to the area” (para.11).

The industrial uses in the area are all but gone having been replaced by a mixture of offices, storage, and ancillary uses. There is but a small vestige of the religious uses. There is even a mixture of public and private housing within the area. The ‘particular mix’ of uses identified by the Council is in large measure a figment of former uses no longer present. The area is not predominantly yellow stock bricks, Pakeman House is of red brown brick and five stories high; Merrow House and Ripley House are red brick with brown glazed brick plinth and are three storey high; The Bench (20-24 Kings Bench Street) is a mixture of yellow stock and zinc cladding and is four and five storeys high and many other buildings contain a variety of materials (bricks of various colours render, stone and paint) and vary between one and three/four storeys high.

In so far as there are four buildings of particular merit, these are all grade II listed. They are St. Georges Almshouses, Ripley and Merrow Houses and Chadwick House.

These and their settings a, which have practical purposes covers most of the proposed conservation are, are already protected due to their listed status.

In view of our concerns concerning the motivation for the designation of the conservation area and the misleading nature of the character assessment we urge the Council not to pursue their designation of the Kings Bench Conservation Area.”

## **17 Response to objections to the Conservation Area designation**

The Council acknowledges that it is the quality and interest of the area as a whole and not the individual buildings that are the basis for the designation of the Kings Bench Conservation Area. With reference to the case referred to by the objectors, R (Arndale Properties Ltd) v Worcester City Council (2008) EWHC 678 (Admin), it is understood the conservation area designation was quashed because it was demonstrated, in the High Court, that Worcester City Council designated a sports pavilion as a conservation area to prevent it being demolished. The council considers that the proposed Kings Bench Conservation Area is a clearly defined area and not a single building, or even an amalgam of a few diverse buildings, but an area with precise boundaries that reflects a distinctive character. The proposed area is not only made up of architecturally interesting buildings but is defined by its dynamic relationship between them, their historic layout boundaries, road and viaducts, mix of uses, characteristic materials, the scale and detail of the building, street furniture, vistas along streets and between buildings. The Conservation Area Appraisal recognises the importance of all these factors and addresses the quality of the townscape in its broadest sense as well as the protection of individual buildings.

The Council acknowledges that the designation of a conservation area because of ‘pressure for development’ is not a legitimate primary reason for designation. The main reason for designating the Kings Bench conservation area is the special architectural and historic character of the area that is worthy of preserving and enhancing. The mention of the development pressure is pertinent as it is a fact that the proposed conservation area is close to an area of intense redevelopment in the past decade. Rising land values have had an affect on raising the rental values and rates, sometimes resulting in economic decisions being made to redevelop rather than retain and refurbish existing buildings. Many of the resident’s comments supporting the conservation area reflect their disappointment at the demolition and redevelopment of parts of the wider historic area and welcome the extra protection conservation area status brings. However, as set out in PPG15, conservation area status does not seek to prevent new development, paragraph 4.16 states that “while conservation (whether by preservation or enhancement) of their character or appearance must be a major consideration, this cannot realistically take the form of preventing all new development: the emphasis will generally need to be on controlled and positive management of change.”

It is proposed that the Council would use this advice in assessing any new schemes in the area and that the assessment of schemes would allow the area to remain alive and prosperous, and avoid unnecessarily detailed controls over businesses but at the same time ensure that any new development accords with the area’s special architectural and historic interest.

## **FACTORS FOR CONSIDERATION.**

### **Resource Implications**

- 18 The proposed conservation area could generate additional casework for planning staff. However, what is proposed is a 28,500 sq m area to the 39 conservation areas already designated in the borough, which will not result in significant increased resource implications for the staffing of the Regeneration Department.

## **CONCLUSIONS**

- 19 The responses to the proposal to designate the Kings Bench conservation area has mostly been favourable, subject to the considerations set out above. Notwithstanding the objections on the grounds of the designation of individual buildings rather than a defined area, it is considered that the whole of the area outlined on the plan at Appendix 1 is of special architectural or historic interest. It is therefore recommended that the Community Council recommend formally to the Planning Committee that it be added to the Conservation Area.

## **LOCAL AGENDA 21 (sustainable development) IMPLICATIONS**

- 20 The conservation area initiatives proposed in this report will contribute to sustainability by promoting respect and care for historic buildings and heritage areas in Southwark.

## **COMMUNITY IMPACT IMPLICATIONS**

- 21 In line with the Council's Community Impact policies, the impact of the Kings Bench Conservation Area, which is recommended in this report, has been assessed with regard to local people in respect of their age, disability, faith / religion, gender, race and ethnicity and sexual orientation.
- 22 The designation of a conservation area introduces some additional controls to the planning process: conservation area consent is required for the demolition or substantial demolition of unlisted buildings in the conservation area, and the Council has a duty to have regard to the special architectural or historic interest of the area in determining any planning applications affecting it. However, these controls apply equally to all members of the community and there are no less good implications for any particular communities or groups.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **LEGAL IMPLICATIONS**

- 23 This report recommends that the Planning Committee be recommended to designate the Kings Bench conservation area.
- 24 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.
- 25 Government guidance on conservation areas can be found in PPG 15 "Planning and the Historic Environment". This advises that it is the quality and interest of areas, rather than of individual buildings, which should be the prime consideration in

identifying conservation areas. 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 Members should be aware that when they consider the results of consultation, the Council must be prepared to give genuine consideration to the views expressed in making its decision. This does not mean that the authority is bound to act on the views expressed by consultees, nor that members should not reach their own conclusions on the basis of all the evidence available to them.
- 29 If the Planning Committee resolve to designate the area shown at Appendix 1 as a conservation area, it is the date of the resolution that is the date of designation.
- 31 Once such an area has been designated or extended, however, the Council must place an advertisement in at least one local newspaper and in the London Gazette. The Council must also notify the Secretary of State and English Heritage of the designation. It would also be sensible to notify the owners of property in that area as soon as possible after designation.

#### **4.3 BACKGROUND DOCUMENTS**

## APPENDICES

No.	Title
Appendix 1	Plan showing the proposed boundary for the designate to the Kings Bench Conservation Area
Appendix 2	Report to Borough and Bankside Community Council Mmay 2008.
Appendix 3	Draft amended Kings Bench Conservation Area Appraisal
Appendix 4	Consultation letter to owner/occupiers of proposed and wider area.
Appendix 5	Photos of proposed conservation area

## AUDIT TRAIL

*This section must be included in all reports.*

.6.1.1	<i>Lead Officer</i>	Gary Rice	
	<b>Report Author</b>	Aine McDonagh	
	<b>Version</b>	November 19 2009	
.6.1.1.1.1	<i>Dated</i>		
.6.1.1.1.2	<i>Key Decision</i>	Yes	
<b>.6.2 CONSULTATION WITH OTHER OFFICERS / DIRECTORATES/</b>			
.6.2.1.1.1	<i>Officer Title</i>	<b>Comments Sought</b>	<b>.6.3 Comments included</b>
	Strategic Director for Legal and Democratic Services	Yes	Yes
	Finance Director	No	No
.6.3.1	<i>final report sent to Community Council</i>	<i>Date</i>	

## Appendix 4

Dear Occupier,

### **Consultation on the Amendment to the boundary of the proposed Kings Bench Conservation Area and Conservation Area Appraisal.**

At its meeting on 14<sup>th</sup> May 2008, Southwark Council's Borough and Bankside Community Council agreed that public consultation should be carried out on proposals to designate the Kings Bench Conservation Area and adopt the Conservation Area Appraisal. Southwark Council obtained the views from local residents, businesses and other interested groups on these proposals. We also held a public meeting on 2<sup>nd</sup> July 2008 to consult on the proposed designation and draft appraisal. Comments and requests to amend the boundary were incorporated into a report back to Borough and Bankside Community Council on 23<sup>rd</sup> July 2009.

As a result of these comments consideration was given to the boundary of the proposed conservation area and it was amended to include Belvedere Buildings as requested. It is considered that this area compliments the proposed conservation area and it is *"an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance"* (Listed Buildings and Conservation Areas Act 1990).

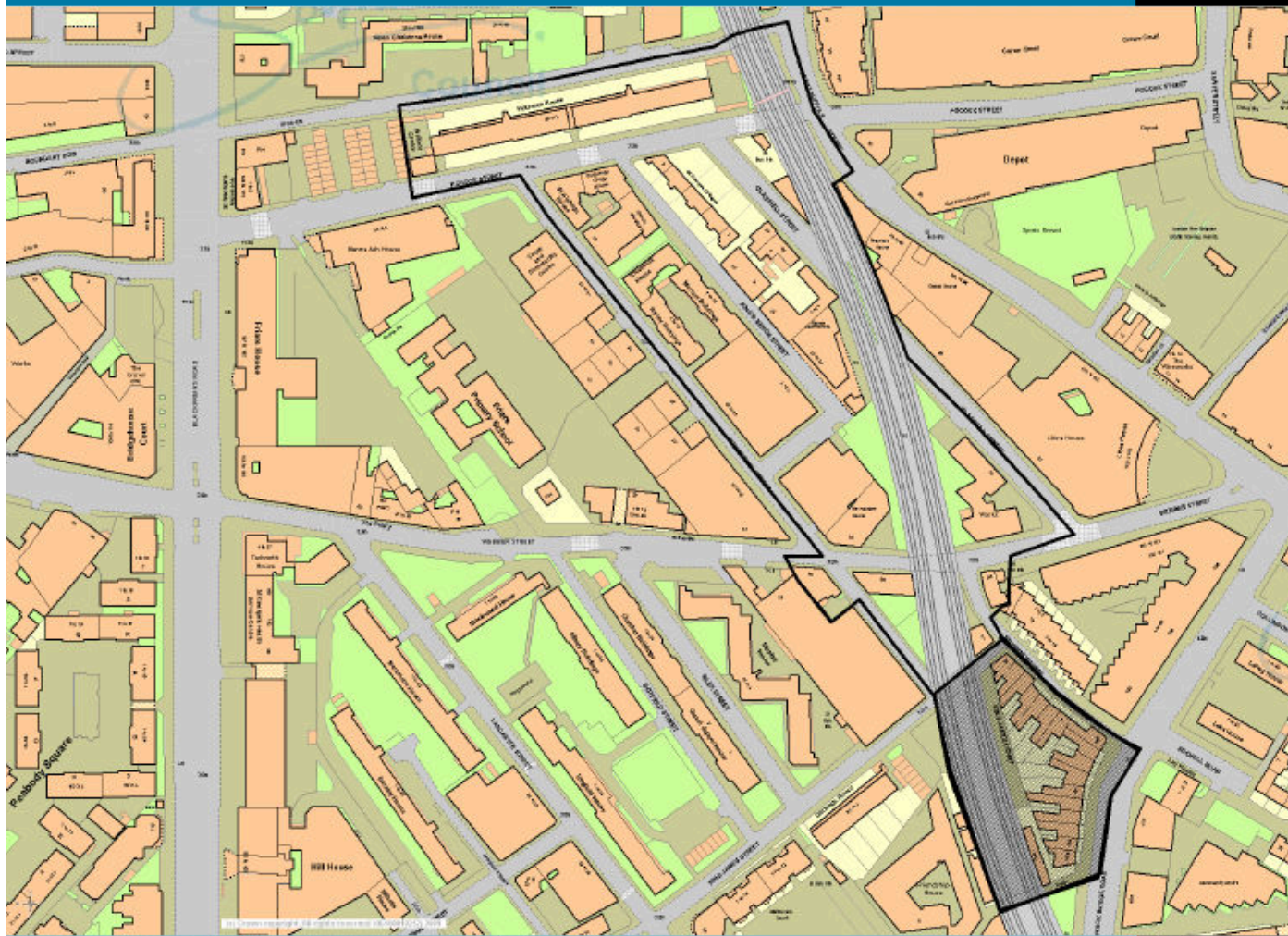
We would appreciate if you have any further comments on the final proposed boundary of the Kings Bench Conservation Area (see attached map with the extended area shown shaded). If so you could submit comments by email or in writing by **30<sup>th</sup> September** to Aine McDonagh, Development Management, PO Box 64529, London SE1P 5LX or email to [aine.mcdonagh@southwark.gov.uk](mailto:aine.mcdonagh@southwark.gov.uk).

Yours sincerely,



### Amendment to Boundary of Proposed Kings Bench Conservation Area

Date 7/9/2009



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Scale 1/1425  
Aine McDonagh



## Appendix 5

## **5 DRAFT CONSERVATION AREA APPRAISAL**

### **6 KING'S BENCH CONSERVATION AREA**

#### **1 INTRODUCTION**

- 1.1 The purpose of this Conservation Area Character Appraisal and Design Guidance is to set out a definitive statement of the character of the King's Bench conservation area, based on national criteria, and to give a clear indication of the Council's approach to its preservation and enhancement.
- To produce guidance for property owners and occupiers, developers and architects considering development works within the area;
  - To aid Council officers in assessing the merits of proposals for development and to be used at planning appeals or inquiries.
  - To satisfy the requirements of the Government's Planning Policy Guidance Note 15 (PPG 15), which recommends that all local planning authorities make assessments of the special architectural and historic interest of all conservation areas within their boundaries.
- 1.2 Once adopted by the Council, this appraisal will be a material consideration when assessing planning applications. It will assist and guide all those involved in development and change in the area.
- 1.3 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 the area. It is, however, the character of areas, rather than individual buildings, that such 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 *Planning Policy Guidance Note 15: Planning and the Historic Environment (PPG 15)*, published by the Departments of the Environment and National Heritage in September 1994.
- 1.4 Planning legislation requires that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of conservation areas. 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 or visual qualities.
- 1.5 This statement has been prepared following the guidance in English Heritage's Note, "*Conservation Area Appraisals*".
- 1.6 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. It then goes on to describe the area in more detail, with specific reference to architectural and historic qualities, views and townscape, the contribution of public

and green spaces, and any elements that detract from the character or appearance of the area. Section 4 provides an audit of the features that contribute to the special interest of the area, including listed buildings and key unlisted buildings, and trees, planting and other streetscape elements. Section 5 provides guidance on future development and change in the area and on the maintenance of the existing buildings. A plan of the area is *Figure 1*.

## **2 Location**

- 2.1 The King's Bench conservation area is a small, compact area in the north east of the borough, just to the east of Blackfriars Road. It is located between Glasshill Street and the railway viaduct to the east and the east side of Rushworth Street to the west; and between Southwark Bridge Road in the south and Pocock Street to the north. A plan of the area is Figure 1.

## **2.2 Planning History**

- 2.3 The King's Bench Conservation Area was designated by the Council on ...

### **2.4 Planning Policies**

- 2.4.1 The Development Plan for Southwark is the **Southwark Plan (UDP) July 2007**, which was adopted by the Council on 28 July 2007, superseding the Unitary Development Plan adopted in 1995. The new Plan contains the following policies relating to conservation areas.

#### **2.4.2 Policy 3.15 – Conservation of the Historic Environment**

- 2.4.3 "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.

- 2.4.4 '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.

- 2.4.5 '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.'

#### **2.4.6 Policy 3.16 – Conservation Areas**

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

#### **2.4.8 "New Development, including Alterations and Extensions**

- 2.4.9 "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

2.4.10 “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.

#### 2.4.11 “Demolition

2.4.12 “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,

- The 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.

#### 2.4.13 “Implementation

2.4.14 “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.”

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

2.4.16 “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.”

**2.4.17 Further Information**

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

2.4.19 Information on the review of the Unitary Development 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/udp](http://www.southwark.gov.uk/udp)

**2.4.20 HISTORICAL BACKGROUND**

2.4.21 Until the middle of the 18<sup>th</sup> century the site of the conservation area formed part of St. George's Fields. These, being so close to the City, though not in the legal sense common land, had become a customary place of recreation and of popular assemblies. In the 1760s the land appears to have been divided up among different owners and Horwood's map of 1799 (Figure 2) shows the area already largely built up, with Glasshill Street, King's Bench Street and Rushworth Street, then known as Providence Row, King's Bench Walk and Green Walk, occupying their present alignments between Webber Street (then Higlens Lane) to the south and Pocock Street (then Kennets Row) and Surrey Row to the north.

2.4.22 However, while the 18<sup>th</sup> century street pattern remains intact, none of the buildings shown on Horwood's map, most of which appear to have been terraces of small cottages, still exist. One Georgian range of buildings, the grade II listed Drapers' Almshouses at the north end of Glasshill Street, dating from 1820, still survives, but the great majority of the existing buildings date from the late 19<sup>th</sup> and early 20<sup>th</sup> centuries.

2.4.23 The first edition of the Ordnance Survey Town Plan, published in 1876 (Figure 3), shows the beginnings of change. The most significant new feature is the arrival of the London Chatham & Dover Railway's Herne Hill and City Branch, whose stock brick arched viaduct still forms such a powerful edge to the area's east side. At the same time the introduction of industries such as the Phoenix Gas Works just to the west of the area, soap factories and a hair and flock works, together with the construction of tight and no doubt insanitary courts such as the back-to-back Mason's Buildings between King's Bench Walk and Green Street (now Rushworth Street) indicate a down-turn in the area's fortunes.

2.4.24 Merrow and Ripley Buildings in Rusworth Street built by the London County Council's Housing Branch in 1896-97 (now listed grade II) marked the start of improvement to the area. This was continued with the construction of the Convent of the Reparation (now Chadwick House, listed grade II) to their north in 1912 and the adjacent St. Alphege's church hall and Vicarage. The institutional contribution to the area culminated with the erection of the 4 and 5 storey Pakeman House by the City Corporation in 1938-9 between Surrey Row and Pocock Street, which terminates the views along Glasshill, King's Bench and Rushworth Streets.

2.4.25 The area appears not to have suffered unduly severely from bomb damage during World War II and later developments have so far been generally small scale and low key, with the result that its later 19<sup>th</sup>/earlier 20<sup>th</sup> century character and intimate scale have managed to survive largely intact.

**2.4.26 THE CHARACTER AND APPEARANCE OF THE AREA****2.4.27 The Broad Context**

- 2.4.28 The wider character of the area is of a later 18<sup>th</sup> century street pattern overlaid first by the mid 19<sup>th</sup> century brick railway viaduct and then by later 19<sup>th</sup> and earlier 20<sup>th</sup> century residential, religious and industrial development, mostly of two or three storeys.
- 2.4.29 As mentioned above, the railway viaduct (figure 4) forms a strong eastern boundary to the conservation area. However, the boundary has been extended eastwards to include the key Webber St./ Glasshill St. and Webber St./Belvedere Buildings street corners. These corners form part of the Georgian street pattern and are both occupied by focal buildings: a substantial 2-storey work shop building of *circa* 1900 to Glasshill Street (the Foundry Annexe to the Blackfriars Foundry), and 98 Webber Street, a 3-storey yellow and red brick building with a shop on the ground floor.
- 2.4.30** The western boundary of the conservation area runs down the middle of Rushworth Street from Pocock Street to the railway viaduct where it crosses King James Street, with the exception of the brick and stucco, 3-storey former public house, No. 84 Webber Street, which is included as another example of a good quality street corner building, which acts as a focus to views south from Rushworth Street. The west side of Rushworth Street is not included as the existing buildings, though compatible in scale with the area, are plainly detailed and of little interest.
- 2.4.31 **Architectural and Historic Qualities**
- 2.4.32 **Glasshill Street**
- 2.4.33 Glasshill Street follows the north west / south east alignment of Providence Place shown on Horwood's plan of 1799. It is divided in half by the railway viaduct, which crosses at an acute angle and whose powerful 20<sup>th</sup> century steel lattice girder bridge (figure 5) effectively separates the northern half of the street from the south. To the north, the east side is enclosed by the viaduct, whose height is roughly equivalent to a three storey building. It is faced with stock brick with six red brick arch rings defining the arches. The whole structure is tied together visually by a brick dentil cornice below the parapet. Between the viaduct and the east side of the street is an unsightly triangle of derelict land (figure 6), which is much in need of enhancement, and detracts from the setting of the listed buildings opposite.
- 2.4.34 On the west side are two significant groups of buildings: the grade II listed Drapers Almshouses (figure 7) and the Glasshill Street elevations of Nos. 28 and 38-40 King's Bench Street (figure 8). The terrace of five almshouses dates from 1820 and is set back behind an attractive front garden separated from the street by cast iron railings. It is faced with brick and its two storeys are defined with plain stucco bands. The windows have paired casements with Gothick glazing bars. The King's Bench Street properties are stock brick faced, also of two storeys. They date from the late 19<sup>th</sup> century with some 20<sup>th</sup> century alterations and are simply detailed. Their part gabled, part parapetted front elevations contribute a picturesque element to the street's skyline.
- 2.4.35 The key building south of the railway is the Blackfriars Foundry Annexe (figure 9) at the corner with Webber Street. This is a substantial, two storeyed, gable-ended industrial building of *circa* 1900, which has recently been sympathetically

refurbished. It is faced with yellow stock brick with red brick bands and large, segmental arched windows. To its rear, facing Glasshill Street, is a shallow-gabled modern extension in matching coloured brick.

#### 2.4.36 **Webber Street**

2.4.37 The three key buildings in the conservation area in Webber Street all occupy street corner sites. 98 Webber Street (figure 10), on the corner of Belvedere Buildings, is a later 19th century building of three storeys above a shop front. It is two bays wide, brick faced, with dentil brick bands at second floor and parapet levels and a plain shop front with a corner entrance. With the railway viaduct, which arches over the street, it effectively frames the view into Belvedere Buildings.

2.4.38 Webber Street, at the south east corner of the junction with Rushworth Street (figure 11), is an irregular, two storeyed, early twentieth century range, part parapetted, part eaved, faced with yellow stock with red brick segmental arches to some of the windows. Its key feature is the chamfered acute angle it presents to the street corner.

2.4.39 94 Webber Street (figure 12) is a prominent former public house on the opposite corner to No. 96, which dates from the mid/late nineteenth century. Above the pub front it is faced with red brick with stucco banding, moulded window architraves and moulded cornice. The pub front is notable for its individually designed stucco capitals to its granite pilasters (figure 13). It acts as a focus to views along Webber Street and Rushworth Street.

#### 2.4.40 **Rushworth Street**

2.4.41 As mentioned in paragraph 3.1.3 above, the west side of Rushworth Street (figure 14) is outside the conservation area. However, the east side forms a microcosm of the area as a whole: principally brick faced; one, two and three storeys high; with industrial development at the southern end, social housing in the middle and (originally) religious uses to the north.

2.4.42 At the southern end is the newspaper distribution warehouse attached to No. 63 Webber Street (figure 15). This is a substantial, single storey, early twentieth century block, plainly detailed in stock brick with tall, segmental arched windows and three large gables facing Rushworth Street. The plain, functional return elevation to King's Bench Street has matching windows beneath a parapet.

2.4.43 The slightly later, two storeyed 33-38 Rushworth Street continues the gabled motif (figure 16), but in more complex form. It comprises four, three window bays, each differently gabled. It is brick faced (with some of the panels painted), with a strong rhythm of segmental arches to the upper floor openings. The strong rhythm combined with the distinctive gable treatment adds a picturesque element to its basic industrial character. The gabled treatment is continued on the King's Bench Street side of the block.

2.4.44 Ripley House (figure 17), together with Merrow House to its rear facing King's Bench Street, date from 1896-97 and were designed by R.M.Taylor for the London County Council's Housing Branch. They are three storey balcony access blocks which face each other across an open court, from which the balconies are accessed. They are faced with red brick with distinctive Arts and Crafts details, particularly to the two street elevations.

- 2.4.45 Chadwick House, No. 48 Rushworth Street, was built as the Convent of the Reparation in 1912 to the designs of Sir Walter Tapper, with its residential block facing Rushworth Street and the chapel behind, facing King's Bench Street. It is now in office use. The front (figure 18) is in a delicately detailed Queen Anne style, brick faced with a prominent central doorcase and bold eaves cornice. It is of two main storeys with basement and attic, with the basement area protected by substantial iron railings. The chapel elevation to King's Bench Street is described in the statutory list as "in restrained Baroque style" but is now obscured by ivy except for the railings, which match those facing Rushworth Street. This ivy should be carefully removed.
- 2.4.46 No. 50 Rushworth Street was built between the two World Wars as the Church Hall to St. Alphege's Church, Lancaster Street. The church has been demolished and the congregation now occupies the rear part of the hall facing King's Bench Street. The front of the building is in commercial use. The church hall was originally reached from Rushworth Street *via* a strongly detailed two storey Art Deco entrance block faced with red brick laid in English bond (figure 19). The hall block rises behind this and is much more severely detailed in plain stock brickwork, including the powerfully gabled end elevation to King's Bench Street (figure 20).
- 2.4.47 The north end of Rushworth Street terminates with St. Alphege House, which, with St. Alphege Clergy House, forms a pair of early twentieth century parochial buildings facing Pocock Street (figure 21). Both houses are of two storeys, with an attic to St. Alphege House, and are clad with painted brick. Key features are the chamfered acute angle corner to Pocock Street and the Arts and Crafts detailing to the main entrances from Pocock Street (figure 22).
- 2.4.48 **King's Bench Street**
- 2.4.49 Notwithstanding its grand-sounding name, King's Bench Street is essentially a back lane, being narrow and tightly enclosed. The buildings on the west side have already been described. At the north end on the east side are the backs of the Drapers' Almshouses, but these are largely hidden by a three metre high stock brick wall rising from the edge of the highway, a strong feature which emphasises the back lane character of the street, but is not enhanced by the insensitive design of the vehicular entrance (figure 23).
- 2.4.50 Beyond the wall, and continuing its alignment, is a group of two early twentieth century industrial blocks, Nos. 28 and 30 King's Bench Street (figure 24). These are typical smaller workshop buildings of their date, two storeys high, in plain, functional stock brickwork, with square headed, metal framed windows.
- 2.4.51 The east side of the street terminates with Nos. 20-24, which is a modern block. It follows the historic building line but is uncomfortably bulky and high. Closure of this end of the street is provided by the powerful form of the railway viaduct crossing diagonally beyond the dog-leg to Rushworth Street (figure 25).
- 2.4.52 **Pocock Street**
- 2.4.53 Closing the views to the north along Glasshill, King's Bench and Rushworth Street is Pakeman House on the north side of Pocock Street (figure 26). This is a block of flats erected in 1938-39 for the City Corporation to designs of the architect

Victor Wilkins. It is of four and five storeys, in the simplified neo-Georgian style characteristic of much 1930s municipal housing.

#### **2.4.54 Belvedere Buildings**

**2.4.55** The street, Belvedere Buildings, got its name from the former residential complex shown on the Horwood maps of early 19<sup>th</sup> century which fronted what is now Southwark Street. The street alignment has changed very little but the present buildings were erected in the late 19<sup>th</sup> century and appear on the Ordinance Survey of 1897. Nos 1-7 Belvedere Buildings and 146-162a Southwark Bridge Road have canted bays at basement first and second floors with Dutch gables to the top floors. They are of yellow stock with rubbed red brick dressings and render to the parapets and sill bands. The front boundaries to these houses have steps at the back edge of pavement and front areas with Victorian railings as boundaries. Nos 9-13 Belvedere Buildings are three storey houses of two bays and built of yellow stock bricks with red brick dressings. They are two bay wide with plain sash windows and a tripartite window to the ground floor. These three buildings are on the building line at the back edge of pavement. There is an important parish boundary marker in the form of a Clink bollard on the corner of Belvedere Buildings and King James Street.( see figure 27).

#### **2.4.56 AUDIT**

#### **2.4.57 Listed Buildings:**

**2.4.58** There are four listed buildings in the area:

- The Drapers' Almshouses, 1-5 Glasshill Street.
- Ripley House, Rushworth Street Estate, Rushworth Street.
- Merrow House, Rushworth Street Estate, Rushworth Street.
- Chadwick House and attached railings, 48 Rushworth Street.

All four are listed at grade II.

#### **2.4.59 Key Unlisted Buildings**

**2.4.60** There are a number of buildings in the area, which, though not listed, are nevertheless considered to make a positive contribution to its character and appearance. In accordance with policy 3.16 of the Southwark Plan, there is a general presumption in favour of their retention. These include the following:

- The Glasshill Street blocks of Nos. 38 & 40 King's Bench Street.
- Nos. 28 & 30 King's Bench Street.
- Nos. 1 – 7 King's Bench Street.
- St. Alphege Church, King's Bench Street.
- St. Alphege House and St. Alphege Clegy House, Pocock Street.
- Pakeman House, Pocock Street.
- Nos. 33-38 Rushworth Street.
- No. 50 Rushworth Street.
- Newspaper distribution warehouse facing Rushworth Street and King's Bench Street at the rear of No. 63 Webber Street.
- Foundry Annexe, Blackfriars Foundry, 65 Webber Street.
- No. 94 Webber Street.
- No. 96 Webber Street.
- No. 98 Webber Street.
- The east and west sides of the railway viaduct



- Bollard, inscribed CLINK 1813, at the corner of Belvedere Buildings and King James Street (figure 27).

## 2.5 GUIDELINES

### 2.5.1 Introduction

#### 2.5.2 Purpose of this guidance section

2.5.3 This section 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 prescriptive methodology for new design in the area or to exclude innovation.

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

#### 2.5.5 Consulting the Council

2.5.6 The Council's conservation officer should be consulted prior to undertaking any alterations to the exterior of buildings in the conservation area and it is likely that planning permission and/or conservation area consent for demolition will be required for most significant works. Where a building is listed, there are stricter controls on what the owner can or 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 take enforcement action against it.

2.5.7 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.

#### 2.5.8 Development form and urban morphology

2.5.9 Though opportunities for development in the area are limited, some cases of poor development in relatively recent times will give the opportunity for redevelopment that can respond more sensitively to the special character of the area. New development should be seen as an opportunity to enhance the conservation area.

#### 2.5.10 Street and plot patterns

2.5.11 The character of the King's Bench conservation area is created primarily by the superimposition on an eighteenth century street pattern of the mid nineteenth century railway viaduct and of relatively small scale later nineteenth and twentieth century industrial, social housing and religious development. It is important that the integrity of this development pattern is retained.

2.5.12 Any new buildings within the conservation area must observe the same building lines and set-backs as the historic street, and, similarly, the same plot width and rhythms of historic development.

#### 2.5.13 **Building form**

2.5.14 The common building forms in the conservation area also determine the way development and changes should take place. Particular characteristics that should be observed in conversion and new design include:

- Heights generally of two or three storeys. In each situation buildings should remain within the range of heights of the block of buildings in which it is situated.
- Rooflines characteristic of particular blocks in the conservation area should be maintained. Extensions and changes to the basic roof form are generally unacceptable, even where set back from parapet lines.

#### 2.5.15 **New design in the conservation area**

2.5.16 Opportunities for new development in the conservation area are limited. However, there may be opportunities for sensitive adaptation or restoration. Though new design would need to be sympathetic to the existing characteristics of the area, modern design is not necessarily to be precluded. Success of contemporary design in conservation areas comes not from aping the style of the existing historic buildings, but in building on the unique townscape opportunities of density and height that the historic development pattern affords.

#### 2.5.17 **Extensions**

2.5.18 Where extensions are proposed, they should normally be low key in design and as unobtrusive as possible. Extensions should be clearly subservient to the main part of the 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 merits.

#### 2.5.19 **Public Realm**

2.5.20 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.

#### 2.5.21 **Boundaries**

2.5.22 In the conservation area, front boundary railings and walls, notably to the almshouses and to Chadwick House, define the extent of the public realm and the quality of such boundaries is therefore of great importance. Loss of boundaries is unacceptable and the Council will encourage the reinstatement of front garden walls, gates and railings where these have been lost.

#### 2.5.23 **Ground surfaces**

2.5.24 There are no comprehensive enhancement schemes for ground surfaces in the conservation area at present. With the exception of granite kerbs (figure 28), original pavings have mostly been replaced with modern materials.

#### 2.5.25 **Trees and street furniture**

2.5.26 Trees are important in defining boundaries and softening the transition between open spaces and buildings. There may be some scope for new street trees in relation to public realm improvements. Semi-mature specimens planted with tree guards are to be preferred to saplings, as having greater resistance to damage and a stronger visual impact.

2.5.27 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.

#### 2.5.28 **Improvements and repairs**

##### 2.5.29 **Materials**

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

2.5.31 The use of natural materials will be encouraged and expected, particularly on listed buildings. Artificial 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, such as concrete tiles, can lead to problems with the building's structure as their weight may exceed the loading for which the roof members and internal walls were designed. Where such inappropriate materials have been used in the past, their replacement with more sympathetic materials and detailing, where possible, will be encouraged.

##### 2.5.32 **Maintenance**

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

##### 2.5.34 **Windows and doors**

2.5.35 Where originals exist, these should be retained *in situ* wherever possible and repaired. Most properties have retained traditional, though not always original, timber framed double hung sash windows, and some have retained traditional timber panelled front doors. Such windows and doors as remain in reasonable condition require no more than regular maintenance. In cases where joinery has deteriorated through neglect and subsequent decay, more drastic solutions may be required. In most instances, however, it will be possible for a suitably skilled carpenter or joiner to repair the damage and prolong the life of the window or door.

2.5.36 Replacement windows to listed buildings need to match the original glazing bar pattern and detail. Where the existing windows or doors are later alterations that detract from the character or appearance of the building, the Council will consider their replacement with appropriate traditional designs. The use of modern materials such as aluminium or uPVC is inappropriate and not acceptable on historic buildings.

2.5.37 All external joinery should be painted. Stained or varnished timber finishes are not appropriate in the conservation area, as the wood would traditionally have been painted. Most window frames are painted white, although white may not have been the original colour. However, repainting in garish colours would be inappropriate. Darker colours should be considered for doors, such as navy, maroon, dark green, black, etc.

#### 2.5.38 **Roofs**

2.5.39 Where possible, original roof coverings should be retained and if necessary repaired with matching materials. Where re-roofing is unavoidable because of deterioration of the existing roof covering or inappropriate later works, the use of natural materials will usually be required. The use of more modern materials such as concrete tiles or artificial slates is unacceptable and the greater weight of concrete tiles can lead to damage to the roof structure if inappropriately used.

2.5.40 Given the low pitches and/or parapet 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. In those cases where a roof is already altered or hidden from view, some alteration 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.

2.5.41 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.

#### 2.5.42 **Stucco and render**

2.5.43 It is of particular importance that stucco is kept in good repair and that regular maintenance is carried out. Stucco is lime-based, and it is important that repairs are made in matching material, 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.

2.5.44 Stucco requires regular repainting for appearance and to maintain weather resistance, taking care not to obliterate decorative detail. The stucco would originally have been a stone colour, and a paint should be carefully chosen with this in mind. Listed building consent is required where painting significantly alters the appearance of a listed building and the use of unusual or contrasting colours [e.g. to highlight decorative details] is generally inappropriate. It is also important that a paint is used that allows the material to “breathe” and does not trap moisture within the building fabric.

2.5.45 Where features such as moulded architraves or cornices have been lost, the Council will encourage their reinstatement using traditional materials following the design and detailing of those originals remaining on other similar properties.

#### 2.5.46 **Brickwork**

2.5.47 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 in texture, size and colour and should be laid in an appropriate bond to match the existing.

2.5.48 The most dominant visual component of the brick facades are the bricks themselves, rather than the pointing. Traditional bricks are of slightly different proportions to metric bricks and were usually laid in a softer lime mortar, with thinner joints. 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 a lime-based mortar mix no stronger than the existing mortar 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 the adjacent bricks.

2.5.49 Cleaning of brickwork is a specialist task, which may dramatically alter the appearance of a building. If undertaken incorrectly cleaning can lead to permanent damage to the bricks and, ultimately, to the structure of the building. Advice should be sought from the Council before attempting such a task.

#### 2.5.50 **Ornamental ironwork**

2.5.51 Original iron railings and balustrades should be retained and protected through regular painting and maintenance. The reinstatement of missing ornamental ironwork with good quality replacements of similar and appropriate design will be encouraged.

#### 2.5.52 **Useful Contacts:**

2.5.53 General advice concerning conservation areas and the planning process can be obtained by calling in person at the following address: Planning Enquiries, Walworth First Stop Shop, Walworth Road, London

2.5.54 Or in writing to: London Borough of Southwark, Development Management, PO Box 64529, London SE1P 5LX

2.5.55 Or by telephoning for advice on:

- General Planning Enquiries                      0207 525 5403
- Conservation and Design Team                0207 525 5448
- Archaeology Officer                              0207 525 2963
- Planning Enforcement                            0207 525 0512
- Building Control                                 0207 525 2400
- Tree Section                                        0207 525 2000

#### 2.5.56 **Other Useful Contacts:**

- 2.5.57                      English Heritage,
- 2.5.58                      London Region,
- 2.5.59                      1 Waterhouse Square,

2.5.60	138-142 Holborn,	
2.5.61	London EC1N 2ST	0207 973 3000
2.5.62		
2.5.63	The Society for the Protection of Ancient Buildings,	
2.5.64	37 Spital Square,	
2.5.65	London E1 6DY	0207 377 1644
2.5.66		
2.5.67	The Ancient Monuments Society,	
2.5.68	St. Ann's Vestry Hall,	
2.5.69	2 Church Entry,	
2.5.70	London EC4V 5HB	0207 236 3934
2.5.71		
2.5.72	The Victorian Society,	
2.5.73	1 Priory Gardens,	
2.5.74	Bedford Park,	
2.5.75	London W4 1TT	0208 994 1019
2.5.76		
2.5.77	The Twentieth Century Society,	
2.5.78	70 Cowcross Street,	
2.5.79	London EC1M 6EJ	0207 250 3857

2.5.80

**2.5.81 Further Reading:****2.5.82**

- Ashurst, J and N (1988) – *Practical Building Conservation, Vols. 1 to 5.*
- 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.*
- English Heritage (2000) – *Streets for All.*
- HMSO (1994) – *Planning Policy Guidance Note 15 [PPG 15]: Planning and the Historic Environment.*
- Institute of Historic Building Conservation [IHBC] (2002) – *A Stitch in Time: Maintaining your Property Makes Good Sense and Saves Money.*
- Reilly, L (London Borough of Southwark, 1998) – *Southwark: an Illustrated History.*
- Reilly, L and Marshall, Geoff (London Borough of Southwark Neighbourhood History No. 7, 2001) – *The Story of Bankside.*
- Survey of London, Vol. 25 - *St. George's Fields* (London County Council, 1955).





<b>Item No.</b>	<b>Classification: Information Only</b>	<b>Date:</b> 2 <sup>nd</sup> December 2009	<b>Meeting Name:</b> Borough & Bankside Community Council
<b>Report title:</b>	<b>PLANNING ENFORCEMENT UPDATE REPORT</b>		
<b>From:</b>	Head of Development Management		

## PURPOSE

1. This report is intended to provide members with a brief and informative insight into the performance of the planning enforcement service and the progress of some key cases over the period April to September 2009 within the Borough and Bankside Community Council area. It is the intention of the planning enforcement team to provide these quarterly performance reports to all community councils.
2. Please note that this report is for information purposes only. The determination of planning enforcement investigations and conduct of enforcement appeals is delegated to officers under the Southwark Constitution 2008. Part 3F Note (a). Members are advised that they do not have a decision making function in relation to Enforcement Cases. If there are any specific enforcement cases that members would like to be updated on at the next community council meeting please contact Dennis Sangweme in the planning enforcement team in time for the meeting in January.

## PERFORMANCE DATA

3. The table below shows performance in dealing with investigations and overall performance on cases received over the period April to September 2009

	<b>Previous Year 08/09</b>	<b>1<sup>st</sup> Quarter 2009</b>	<b>2<sup>nd</sup> Quarter 2009</b>	<b>Total for 2009</b>
Cases Received	67	14	22	36
Cases Resolved	69	15	25	40
Live cases				98
Instructions to Legal		1	2	2
Enforcement Notices Served		1	2	2

4. There has been a slight increase in the number of enquiries over the reporting period compared to same period during the previous financial year. Cases resolved above includes: enquiries where no breach was found, where it was found not to be expedient to take enforcement action, where the breach ceased and where retrospective planning permission was received. Approximately 80% of the breaches of planning control were dealt with without resorting to formal enforcement action and this is largely attributable

to the negotiating skills of the planning enforcement officers involved. Officers in the team have developed good engagement/negotiating skills to achieve agreed compliance without the need of often expensive and protracted enforcement action.

5. However where the breaches of planning control could not be resolved by negotiated resolution, officers considered formal planning enforcement action and **instructed legal services** accordingly as shown below:
6. Over the period 01/04/09 to 30/09/09 instructions were sent to legal services to serve planning enforcement notices to remove the following unauthorised development:

**112 ST GEORGES ROAD, LONDON, SE1 6EU** - Unauthorised roof terrace and steel framed roof structure at rear within West Square Conservation Area.



## **ENFORCEMENT NOTICES SERVED**

### **Metro House, LAND AT 1 JOAN STREET LONDON SE1 8DA**

7. The above premises known as Metro House were in a state of disrepair with large amounts of refuse, waste, building materials and vegetation being located within the curtilage of the premises. In addition to this, the majority of the windows on the property were damaged, and most frames were not secured. The front entrance door was broken and it would appear as though entry to the property was not restricted and therefore the property has been subject to squatters (which has been confirmed by the police). There have been numerous reports from the residents of Styles House of antisocial behaviour by unlawful inhabitants of the building at 1 Joan Street.
8. The issue of the untidy condition of the land was brought to the attention of the agent for the property, who stated that development associated with approved planning application (03-AP-1475) was to be implemented and the building lawfully occupied. This has not occurred and therefore a section 215

Notice was issued on 21st August 2009, with a compliance date of 22nd October 2009. The s215 notice required the following:

- a. Removal of all waste and refuse from the site;
  - b. Securing of all windows and doors; and
  - c. The covering of all entrance doors and windows with panels to prevent any future unlawful entry and protect any windows/doors from further vandalism.
9. Officers have recently re-inspected the site and observed that the following actions have been carried out:
- All damaged windows at front and site elevation have been repaired, re-glazed and secured;
  - Front entrance door has been secured;
  - The front entrance gate has been secured;
  - All refuse, waste and vegetation has been removed from within the front of the curtilage of the property; and
  - From observations, the property is no longer inhabited by persons without the authorisation of the freeholder.
10. It is officers' view that the above remedial works have resulted in a significant improvement in the appearance of the site; and the measures undertaken to secure the property have resulted in it being vacated (by unauthorised inhabitants) and significantly reduced the likelihood of this occurring again.
11. Officers had instructed two contractors to survey the site in preparation for carrying out works in default. Both contractors agree that the majority of the requirements of the Section 215 Notice have been met by the freeholder of the property as a matter of fact. As such, at present officers are satisfied that the s215 notice has been materially complied with. However, the notice remains in force on the land providing the Council with the opportunity of immediate intervention in the event of a relapse in the condition of the land.
12. Council Officers will continue to monitor the property, and if the situation changes or deteriorates, then appropriate action will be considered. It appears that a long term solution to the problems at this site lies in the implementation of the extant planning permission that exist for the site.

Before s215 Notice



After remedial works



13. As members might be aware, failure to comply with the requirements of an enforcement notice is an offence and a person guilty of the offence is liable, on conviction at the Magistrate's Court, to a fine not exceeding £20,000 or an unlimited fine if convicted at Crown Court. Members might be aware that in order to secure compliance with an enforcement notice, the Town and Country Planning Act, 1990 and the extended provisions in the Planning and Compensation Act, 1991, empowers local planning authorities to take direct action in default by the owner or occupier of the land. This means that where any steps required by an enforcement notice to be taken are not taken within the period for compliance with the notice, the Council as the Local Planning Authority may carry out the works in default and recover the costs from the owners of the premises. Officers will seek to utilise all the available enforcement powers as the effectiveness of the development management system largely depends on the willingness of the Council to take effective enforcement action.

## APPEALS

### Appeal Site at 23 Oswin Street, London, SE11 4TF.

14. The alleged breach of planning control at the above site was, without planning permission, the change of use of the Land from a single residential dwelling house to 5 self-contained residential units and the unlawful erection and installation of a parapet wall and access door pursuant to the creation of a roof terrace at the first floor level rear elevation'.
15. The Council issued a planning enforcement notice on the 25<sup>th</sup> February 2009 on all interested parties of the abovementioned property. The reason for serving the Enforcement Notice was that it appears to the Council that the above breach of planning control has occurred within the last four years. The unauthorised use of the building as 5 self-contained living units is not an appropriate use of the land and has resulted in the creation of sub-standard accommodation by reason of inadequate room sizes, floor space and outdoor amenity space contrary to Policy 4.2 'Quality of Residential Accommodation'

of the Southwark Plan 2007 and Supplementary Planning Document 'Residential Design Standards' (2008).

16. The unauthorised construction of a parapet wall and insertion of an access door to facilitate the creation of the roof terrace at first floor level has had a detrimental effect on the amenity of surrounding residents by reason of overlooking and reduction in daylight. Further, the parapet wall is overbearing and out of character with the surrounding area contrary to Policies 3.2 'Protection of Amenity' and 3.12 'Quality in Design' of the Southwark Plan (2007) and Supplementary Planning Document 'Residential Design Standards' (2008).
17. The Enforcement Notice required that the following steps be carried out before the 1<sup>st</sup> July 2009:
- a. Cease the use of the property as 5 self-contained living units;
  - b. Remove from the property all facilities and partitions pertaining to the use of the property as 5 self-contained living units;
  - c. Cease the use of the rear of the property as a roof terrace at first floor level;
  - d. Remove the parapet wall and rear access door currently facilitating access to the first floor roof terrace; and
  - e. Remove from the property any materials and debris associated with compliance with requirements 1-4 above and restore the building to its former condition prior to the unauthorised change of use and incidental building operations taking place.
18. An appeal was subsequently lodged against the notice. The Planning Inspectorate issued a decision dismissing the appeal and upholding the enforcement notice on 25/10/2009. Because of the interesting planning issues provided by the case, the decision notice was selected and published in the Planning Magazine, a leading national journal published by the Royal Town Planning Institute. Below is a copy of the published article:

## DC Casebook: Housing: Conversion – Flats found to fail floor space standards

Housing conversion

Planning, 23 October 2009

**An enforcement notice directed against conversion of a house in south London into five flats has been upheld after the living accommodation was judged to be inadequate.**

The council had no objection in principle to the change of use. However, it argued that the development had resulted in an over-intensive use of the building and failed to comply with a supplementary planning document specifying minimum areas for bedrooms and other rooms. The appellant claimed that consents granted for additions would allow the flats to be enlarged.

The inspector predicted that the bedrooms were likely to take on the role of bed-sitting rooms, given the very small areas set aside for the kitchens and lounges. He agreed that there were too many residential units in the property and held that extensions should facilitate a more generous allocation of floor space per resident. In upholding the notice, he rejected the nine-month compliance period requested by the appellant, finding that six months would suffice to allow outstanding leases to expire. CS Number 100-064-729



## PRO-ACTIVE PROJECTS

19. Members might be aware that the planning enforcement team is running three pro-active initiatives aimed at (i) the removal of inappropriately located and unsightly advertisement hoardings in the Borough. The main area of focus for this initiative has been conservation areas, displays close to and attached to listed buildings and major thoroughfares (ii) cessation of the unauthorised use of buildings as places of worship by various faith groups and (iii) the removal of inappropriately located and unsightly satellite dishes within conservation areas, on listed buildings and along Southwark's main thoroughfares and high streets. The planning enforcement team is also coordinating with other business units to pilot an initiative to proactively identify and remediate breaches of planning control affecting Southwark's thoroughfare and high streets in order to improve the character and appearance of these highly visible main roads and have recently launched a high street/thoroughfare improvement project with Borough High Street as a pilot.

## NOTABLE RESOLUTIONS

Below is a selection of sites where cases of unauthorised developments were resolved

20. **90-91 BLACKFRIARS ROAD, LONDON, SE1 8HW** – Unauthorised display of two non illuminated banners on the leading edge of the northern and southern flank walls and a non-illuminated fascia sign facing Blackfriars Road.

Before

After planning enforcement intervention



21. **24 BARKHAM TERRACE, LONDON, SE1 7PS** -Glass and Wood conservatory erected without planning permission affecting the character and appearance of conservation area



Before enforcement action

Structure reduced & now not visible from street

**22. 173 BOROUGH HIGH STREET, LONDON SE1 1HR.** Without planning permission, the unauthorised installation of a large galvanised extraction duct.



Unauthorised extraction duct affecting street scene

Removed following swift enforcement action

**23. THE ANCHOR Public House, 1 BANK END, LONDON, SE1 9BU** – Without advertisement consent, large advertisement flag erected outside the Anchor public house.



Large flag/banner adversely affecting street scene

Removed following enforcement action

## ONE TO MONITOR

24. **325 BOROUGH HIGH STREET, LONDON, SE1 1JH** - Alleged change of use from supermarket to restaurant/cafe. The use in question has not commenced so the alleged breach has not occurred as a matter of fact at this stage. Works have been carried out to rear, but officers are waiting for developments on the use issue. The owners of the site were advised that the use of the premises as a restaurant/cafe will amount to a material change of use of the premises requiring planning permission. A planning contravention notice was served, however response only obtained from freeholder (Southwark University) and use is not confirmed. If unauthorised use commences officers will explore the scope of serving a temporary stop notice and subsequent enforcement notice. Planning enforcement officers are liaising with environmental protection officers on the matter and the initial view is that an extraction flue is not suitable at this location as it is likely to cause nuisance to residents above.

## CONCLUSION

25. Officers hope that members find this report informative and welcome your comments to improve format and content of the report to meet expectations. The next report will be provided at the community council in January 2010.

Delegated Officer	Gary Rice	Head of Development Management
REPORT AUTHOR	Dennis Sangweme	Group Manager – Planning Enforcement
Contact Officers	Dennis Sangweme	0207 525 5419
		Email: <a href="mailto:dennis.sangweme@southwark.gov.uk">dennis.sangweme@southwark.gov.uk</a>
	Mathew Cullen	0207 525 5560
		Email: <a href="mailto:mathew.cullen@southwark.gov.uk">mathew.cullen@southwark.gov.uk</a>
Community Reports Papers held at:	Council Borough & Bankside Community Council Regeneration & Neighbourhoods	Department, Council Offices, 160 Tooley Street, SE1



## **Appendix I - How to report a possible breach of planning control**

The planning enforcement team has often been requested by residents on how members of the public can report possible breaches of planning control. Below is a brief guide:

### **i) What is a planning breach?**

A planning breach usually occurs when:

- a development that requires planning permission is undertaken without the permission being granted - either because the planning application was refused or was never applied for
- a development that has been given permission subject to conditions breaks one or more of those conditions

A planning breach in itself is not illegal and the council can permit a retrospective application where planning permission has not been sought. In considering any enforcement action, the main issue for the Council as the local planning authority is whether the breach of control would unacceptably affect public amenity

### **ii) How to report a possible breach of planning control**

Residents can report a possible breach of planning control by:

- Calling, emailing or writing to the Planning Enforcement Team – see the contact details below.

To help officers investigate the possible breach it would help if you could give as much detail as possible, including:

- The location of the site
- The exact nature of the alleged breach
- When the breach started
- How it affects you, or what problems it is causing.

Please also include your contact details. Anonymous complaints can be difficult to fully investigate as it means we are unable to get additional information to assist our inquiries. Such anonymous or obviously malicious complaints or allegations of a breach of planning control will not normally be investigated.

- [Email Planning Enforcement Team](mailto:planning.enforcement@southwark.gov.uk) at [planning.enforcement@southwark.gov.uk](mailto:planning.enforcement@southwark.gov.uk)
- Tel: 0207 525 5403
- Planning Enforcement, Development Management, Planning & Transport, PO Box 64539, London, SE1P 5LX

**iii) The Planning Enforcement Team aims to:**

- Acknowledge enforcement related enquiries within three working days either by telephone or letter
- Investigate the enquiries and visit the site in all instances within 10 working days
- Provide an interim response to enquiries within five working days of the site visit
- Notify the enquirer of any decision to take formal enforcement action within three working days of the decision.

DISTRIBUTION LIST - MUNICIPAL YEAR 2009-10  
 COUNCIL : BOROUGH AND BANKSIDE COMMUNITY COUNCIL  
 NOTE: Original held by Constitutional Support Unit, amendments to Tim Murtagh  
 (Tel:020 7525 7187)

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Cllr David Noakes	1	SE1 8UL	
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Local Studies Library	1	46 Colegrove Road	
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1			
MEMBERS OF PARLIAMENT		Valerie Shawcross	1
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		City Hall	
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