

Borough and Bankside Community Council Planning

Thursday 26 January 2012
7.00 pm

56 Southwark Bridge Road, London SE1 0AS

Membership

Councillor Poddy Clark (Chair)
Councillor Geoffrey Thornton (Vice-Chair)
Councillor Claire Hickson
Councillor Tim McNally
Councillor Adele Morris
Councillor David Noakes

Members of the committee are summoned to attend this meeting

Annie Shepperd

Chief Executive

Date: Tuesday 17 January 2012



Order of Business

- | Item
No. | Title |
|---------------------|---|
| 1. | INTRODUCTION AND WELCOME |
| 2. | APOLOGIES |
| 3. | DISCLOSURE OF MEMBERS' INTERESTS AND DISPENSATIONS |

Members are asked to declare any interest or dispensation and the nature of that interest or dispensation which they may have in any of the items under consideration at this meeting.

Item No.

Title

4. ITEMS OF BUSINESS THAT THE CHAIR DEEMS URGENT

The chair to advise whether they have agreed to any item of urgent business being admitted to the agenda.

5. MINUTES (Pages 5 - 9)

To confirm as a correct record the minutes of the meeting held on 16 November 2011.

6. DEVELOPMENT MANAGEMENT ITEMS (Pages 10 - 14)

6.1. 8 COLNBROOK STREET, LONDON SE1 6EZ (Pages 15 - 31)

Listed building consent application

6.2. 8 COLNBROOK STREET, LONDON SE1 6EZ (Pages 32 - 49)

Full planning permission application

6.3. SHELL SOUTHWARK BRIDGE SERVICE STATION, 101 SOUTHWARK BRIDGE ROAD, LONDON SE1 0AX (Pages 50 - 69)

Full planning permission application

7. SECTION 106 MONIES TO DELIVER £228,342 OF EMPLOYMENT AND TRAINING PROJECTS ASSOCIATED WITH THREE MAJOR DEVELOPMENTS IN BANKSIDE (Pages 70 - 83)

Councillors to comment on the recommendations in the report.

8. TO RELEASE SECTION 106 MONIES TO DELIVER £267,081 OF REGENERATION PROJECTS FROM 10/AP/2016 (A/N 504) 65 SOUTHWARK STREET AND 09/AP/2320 (A/N 566) 20 LAVINGTON STREET ALSO KNOW AS CITIZENM HOTEL. (Pages 84 - 94)

Councillors to comment on the recommendations in the report.

9. ELLIOTT'S ROW CONSERVATION AREA (Pages 95 - 146)

Councillors to comment on the recommendations in the report.

Item No.

Title

10. THRALE STREET CONSERVATION AREA (Pages 147 - 189)

Councillors to comment on the recommendations in the report.

11. WEST SQUARE CONSERVATION AREA (Pages 190 - 239)

Councillors to comment on the recommendations in the report.

Date: Tuesday 17 January 2012

INFORMATION FOR MEMBERS OF THE PUBLIC

CONTACT: Gerald Gohler, Constitutional Officer, Tel: 020 7525 7420
or email: gerald.gohler@southwark.gov.uk
Website: www.southwark.gov.uk

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If you are a resident of the borough and have paid someone to look after your children or an elderly or disabled dependant, so that you can attend this meeting, you may claim an allowance from the council. Please collect a claim form from the Constitutional Officer at the meeting.

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Deputations provide the opportunity for a group of people who are resident or working in the borough to make a formal representation of their views at the meeting. Deputations have to be regarding an issue within the direct responsibility of the Council. For further information on deputations, please contact the Constitutional Officer.

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Borough&Bankside Community Council

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Somali:

U-Baahnaanshaha Luqadda

Haddii aad u baahan tahay macluumaadka ku saabsan Guddiyada Beelaha oo lagu tarjumay luqaddaada fadlan soo wac khadka taleefoonka 020 7525 7187 ama booqasho ugu tag hawladeennada ku sugan 160 Tooley Street, London SE1 2TZ

Arabic:

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ভাষার প্রয়োজন

আপনি যদি নিজের ভাষায় কমিউনিটি কাউন্সিল সম্পর্কে তথ্য পেতে চান তাহলে 020 7525 7187 নম্বরে ফোন করুন অথবা 160 Tooley Street, London SE1 2TZ ঠিকানায় গিয়ে অফিসারদের সাথে দেখা করুন।

Yoruba:

Awon Kosemani Fun Ede

Bi o ba ba nfe àlàyé kíkún l'ori awon Ìgbìmò Àwùjo ti a se ayipada si ede abínibí re, jọwọ tẹ wa l'aago si ori nomba yi i : 020 7525 7187 tabi ki o yo ju si awon òṣiṣé ni ojúlé 160 Tooley Street , London SE1 2TZ .

Amharic:

የቋንቋ ተፈላጊነት

የነዋሪዎች ምክርቤትን መረጃዎች ወደ ቋንቋዎ እንዲተረጎሙ የምትፈልጉ ከሆነ እባክዎን በ 020 7525 7187 ይደውሉ። ወይም ወደ ቱሊ ስትሪት/መንገድ የቤት ቁጥር 160 ለንደን SE1 2TZ በመሄድ እዛው ያሉትን ሰራተኞች ይጎብኙ።

Punjabi:

ਭਾਸ਼ਾ ਦੀਆਂ ਲੋੜਾਂ

ਜੇ ਤੁਸੀਂ ਚਾਹੁੰਦੇ ਹੋ ਕਿ ਕਮਿਊਨਿਟੀ ਕਾਂਊਸਿਲ ਬਾਰੇ ਜਾਣਕਾਰੀ ਦਾ ਤੁਹਾਡੀ ਭਾਸ਼ਾ ਵਿਚ ਤਰਜਮਾ ਕਰ ਦਿੱਤਾ ਜਾਵੇ ਤਾਂ ਕਿਰਪਾ ਕਰ ਕੇ 020 7525 7187 ਨੰਬਰ 'ਤੇ ਫੋਨ ਕਰੋ ਜਾਂ 160 Tooley Street, London SE1 2TZ ਜਾ ਕੇ ਅਫਸਰਾਂ ਨੂੰ ਮਿਲੋ।

Planning at Community Council Meetings

This sheet will tell you about what happens at the meeting when the community council considers a planning application, a planning enforcement case or other planning proposals.

The community council must follow the same rules and procedures as the council's main planning committee.

The items are heard in the order printed on the agenda, but the chair may change the running order of the items.

At the start of each item, the council's planning officer will present the report about the planning application and answer points raised by Members of the committee. After this, the following people may speak on the application if they wish, but **not more than 3 minutes each**:

1. A representative (spokesperson) for the objectors - if there is more than one objector wishing to speak the time is then divided within the 3 minute time slot
2. The applicant or their agent
3. A representative for any supporters who live within 100 metres of the development site
4. A ward councillor from where the proposal is located.

The chair will ask the speakers to come forward to speak. Once the speaker's three minutes have elapsed, members of the committee may ask questions of them, relevant to the roles and functions of the community council.

Members of the committee will then debate the application and consider the recommendation.

Note

If there are several objectors or supporters, they have to identify a representative who will speak on their behalf. If more than one person wishes to speak, the 3 minute time allowance must be shared amongst those who wish to speak. Objectors may wish to meet with other objectors in the foyer of the hall prior to the start of the meeting to appoint a representative.

Speakers should restrict their comments to the planning aspects of the proposal and should avoid repeating what is already on the report.

The arrangements at the meeting may be varied at the discretion of the Chair.



BOROUGH AND BANKSIDE COMMUNITY COUNCIL - Planning -

MINUTES of the Borough and Bankside Community Council held on Wednesday 16 November 2011 at 7.00 pm at 56 Southwark Bridge Road, London SE1 0AS

PRESENT: Councillor Poddy Clark (Chair)
Councillor Geoffrey Thornton (Vice-Chair)
Councillor Claire Hickson
Councillor Tim McNally
Councillor Adele Morris

OFFICER SUPPORT: Norman Brockie (Team Leader, Design and Conservation)
Michele Sterry (Planning Team Leader)
Suzan Yildiz (Senior Planning Lawyer)
Gerald Gohler (Constitutional Officer)

1. INTRODUCTION AND WELCOME

The chair welcomed councillors, members of the public and officers to the meeting.

2. APOLOGIES

There were apologies for absence from Councillor David Noakes.

3. DISCLOSURE OF MEMBERS' INTERESTS AND DISPENSATIONS

Members declared interests regarding the following agenda items:

6.2. 181 Union Street, London SE1 0LN

Councillor Adele Morris, personal and non-prejudicial, in relation to planning application 11-AP-1024, as she had had a conversation with the applicant and had called in this application. She emphasised that she had not expressed any views on the application.

Councillor Geoffrey Thornton, personal and non-prejudicial, in relation to planning application 11-AP-1024, as the applicant had attended his ward surgery. He emphasised that he had not expressed any views on this application.

6.3 183-185 Union Street, London SE1 0LN

Councillor Adele Morris, personal and non-prejudicial, in relation to planning application 11-AP-1029, as she had had a conversation with the applicant and had called in this application. She emphasised that she had not expressed any views on the application.

Councillor Geoffrey Thornton, personal and non-prejudicial, in relation to planning application 11-AP-1029, as the applicant had attended his ward surgery. He emphasised that he had not expressed any views on this application.

4. ITEMS OF BUSINESS THAT THE CHAIR DEEMS URGENT

There were none.

5. MINUTES

RESOLVED:

That the minutes of the meeting held on 6 October 2011 be agreed as a correct record of that meeting, and signed by the chair.

6. DEVELOPMENT MANAGEMENT ITEMS

6.1 28 MARSHALSEA ROAD, LONDON, SE1 1HF

Planning application reference number: 11-AP-2375

PROPOSAL:

Erection of a roof extension (47 Square metres) incorporating a new third floor for office purposes.

The planning officer introduced the report. Councillors asked questions of the planning officer and the design and conservation officer.

There were no objectors who wished to speak.

The applicant spoke in favour of the application. Members asked questions of the applicant.

There were no local supporters living within 100 metres of the site, and no ward councillors wishing to speak.

Members discussed the application.

RESOLVED:

That planning permission for application number 11-AP-2375 be granted, as set out in the report and including an amended condition 5 to read:

Before any work hereby authorised begins, and notwithstanding the details submitted, details (1:50 scale drawings) of the facilities to be provided for the secure storage of a minimum of 2 cycles shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the cycle parking facilities provided shall be retained in accordance with the approved details and the space used for no other purpose and the development shall not be carried out otherwise in accordance with any such approval given.

and the following informative to be added:

Notwithstanding policy 5.3 requiring weather proof bicycle storage. The committee welcomes a provision of a minimum of two cycle storage spaces, external to the building in order to increase the sustainability of the area.

ACTION: Enforcement team to check on the lawfulness of the flat conversions in 28 and 28a Clennan Road, and report back to a future meeting.

6.2 181 UNION STREET, LONDON SE1 0LN

Planning application reference number: 11-AP-1024

PROPOSAL:

Change of use of the second floor from office (B1 use) to residential (C3 use) and construction of a third floor mansard extension to create a total of 1 x 2 bed and 1 x 3 bed residential units with retention of ground and first floor office (B1 use).

The planning officer introduced the report. Councillors asked questions of the planning officer.

A spokesperson for the objectors spoke against the applications. Councillors asked questions of the objectors' spokesperson.

The applicant spoke in favour of the application. Members asked questions of the applicant.

There were no local supporters living within 100 metres of the site, and no ward councillors wishing to speak.

Members discussed the application.

RESOLVED:

That planning permission for application number 11-AP-1024 be refused, for the reasons set out in the officers' report.

6.3 183-185 UNION STREET, LONDON SE1 0LN

Planning application reference number: 11-AP-1029

PROPOSAL:

Change of use of first and second floors from office (B1 use) to residential (C3 use) and construction of a third floor mansard extension to create a total of 3 x 2 bedroom residential units with retention of ground floor office (B1 use). The development will also include the creation of a rear terrace at first floor and balustrades at second and third floor level.

The planning officer introduced the report. Councillors asked questions of the planning officer.

A spokesperson for the objectors spoke against the applications. Councillors asked questions of the objectors' spokesperson.

The applicant spoke in favour of the application. Members asked questions of the applicant.

There were no local supporters living within 100 metres of the site, and no ward councillors wishing to speak.

Members discussed the application.

RESOLVED:

That planning permission for application number 11-AP-1029 be refused, for the reasons set out in the officers' report.

6.4 TFL CYCLE HIRE AT MENDHAM HOUSE CLUNY ESTATE, BERMONDSEY STREET

Planning application reference number: 11-AP-0277

PROPOSAL:

Installation on the carriageway of an extension to the existing cycle hire docking station measuring 11.25m long and 2m wide, for the Transport for London Cycle Hire Scheme containing a maximum of 15 docking points.

The planning officer introduced the report. Councillors asked questions of the planning officer.

There were no objectors.

The applicant spoke in favour of the application. Members asked questions of the applicant.

There were no local supporters living within 100 metres of the site, and no ward councillors wishing to speak.

Members discussed the application.

RESOLVED:

That planning permission for application number 11-AP-0277 be approved, including an informative to the effect that the applicant enter into the appropriate highways agreements or other arrangements with the highway authority for the replacement of the lost parking spaces by equivalent replacement provision in the Decima Street area, before any works are commenced.

The meeting ended at 9.25 pm.

CHAIR:

DATED:

Item No. 6.	Classification: Open	Date: 26 January 2012	Meeting Name: Borough and Bankside Community Council
Report title:		Development Management	
Ward(s) or groups affected:		All	
From:		Deputy Chief Executive	

RECOMMENDATIONS

1. That the determination of planning applications, or formal observations and comments, the instigation of enforcement action and the receipt of the reports included in the attached items be considered.
2. That the decisions made on the planning applications be subject to the conditions and/or made for the reasons set out in the attached reports unless otherwise stated.
3. That where reasons for decisions or conditions are not included or not as included in the reports relating to an individual item, they be clearly specified.

BACKGROUND INFORMATION

4. The council's powers to consider planning business are detailed in Part 3F which describes the role and functions of the planning committee and Part 3H which describes the role and functions of community councils. These were agreed by the annual meeting of the council on 19 May 2010 and amended on 20 October 2010. The matters reserved to the planning committee and community councils exercising planning functions are described in parts 3F and 3H of the Southwark Council constitution. These functions were delegated to the planning committee.

KEY ISSUES FOR CONSIDERATION

5. In respect of the attached planning committee items members are asked, where appropriate -
6. To determine those applications in respect of site(s) within the borough, subject where applicable, to the consent of the Secretary of State for Communities and Local Government and any directions made by the Mayor of London.
7. To give observations on applications in respect of which the council is not the planning authority in planning matters but which relate to site(s) within the borough, or where the site(s) is outside the borough but may affect the amenity of residents within the borough.

8. To receive for information any reports on the previous determination of applications, current activities on site, or other information relating to specific planning applications requested by members.
9. Each of the following items are preceded by a map showing the location of the land/property to which the report relates. Following the report, there is a draft decision notice detailing the officer's recommendation indicating approval or refusal. Where a refusal is recommended the draft decision notice will detail the reasons for such refusal.
10. Applicants have the right to appeal to Planning Inspector against a refusal of planning permission and against any condition imposed as part of permission. Costs are incurred in presenting the Council's case at appeal which may be substantial if the matter is dealt with at a public inquiry.
11. The sanctioning of enforcement action can also involve costs such as process serving, court costs and of legal representation.
12. Where either party is felt to have acted unreasonably in an appeal the inspector can make an award of costs against the offending party.
13. All legal/Counsel fees and costs as well as awards of costs against the council are borne by the regeneration and neighbourhood's budget.

Community impact statement

14. Community impact considerations are contained within each item.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities, Law & Governance

15. A resolution to grant planning permission shall mean that the development & building control manager is authorised to grant planning permission. The resolution does not itself constitute the permission and only the formal document authorised by the committee and issued under the signature of the development & building control manager shall constitute a planning permission. Any additional conditions required by the committee will be recorded in the minutes and the final planning permission issued will reflect the requirements of the planning committee.
16. A resolution to grant planning permission subject to legal agreement shall mean that the development & building control manager is authorised to issue a planning permission subject to the applicant and any other necessary party entering into a written agreement in a form of words prepared by the strategic director of legal and democratic services, and which is satisfactory to the development & building control manager. Developers meet the council's legal costs of such agreements. Such an agreement shall be entered into under section 106 of the Town and Country Planning Act 1990 or under another appropriate enactment as shall be determined by the strategic director of legal & democratic services. The planning permission will not be issued unless such

an agreement is completed.

17. Section 70 of the Town and Country Planning Act 1990 as amended requires the council to have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations when dealing with applications for planning permission. Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides that where, in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise.
18. The Southwark Plan is part of the Development Plan along with the Core Strategy and London Plan. Some of the detailed Southwark plan policies were 'saved' in July 2010 with permission from the Secretary of State. Some of these policies have now been superseded by policies in the Aylesbury Area Action Plan and the Core Strategy which was adopted on April 6 2011. The enlarged definition of "development plan" arises from s38(2) of the Planning and Compulsory Purchase Act 2004. Where there is any conflict with any policy contained in the development plan, the conflict must be resolved in favour of the policy which is contained in the last document to be adopted, approved or published, as the case may be (s38(5) Planning and Compulsory Purchase Act 2004).
19. Government policy on planning obligations is contained in the Office of the Deputy Prime Minister Circular 05/2005. Provisions of legal agreements must fairly and reasonably relate to the provisions of the development plan and to planning considerations affecting the land. The obligation must also be such as a reasonable planning authority, duly appreciating its statutory duties can properly impose, i.e. it must not be so unreasonable that no reasonable authority could have imposed it. Before resolving to grant planning permission subject to a legal agreement members should therefore satisfy themselves that the subject matter of the proposed agreement will meet these tests. From 6 April 2010 the Community Infrastructure Levy regulations (CIL) have given these policy tests legal force.

Regulation 122 provides that "a planning obligation may only constitute a reason for granting planning permission if the obligation is:

- a. necessary to make to the development acceptable in planning terms;
- b. directly related to the development; and
- c. fairly and reasonably related to the scale and kind to the development."

20. Government policy on planning obligations is contained in the Office of the Deputy Prime Minister Circular 05/2005. Provisions of legal agreements must fairly and reasonably relate to the provisions of the development plan and to planning considerations affecting the land. The obligation must also be such as a reasonable planning authority, duly appreciating its statutory duties can properly impose, i.e. it must not be so unreasonable that no reasonable authority could have imposed it. Before resolving to grant planning permission subject to a legal agreement members should therefore satisfy themselves that the subject matter of the proposed agreement will meet these tests.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Council Assembly Agenda June 27 2007 and Council Assembly Agenda January 30 2008	Constitutional Team Communities, Law & Governance 2 nd Floor 160 Tooley Street PO Box 64529 London SE1 5LX	Kenny Uzodike 020 7525 7236
Each planning committee item has a separate planning case file	Council Offices, 5th Floor 160 Tooley Street, London SE1 2TZ	The named case Officer as listed or Gary Rice 020 7525 5437

AUDIT TRAIL

Lead Officer	Deborah Collins, Strategic Director of Communities, Law & Governance	
Report Author	Nagla Stevens, Principal Planning Lawyer Kenny Uzodike, Constitutional Officer	
Version	Final	
Dated	25 October 2010	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes
Deputy Chief Executive	No	No
Head of Development Management	No	No

ITEMS ON AGENDA OF THE BOROUGH AND BANKSIDE CC
on Thursday 26 January 2012

Appl. Type Listed Building Consent
Site 8 COLNBROOK STREET, LONDON, SE1 6EZ

Reg. No. 11-AP-2398
TP No. TP/1029-8
Ward Cathedrals
Officer Anna Clare

Recommendation GRANT PERMISSION

Item 6.1

Proposal

Demolition of existing rear addition. Reducing part of garden level to lower ground floor level & construction of a new single storey rear extension comprising a new kitchen. New external steps from lower ground floor up to retained garden level. Complete refurbishment of the listed property including a new bathroom & cloakroom. Blocking up some existing openings & forming new openings to internal walls. Repair of existing sash windows where viable, & replacement windows to match existing elsewhere. Construction of a mansard roof extension.

Appl. Type Full Planning Permission
Site 8 COLNBROOK STREET, LONDON, SE1 6EZ

Reg. No. 11-AP-2397
TP No. TP/1029-8
Ward Cathedrals
Officer Anna Clare

Recommendation GRANT PERMISSION

Item 6.2

Proposal

Reducing part of garden level to lower ground floor level & construction of a new single storey rear extension comprising a new kitchen. New external steps from lower ground floor up to retained garden level. Complete refurbishment of the listed property including a new bathroom & cloakroom. Blocking up some existing openings & forming new openings to internal walls. Repair of existing sash windows where viable, & replacement windows to match existing elsewhere. Construction of a mansard roof extension.

Appl. Type Full Planning Permission
Site SHELL SOUTHWARK BRIDGE SERVICE STATION, 101 SOUTHWARK BRIDGE ROAD, LONDON, SE1 0AX

Reg. No. 11-AP-1571
TP No. TP/1396-101
Ward Cathedrals
Officer Michèle Sterry

Recommendation GRANT PERMISSION

Item 6.3

Proposal

Redevelopment of existing petrol station to provide new forecourt canopy and retail shop building together with the erection of a new brick wall to the rear boundary with Ayres Street.

Ordnance Survey

Date 16/1/2012



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Item No. 6.1	Classification: Open	Date: 26 January 2012	Meeting Name: Borough and Bankside Community Council
Report title:	Development Management planning application: Application 11-AP-2398 for: Listed Building Consent Address: 8 COLNBROOK STREET, LONDON, SE1 6EZ Proposal: Listed Building Consent Demolition of existing rear addition. Reducing part of garden level to lower ground floor level & construction of a new single storey rear extension comprising a new kitchen. New external steps from lower ground floor up to retained garden level. Complete refurbishment of the listed property including a new bathroom & cloakroom. Blocking up some existing openings & forming new openings to internal walls. Repair of existing sash windows where viable, & replacement windows to match existing elsewhere. Construction of a mansard roof extension.		
Ward(s) or groups affected:	Cathedrals		
From:	Head of Development Management		
Application Start Date 22 July 2011		Application Expiry Date 16 September 2011	

RECOMMENDATION

- 1 Grant listed building consent subject to conditions.

BACKGROUND INFORMATION

Site location and description

- 2 The site refers to a mid terrace three storey including basement level, single family dwelling on the eastern side of Colnbrook Street. The property is part of a Grade II group listing of the terrace of 17 houses, listed in 1989. The property is also situated within the West Square Conservation Area.

Details of proposal

- 3 The erection of a single storey ground floor rear extension measuring 5000mm in length, 2475mm in width and 2840mm in height, consisting of a main part constructed in brick with a slate roof, and a timber framed glazed 'link' between the rear of the property and the new extension.
- 4 The insertion of a door at basement level in replacement of existing window. Following objections from Design and Conservation this has now been restricted to the drop down of the existing window opening and no widening. The excavation of a terrace area with new external steps up to garden level. Opening up of two basement rooms with 1.35m opening, blocking up of hall opening and opening between basement and first floor to the existing rear extension.

- 5 Blocking up of opening between two rooms on the ground floor. The restoration/refurbishment of timber sliding sash windows to the front and rear elevations, where they are found to be beyond repair these will be replaced to match the existing, conditions proposed to ensure this.
- 6 The construction of a mansard roof extension, set back from both the front and rear parapet walls with terrace area to the front, constructed with natural slates to the sloping walls; and the replacement of the detailing corncicing to this parapet.
- 7 A planning application for the works which require such, is also included within this agenda (11-AP-2397)

Planning history

- 8 Applications for planning permission and listed building consent were granted on 23/11/07 for the erection of a mansard roof extension and a rear extension including conservatory (Ref: 07-AP-1416 and 07-AP-1417). These applications expired on 23/11/10. The proposed roof extension included in this scheme is the same previously approved.
- 9 Applications for planning permission and listed building consent were submitted on 26/11/2010 for a similar scheme but with a full width rear extension (Ref: 10-AP-3440 and 10-AP-3439). These applications were withdrawn following advice that they were likely to be refused on design grounds. It was considered that the loss of the original butterfly roof would be an unacceptable loss of historic form and fabric and the rear extension at full width was considered excessive in scale and completely incongruous in its contemporary design.
- 10 Applications for planning permission and listed building consent were submitted on 25/03/11 for the erection of a full width ground floor single storey extension (Ref: 11-AP-0961 and 11-AP-0962). These applications were again withdrawn following advise it was likely they would be refused as the size of the rear extension was excessive and likely to harm the integrity of the listed building.
- 11 This application was submitted originally just for the rear extension, stating the mansard roof extension permission from 2007 had commenced implementation within the 3 year time frame. However, as conditions precedent had not been discharged on the 2007 permission the applicant was advised that the application had expired, and therefore the mansard roof extension was also included in the current applications for planning permission and listed building consent. The proposed extension is largely the same as the 2007 permitted scheme. Extensive internal alterations have been undertaken with little fabric of historical interest being retained. An application for planning permission for the works have also been submitted (11-AP-2397) and is to be considered at this meeting also.

Planning history of adjoining sites

- 12 Many of the properties in the immediate surrounding area (Colnbrook Street and Gladstone Street) have mansard roof extensions of varying designs. To note are No.5 Colnbrook Street, where planning permission was granted and listed building consent granted on appeal in 2010 for a mansard roof extension at the property including a terrace area at roof level on the front elevation. 6 Colnbrook Street also has a mansard roof extension with terrace to the front, whilst no.10 Colnbrook Street has a mansard roof extension with a terrace above although this does not appear to have been granted planning permission or listed building consent it is likely the work is historic.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

13 The main issues to be considered in respect of this application are:

a) The impact of the proposal on the appearance and setting of the listed building in its context with the group.

Planning policy

Core Strategy 2011

14 Strategic Policy 12 – Design and conservation

Southwark Plan 2007 (July) - saved policies

15 3.17 Listed Buildings

London Plan 2011

16 Policy 7.4 Local Character
Policy 7.6 Architecture

Planning Policy Guidance (PPG) and Planning Policy Statements (PPS)

17 PPS5 Planning for the Historic Environment.

Principle of development

18 The principle of alterations to a listed building acceptable providing the works present sensitive upgrading to the building.

Design issues and Impact on character and setting of a listed building and/or conservation area

19 Design and Conservation raised some concerns over elements of the proposed scheme firstly, the width of the opening proposed at basement level to give access to the rear terrace area, which officers considered should be no wider than the existing window opening, and this has been amended. Secondly, the decision not to reinstate the cornicing to the parapet on the front elevation of the building, which has also been reconsidered by the applicant and included as part of the application. Thirdly, Officers have considered the objection in relation to the terrace at roof level however it is considered that given the set back of the dormers, and as it is now intended to replace the cornice to the parapet which will greatly improve the front elevation of the property, and as the terrace will not be visible from street level the character of the property will not be adversely affected by the introduction of the terrace area. It is unlikely the terrace will be overly used given it serves a bedroom and is relatively small in size, and the placement of any additional material such as trellising which would detract from the character of the front elevation of the building can be restricted by condition.

20 The proposed development preserves the features of the property of historic or architectural significance, and returns this historic building back to its optimal use.

21 The rear extension is considered to compliment the historic character of the building with the use of glass where the extension abuts the host building to minimise impact and to separate the old and the new. The extension is modest in scale contained

within the footprint of the original 'outrigger' and is considered to preserve the historic character of the building.

- 22 The mansard roof extension is set back from the parapet, and therefore not largely visible from street level on the front elevation. The extension is modest in size creating an additional bedroom, and retaining the appearance of the butterfly roof to the rear elevation.
- 23 The internal alterations to the property, the blocking up and creation of openings, are considered acceptable. The property has been poorly maintained, with much of the internal historic fabric lost. However the plan form of the modest property comprising two rooms on each floor is preserved, on the upper floors some significant features remain including original cornices, windows and surrounds, and an original fireplace. The applications seek to conserve the listed building, the opening at basement level to the rear terrace area has been amended to maintain the original width and allow the retention of the window reveals and head and simply to allow access through.
- 24 Many of the windows appear original and retain their original surrounds, the presumption should be in favour of repairing and restoring these. However, where they are beyond repair these are proposed to be replaced with windows to match. It is considered appropriate to require prior to commencement of the proposed works a condition survey of the windows is prepared and a schedule of proposed restoration works prepared to ensure the windows are restored where appropriate.
- 25 Saved Southwark Plan Policy 3.17 Listed Buildings states in point iv that Planning permission for proposals which involve an alteration or extension to a listed building will only be permitted where existing detailing and important later additional features of the building are preserved, repaired or, if missing, replaced. This application seeks to replace the previously removed detailed cornicing to the parapet on the front elevation. This will enhance the property and the appearance of the terrace and wider conservation area.

Impact on trees

- 26 Not relevant to listed building application but considered in accompanying report for planning application.

Planning obligations (S.106 undertaking or agreement)

- 27 Not required with an application of this nature.

Sustainable development implications

- 28 None.

Other matters

- 29 Objections from local residents have been made to the proposals being contrary to guidance set out in the '*House Extension in the Albert Triangle*' Design Guide which was published in 1986 following consultation between the Council and the Albert Association. However this document was produced before the properties were listed, and with no review or update to take the listing into account it is considered the document is no longer considered a material consideration. This was also accepted by the Planning Inspectorate in deciding the recent appeal at 5 Colnbrook Street. The inspected in his decision dated 12 July 2011 stated in paragraphs 10 that although the document promoted good practice in terms of some aspects of extension in the Albert Triangle it was now significantly out of date and therefore he could not give the guide

weight in deciding the appeal.

Conclusion on listed building issues

- 30 The alterations and extensions are acceptable and would preserve and enhance the fabric and setting of the listed building.
- 31 Policy HE9.1 of PPS5 states: "*There should be a presumption in favour of the conservation of designated heritage assets and the more significant the designated heritage asset, the greater the presumption in favour of its conservation should be. Once lost, heritage assets cannot be replaced and their loss has a cultural, environmental, economic and social impact. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Loss affecting any designated heritage asset should require clear and convincing justification.*"
- 32 This proposal conserves the building and its features of historic and architectural significance. It involves a modest and subservient extension and alteration to this designated heritage asset and compliments it by enabling the reinstatement of its historic use. It is therefore recommended that planning permission be granted.

Community impact statement

- 33 In line with the Council's Community Impact Statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.
- 34 a) The impact on local people is set out above.

Consultations

- 35 Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.

Consultation replies

- 36 Details of consultation responses received are set out in Appendix 2.

Summary of consultation responses

- 37 Design and Conservation Team - response has been incorporated in the main body of the report.
- 38 Objections received from 5 local residents for both the original proposals and the revised scheme including the roof extension.

Objections to original proposal (ground floor single storey rear extension)

- 39 Resident of 7 Colnbrook Street considers the rear extension constitutes an over development of the property and its historic footprint, and detrimental to the neighbouring properties amenity. The extension fails is wider than half the width of the house and it is not a glazed 'link' it is fundamental to the design as the proposed layout does not work without this extra floorspace. Concerns also raised regarding the excavation work entailed in the proposal which will cause disturbance to the foundations of the adjoining buildings.

- 40 Resident of 28 Gladstone Street objects on the basis of unnecessary partial demolition and removal of existing historic fabric. Objects to the blocking up of openings, all original doors should be retained and in the case of the entrance to the lobby the door should be reinstated. Objects to widening of the window opening to create a doorway at basement level on the rear elevation. Considers the rear glazed extension is inappropriate to a listed building of this age, objects to the size of the extension almost across the full width of the house contrary to Southwark's Residential Design Policy 3.4 Objections raised to the inclusion of the 'existing' second floor extension which is not existing and planning permission lapsed on 23rd November 2010.
- 41 Resident of 42 Gladstone Street objects to the proposals on the basis they harm the character of the conservation area and the listed building by way of loss of historic fabric. The existing drawings submitted are incorrect and show a non-existent roof extension. The creation of a three quarter width increased plot width; single storey extension with glazed roof lights has no precedent. Considers the proposals are contrary to a number of Southwark Policies including saved policy 3.16 Conservation areas and 3.17 Listed Buildings of the Southwark Plan 2007. Also reports that works were undertaken to the property without the necessary planning permission or listed building consent which the Planning Enforcement Team opened an investigation into following complaints. The immediate neighbours refute that any works were undertaken to implement the previous 2007 planning and listed building consent for the mansard roof extension prior to there expiry in 2010.
- 42 Resident of 5 Colnbrook Street objects to the proposals on basis of loss of historic fabric and as the extension does not ensure the continuity of the terrace and involves the use of a large area of glazing which is out of character with the materials used in the original construction and extension elsewhere. Albert Triangle residents have sought to protect the integrity of these listed buildings and the conservation area, which was largely achieved through a set of guidelines agreed with the Council (considered reference to 1986 *'House extension in the Albert Triangle'* outlined above). The principles set out in the guidelines were aimed at maintaining uniformity of approach to roof and rear extensions, however the Council's views on roof terraces are now at odds with those of the Albert Association. Considers the application should include the reinstatement of the cornicing on the front elevation.
- 43 Objections to the revised scheme which included the erection of a roof extension.
- 43 Resident of 18 Colnbrook Street objects to the roof extension as the rear elevation is inappropriate, viewed with others in the street and spoils rather than enhances the character of the terrace. States that there is no physical evidence or indication of work being undertaken in connection with the roof extension for which the planning permission and listed building expired in November 2010.
- 44 Resident of 28 Gladstone Street objects to the proposed works on the basis of loss of historic fabric and the anomalous rear elevation of the second floor extension and the glazing to the ground floor rear extension. Additions to previous letter refer to the proposed second floor roof extension and revisions to objections in relation to rear basement extension. Considers that due to the number of roof extensions which extend vertically from the rear elevation, the retention of the butterfly roof to the rear elevation is out of character with the rest of the terrace.
- 45 Further objections received from resident of 42 Gladstone Street, objects on the basis the rear "mansard" will harm the group listing of the terrace and considered the rear extension will neither preserve nor enhance the listing building or its setting. The continuity of the rear elevation of Gladstone Street and Colnbrook Street is essential to the continuity of the street pattern, and the special architectural norms for extension

have been ignored.

Human rights implications

- 46 This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.
- 47 This application has the legitimate aim of providing additional residential accommodation to the dwelling house. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities, Law & Governance

- 48 None.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/1029-8 Application file: 11-AP-2398 Southwark Local Development Framework and Development Plan Documents	Regeneration and Neighbourhoods Department 160 Tooley Street London SE1 2TZ	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 5560 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Anna Clare, Senior Planning Enforcement Officer	
Version	Final	
Dated	01 December 2011	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	No	No
Strategic Director of Regeneration and Neighbourhoods	No	No
Strategic Director of Environment and Housing	No	No
Date final report sent to Constitutional Team		16 January 2012

Consultation undertaken

Site notice date: 18/08/11 and 17/10/11

Press notice date: 11/08/11

Case officer site visit date: 08/09/11

Neighbour consultation letters sent: 10/08/11 and wide consultation of 04/10/11

Internal services consulted: Michael Tsoukaris - Design and Conservation Team

Statutory and non-statutory organisations consulted: None.

Neighbours and local groups consulted:

1st Consultation

10/08/2011 9 COLNBROOK STREET LONDON SE1 6EZ
10/08/2011 7 COLNBROOK STREET LONDON SE1 6EZ

Re-consultation

04/10/2011 FLAT 18 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 29 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 39 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 16 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 8 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 9 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 FLAT 15 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 40 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 30 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 41 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 42 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 28 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 BASEMENT FLAT 16 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 FLAT 17 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 27 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 7 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 10 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 11 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 12 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 42 GLADSTONE STREET LONDON SE1 6EY
04/10/2011 GROUND FLOOR AND FIRST FLOOR FLAT 16 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 28 GLADSTONE STREET LONDON SE1 6EY
04/10/2011 13 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 4 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 5 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 6 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 18 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 14 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 15 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 17 COLNBROOK STREET LONDON SE1 6EZ

Re-consultation: Carried out following amendments to include the mansard roof extension, with wider consultation.

Consultation responses received

Internal services

Michael Tsoukaris Group Manager - Design and Conservation Team.

Design Surgery Comments

The proposal is for a modest single storey rear extension and a mansard extension set back from the front and rear for the property as well as minor internal modifications to turn this previously squatted property into a single family residence.

Core Strategy policy SP12 Design and conservation requires "*development to conserve or enhance the significance of Southwark's heritage assets, their settings and wider historic environment, including conservation areas, archaeological priority zones and sites, listed and locally listed buildings, registered parks and gardens, world heritage sites and scheduled monuments.*"

Saved Southwark Plan Policy 3.17 Listed Buildings - states:

Planning permission for proposals which involve an alteration or extension to a listed building will only be permitted where:

- i. There is no loss of important historic fabric; and
- ii. The development is not detrimental to the special architectural or historic interest of the building; and
- iii. The development relates sensitively and respects the period, style, detailing and context of the listed building or later alterations of architectural or historic interest; and
- iv. Existing detailing and important later additional features of the building are preserved, repaired or, if missing, replaced.

Taking each of these in turn

- i. The property has been occupied by squatters and has been damaged internally however, particularly on the upper ground floor some significant features remain including original cornices, windows and window surrounds. Further, on the first floor an original fire place has survived and the staircase appears to be original.

The proposal seeks to conserve the listed building and its historic fabric. The Plan form of a modest historic property comprising two rooms on each floor, is preserved and with it its important historic features. The areas noted above, where the main historic fabric is located, are preserved and restored as necessary.

- ii. The main impact of this development is in the creation of a new rear extension and a mansard extension that is set back from the front and rear face of the building.

The proposed extension is modest and occupies the footprint of the original 'outrigger'. Where it abuts the listed building it is made of glass to limit the impact of the new extension on the original building and to clearly demarcate the separation between the old and the new. **The glazed structure should be constructed of traditional materials to compliment its historic setting and can be reserved by condition.** This extension is constructed of traditional materials, subservient in its scale and bulk and will preserve and enhance the appreciation and enjoyment of this historic property.

The mansard extension is well set-back from the front of the building and provides one additional room at the top. The stair case is extended to reach this floor. Due to the

set-back it will appear between the two groups of chimneys in the roofscape and will not appear overly dominant in the street. With traditional slate finishes and modest dormer windows it will appear as a natural roof construction typical of these properties. Officers retain concerns over the inclusion of a roof terrace to the front of the property. This introduces a discordant and inappropriate feature and introduces activity to this prominent face of the property. **Notwithstanding what is illustrated on the drawings, this part of the roof should not be used as a terrace and its access should be changed to a window - the changes should be note on the approved drawings. The restriction on the use provision should be reserved by condition.** To the rear, the set-back from the face ensures that the butterfly roof, a distinguishing feature of this terrace of properties, is preserved.

iii. The proposed development preserves all the features of historic or architectural significance. **The only exception is the exit the extension at the lower ground floor where the opening should preserve the existing window reveals and head and simply cut down the flanks to allow access through to the extension at the rear and the drawings amended to suit.** Further, **the extended staircase should be carefully designed to reflect the features of the existing stair, its handrail and spindles and can be reserved by condition.**

An important aspect of the historic significance of this building is its windows, many of which appear to be original and retain their original window surrounds. these features are proposed to be preserved and restored by this development. officers would recommend that, prior to commencement of the proposed works a condition survey of the windows is prepared and a schedule of proposed restoration works prepared. This should be reserved by condition.

iv. The proposed development is generally appropriate and returns this nationally important historic building to its optimal use. This aspect of the policy seeks to repair or reinstate features that may have been lost by previous unsympathetic amendments. In this case, the projecting dentil cornice - a prominent feature of the front elevation, appears to have been removed by an previous owner. This is a future that can be seen on many of the adjacent properties and is prominent by its absence on this property and the immediately adjacent one.

The detailed cornice at the front should be reinstated by this application and the drawings amended to suit.

Policy HE7.5 of PPS5 - Planning for the historic Environment states: *Local planning authorities should take into account the desirability of new development making a positive contribution to the character and local distinctiveness of the historic environment. The consideration of design should include scale, height, massing, alignment, materials and use.*

This proposal compliments this historic building. Its scale, height, mass, materials and use are entirely appropriate and the proposed extensions modest and sympathetic in character and subservient in nature.

Policy HE9.1 of PPS5 states: *"There should be a presumption in favour of the conservation of designated heritage assets and the more significant the designated heritage asset, the greater the presumption in favour of its conservation should be. Once lost, heritage assets cannot be replaced and their loss has a cultural, environmental, economic and social impact. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Loss affecting any designated heritage asset should require clear and convincing justification."*

This proposal conserves the building and its features of historic and architectural significance. It involves a modest and subservient extension and alteration to this designated heritage asset and compliments it by re-enabling the reinstatement of its historic use.

Further, in the government objectives for PPS5 the national policy framework is charged with conserving England's heritage assets in a manner appropriate to their significance by ensuring that, among other things : "*wherever possible, heritage assets are put to an appropriate and viable use that is consistent with their conservation*"

This proposal seeks to restore this property to a single family residence giving this property a new lease on life and ensuring that this historic building is put to an appropriate and viable use that is consistent with its conservation.

Recommendation

Officers are broadly supportive of this application however, changes are required to the approved drawings to include a revision to the width of the door from the lower ground floor to the extension, change the door to a dormer window and to remove the terrace at the top floor.

If these changes cannot be secured officers are unable to support a recommendation to approve this application.

Provided the above are addressed appropriately, and if the council is minded to grant permission the following conditions should be included:

1. Section detail-drawings at a scale of (1:1, 1:2, 1:5) through:

- the new staircase to the mansard extension
- The front and rear parapets of the mansard including the reinstated cornice
- the cut-down existing opening at the lower ground floor
- the timber-framed glazed roof to the rear extension;

to be used in the carrying out of this permission shall be submitted to and approved by the Local Planning Authority in writing before any work in connection with this permission is commenced; the development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order that the Local Planning Authority may be satisfied as to the quality of the design and details in accordance with Core Strategy (April 2011) Policy SP12 Design and conservation, saved Policies: 3.12 Quality in Design; 3.13 Urban Design; and 3.17 Listed buildings of The Southwark Plan (UDP) July 2007 and PPS5 Planning for the Historic Environment.

2. Before any work in connection with this permission is commenced the applicant shall submit a Schedule of Condition of existing windows/ doors and Schedule of Works for their repair to the Local Planning Authority for approval in writing, prior to the commencement of works. All existing doors, windows, shutter boxes and window cases, are to be retained, repaired and refurbished. The development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order that the Local Planning Authority may be satisfied as to the design and details in the interest of the special architectural or historic qualities of the listed building in accordance with Core Strategy (April 2011) Policy SP12 Design and conservation, saved Policies: 3.15 Conservation of the Historic Environment; 3.16 Conservation

Areas; 3.17 Listed Buildings; of The Southwark Plan (UDP) July 2007 and PPS5 Planning for the Historic Environment.

A further condition restricting the use of the flat roof area at the front of the property as a terrace should also be included.

Statutory and non-statutory organisations

N/A

Neighbours and local groups

Objections received from 5 local residents.

Objections to original proposal (ground floor single storey rear extension)

Resident of 7 Colnbrook Street considers the rear extension constitutes an over development of the property and its historic footprint, and detrimental to the neighbouring properties amenity. The extension fails is wider than half the width of the house and it is not a glazed 'link' it is fundamental to the design as the proposed layout does not work without this extra floorspace. Concerns also raised regarding the excavation work entailed in the proposal which will cause disturbance to the foundations of the adjoining buildings.

Resident of 28 Gladstone Street objects on the basis of unnecessary partial demolition and removal of existing historic fabric. Objects to the blocking up of openings, all original doors should be retained and in the case of the entrance to the lobby the door should be reinstated. Objects to widening of the window opening to create a doorway at basement level on the rear elevation. Considers the rear glazed extension is inappropriate to a listed building of this age, objects to the size of the extension almost across the full width of the house contrary to Southwark's Residential Design Policy 3.4 Objections raised to the inclusion of the 'existing' second floor extension which is not existing and planning permission lapsed on 23rd November 2010.

Resident of 42 Gladstone Street objects to the proposals on the basis they harm the character of the conservation area and the listed building by way of loss of historic fabric. The existing drawings submitted are incorrect and show a non-existent roof extension. The creation of a three quarter width increased plot width; single storey extension with glazed roof lights has no precedent. Considers the proposals are contrary to a number of Southwark Policies including saved policy 3.16 Conservation areas and 3.17 Listed Buildings of the Southwark Plan 2007. Also reports that works were undertaken to the property without the necessary planning permission or listed building consent which the Planning Enforcement Team opened an investigation into following complaints. The immediate neighbours refute that any works were undertaken to implement the previous 2007 planning and listed building consent for the mansard roof extension prior to there expiry in 2010.

Resident of 5 Colnbrook Street objects to the proposals on basis of loss of historic fabric and as the extension does not ensure the continuity of the terrace and involves the use of a large area of glazing which is out of character with the materials used in the original construction and extension elsewhere. Albert Triangle residents have sought to protect the integrity of these listed buildings and the conservation area, which was largely achieved through a set of guidelines agreed with the Council (considered reference to 1986 '*House extension in the Albert Triangle*' outlined above). The principles set out in the guidelines were aimed at maintaining uniformity of approach to roof and rear extensions, however the Council's views on roof terraces are now at odds with those of the Albert Association. Considers the application should

include the reinstatement of the corning on the front elevation.

Objections to the revised scheme which included the erection of a roof extension.

Resident of 18 Colnbrook Street objects to the roof extension as the rear elevation is inappropriate, viewed with others in the street and spoils rather than enhances the character of the terrace. States that there is no physical evidence or indication of work being undertaken in connection with the roof extension for which the planning permission and listed building expired in November 2010.

Resident of 28 Gladstone Street objects to the proposed works on the basis of loss of historic fabric and the anomalous rear elevation of the second floor extension and the glazing to the ground floor rear extension. Additions to previous letter refer to the proposed second floor roof extension and revisions to objections in relation to rear basement extension. Considers that due to the number of roof extensions which extend vertically from the rear elevation, the retention of the butterfly roof to the rear elevation is out of character with the rest of the terrace.

Further objections received from resident of 42 Gladstone Street, objects on the basis the rear "mansard" will harm the group listing of the terrace and considered the rear extension will neither preserve nor enhance the listing building or its setting. The continuity of the rear elevation of Gladstone Street and Colnbrook Street is essential to the continuity of the street pattern, and the special architectural norms for extension have been ignored.

RECOMMENDATION

This document shows the case officer's recommended decision for the application referred to below.
This document is not a decision notice for this application.

Applicant	Mr & Mrs J & A Onslow	Reg. Number	11-AP-2398
Application Type	Listed Building Consent	Case Number	TP/1029-8
Recommendation	Grant permission		

Draft of Decision Notice

Listed Building CONSENT was given to carry out the following works:

Demolition of existing rear addition. Reducing part of garden level to lower ground floor level & construction of a new single storey rear extension comprising a new kitchen. New external steps from lower ground floor up to retained garden level. Complete refurbishment of the listed property including a new bathroom & cloakroom. Blocking up some existing openings & forming new openings to internal walls. Repair of existing sash windows where viable, & replacement windows to match existing elsewhere. Construction of a mansard roof extension.

At: 8 COLNBROOK STREET, LONDON, SE1 6EZ

In accordance with application received on 22/07/2011 08:03:49

and Applicant's Drawing Nos. Design and access statement, heritage statement, Drawings P101/RevA, P102/RevA, P103/RevA, P601/RevC, P602/RevC & P603/RevC, Flood Risk Assessment, Aboricultural Statement, Parking Provision & Site Location Plan

Reasons for granting listed building consent.

This listed building application was considered with regard to various policies including, but not exclusively:

a] Strategic Policies of the Core Strategy 2011:

Strategic policy 12 - Design and conservation (which seeks to secure high quality developments and to protect the borough's historic environment)

Strategic policy 13 - High environmental standards (which requires development to help us live and work in a way that respects the limits of the planet's natural resources, reduces pollution and damage to the environment and helps us adapt to climate change.

b] Saved policies of the Southwark Plan [July 2007]:

3.2 - Protection of amenity (which seeks to ensure an adequate standard of amenity for existing and future occupiers)

3.12 - Quality in design (which requires developments to be of a high standard of architectural design)

3.15 - Conservation of the historic environment) which states that development should preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance);

3.16 - Conservation areas (which requires developments to preserve or enhance the character or appearance of conservation areas);

3.17 - Listed buildings (which states that development proposals involving listed buildings should preserve the building and its features of special architectural or historic interest);

c] London Plan Policies 2011 7.4 Local Character and 7.6 Architecture

d] Planning Policy Statement 5 Planning for the Historic Environment.

Particular regard was had to the impact of the proposal on the historic fabric of this Grade II building and appearance of the terrace. The proposal is considered to preserve this listed building and the setting of the terrace.

Subject to the following condition:

- 1 The development hereby permitted shall be begun before the end of three years from the date of this permission.

Reason

As required by Section 91 of the Town and Country Planning Act 1990 as amended

2 Detailed drawings of;

- the new staircase to the mansard extension;
- The front and rear parapets of the mansard including the reinstated cornice;
- the cut-down existing opening at the lower ground floor;
- the timber-framed glazed roof to the rear extension;

shall be submitted to and approved by the Local Planning Authority before any work in connection with this permission is carried out and the development shall not be carried out otherwise than in accordance with any such approval given.

Reason

In order that the Local Planning Authority may be satisfied as to the quality of the design and details in accordance with Core Strategy (April 2011) Policy SP12 Design and conservation, saved Policies: 3.12 Quality in Design; 3.13 Urban Design; and 3.17 Listed buildings of The Southwark Plan (UDP) July 2007 and PPS5 Planning for the Historic Environment.

3 Before any work in connection with this permission is commenced the applicant shall submit a Schedule of Condition of existing windows/doors and a Schedule of Works for their repair to the Local Planning Authority for approval in writing, prior to the commencement of works. All existing doors, windows, shutter boxes and window cases, are to be retained, repaired and refurbished. The development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order that the Local Planning Authority may be satisfied as to the design and details in the interest of the special architectural or historic qualities of the listed building in accordance with Core Strategy (April 2011) Policy SP12 Design and conservation, saved Policies: 3.15 Conservation of the Historic Environment; 3.16 Conservation Areas; 3.17 Listed Buildings; of The Southwark Plan (UDP) July 2007 and PPS5 Planning for the Historic Environment.

Ordnance Survey

Date 16/1/2012



Item No. 6.2	Classification: Open	Date: 26 January 2012	Meeting Name: Borough and Bankside Community Council
Report title:	Development Management planning application: Application 11-AP-2397 for: Full Planning Permission Address: 8 COLNBROOK STREET, LONDON, SE1 6EZ Proposal: Reducing part of garden level to lower ground floor level & construction of a new single storey rear extension comprising a new kitchen. New external steps from lower ground floor up to retained garden level. Complete refurbishment of the listed property including a new bathroom & cloakroom. Blocking up some existing openings & forming new openings to internal walls. Repair of existing sash windows where viable, & replacement windows to match existing elsewhere. Construction of a mansard roof extension.		
Ward(s) or groups affected:	Cathedrals		
From:	Head of Development Management.		
Application Start Date 22 July 2011		Application Expiry Date 16 September 2011	

RECOMMENDATION

- 1 Grant planning permission subject to conditions.

BACKGROUND INFORMATION

Site location and description

- 2 The site refers to a mid terrace three storey including basement level, single family dwelling on the eastern side of Colnbrook Street. The property is part of a Grade II group listing of the terrace of 17 houses, listed in 1989. The property is also situated within the West Square Conservation Area, which is a predominately residential area.

Details of proposal

- 3 The erection of a single storey ground floor rear extension measuring 5000mm in length, 2475mm in width and 2840mm in height, consisting of a main part constructed in brick with a slate roof, and a timber framed glazed 'link' between the rear of the property and the new extension.
- 4 The insertion of a door at basement level in replacement of existing window. Following objections from Design and Conservation this has now been restricted to the drop down of the existing window opening and no widening. The excavation of a terrace area with new external steps up to garden level.
- 5 The construction of a mansard roof extension, set back from both the front and rear

parapet walls with terrace area to the front, constructed with natural slates to the sloping walls; to create additional living accommodation for the dwelling house.

- 6 A listed building consent application for these works is also included within this agenda (11-AP-2398).

Planning history

- 7 Applications for planning permission and listed building consent were granted on 23/11/07 for the erection of a mansard roof extension and a rear extension including conservatory (Ref: 07-AP-1416 and 07-AP-1417). These applications expired on 23/11/10. The proposed roof extension included in this scheme is the same previously approved.
- 8 Applications for planning permission and listed building consent were submitted on 26/11/2010 for a similar scheme but with a full width rear extension (Ref: 10-AP-3440 and 10-AP-3439). These applications were withdrawn following advice that they were likely to be refused on design grounds. It was considered that the loss of the original butterfly roof would be an unacceptable loss of historic form and fabric and the rear extension at full width was considered excessive in scale and completely incongruous in its contemporary design.
- 9 Applications for planning permission and listed building consent were submitted on 25/03/11 for the erection of a full width ground floor single storey extension (Ref: 11-AP-0961 and 11-AP-0962). These applications were again withdrawn following advice it was likely they would be refused as the size of the rear extension was excessive and likely to harm the integrity of the listed building.
- 10 This application was submitted originally just for the rear extension, stating the mansard roof extension permission from 2007 had commenced implementation within the 3 year time frame. However, as conditions precedent had not been discharged on the 2007 permission the applicant was advised that the application had expired, and therefore the applicant decided to include the mansard roof extension in the current applications for planning permission and listed building consent. The proposed extension is largely the same as the 2007 permitted scheme.

Planning history of adjoining sites

- 11 Many of the properties in the immediate surrounding area (Colnbrook Street and Gladstone Street) have mansard roof extensions of varying designs. To note are No.5 Colnbrook Street, where planning permission was granted and listed building consent granted on appeal in 2010 for a mansard roof extension at the property including a terrace area at roof level on the front elevation, with flush. 6 Colnbrook Street also has a mansard roof extension with terrace to the front, whilst no.10 Colnbrook Street has a mansard roof extension with a terrace above.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

- 12 The main issues to be considered in respect of this application are:
- a) The impact on amenity of neighbouring residents and future occupiers.
 - b) The design and appearance of the proposed roof extensions.

Planning policy

Core Strategy 2011

- 13 Strategic Policy 12 – Design and conservation
Strategic Policy 13 – High environmental standards

Southwark Plan 2007 (July) - saved policies

- 14 Policy 3.15 Conservation and the Historic Environment
Policy 3.16 Conservation areas
Policy 3.17 Listed Buildings
Policy 3.11 Efficient use of land
Policy 3.12 Quality in Design

Residential Design Standards SPD 2011

London Plan 2011

- 15 Policy 7.4 Local Character
Policy 7.6 Architecture

Planning Policy Guidance (PPG) and Planning Policy Statements (PPS)

- 16 PPS5 – Planning for the historic environment.
The draft National Planning Policy Framework (NPPF)
- 17 The draft National Planning Policy Framework (NPPF) was published at the end of July 2011 for consultation until 17 October 2011. The Government has set out its commitment to a planning system that does everything it can do to support sustainable economic growth. Local planning authorities are expected to plan positively for new development. All plans should be based on the presumption in favour of sustainable development and contain clear policies that will guide how the presumption will be applied locally.
- 18 The NPPF builds upon the Government's 'Plan for Growth' which was published in March 2011. The overall theme of this document is to support long term sustainable economic growth and job creation in the UK. This is set out as a clear and current Government objective (and accordingly should attract significant weight).

Principle of development

- 19 There is no objection to the principle of extending a dwelling in this residential area provided it would be designed to a high standard, respect the established character of the area and would not have an adverse effect on amenity or the character of the listed building or Conservation Area in accordance with the Residential Design Standards SPD (2011) and the relevant saved policies of the Southwark Plan (2007).

Environmental impact assessment

- 20 Not required due to the scale of the development.

Impact of proposed development on amenity of adjoining occupiers and surrounding area

- 21 The proposed single storey rear extension measuring 5000mm in length, 2475mm in width and 2840mm in height will replace the existing single storey rear extension at the property. As the extension will not be higher than the existing rear extension it is

not considered there will be any detrimental impact on the amenity of the adjoining neighbour to the south 7 Colnbrook Street.

- 22 The rear extension spans half the width of the property with a linking glazed element measuring 1450mm by 1400mm at lower ground floor level with a new terrace area with steps up to the rear garden. Given the terrace is below ground level it is not considered that the terrace area or rear extension will have a detrimental impact in terms of impact on amenity of the adjoining property to the north 9 Colnbrook Street.
- 23 It is not considered that the mansard roof extension would have a negative impact upon the amenity of the surrounding residential properties. The dormer windows to the front elevation are set back 1.4m from the parapet wall to create an outdoor amenity space, this is unlikely given the size and as the terrace serves a bedroom, to give rise to undue noise and disturbance to the adjoining properties.

Impact of adjoining and nearby uses on occupiers and users of proposed development

- 24 The property will remain in use as a single family dwelling house therefore no conflict of use is anticipated.

Traffic issues

- 25 None.

Design issues

- 26 The rear extension is modest in size and occupies the footprint of the original 'outrigger' and is proposed to be constructed with reclaimed London stock brick to match the host building, with a slate pitched roof. Where the extension abuts the main dwelling is to be constructed of glass with a glass roof to minimise the impact on the host building and to clearly demarcate the separation between the old and new.
- 27 The mansard roof extension is well set back from the front parapet wall, providing one additional bedroom to the property. Due to the set back the mansard extension will appear between the two sets of chimneys in the roofscape and will therefore not appear overly dominant on the street screen. With traditional slate finishes the modest dormers will appear as a natural roof construction typical of these properties. A number of the properties in both Colnbrook Street and the adjacent Gladstone Street have similar extensions. Importantly to the rear of the property the butterfly roof, a distinguishing feature of this terrace of properties is preserved.

Impact on character and setting of a listed building and/or conservation area

- 28 The property is Grade II listed and situated within the West Square Conservation Area. Impacts on the Grade II listed building will be considered in further detail in the application for listed building consent, accompanying this application.
- 29 Design and Conservation raised objections to the rear extension, it is considered modest in size and given the choice of materials, brick and slate tiles for the main extension and the timber and glazed 'link' section, the impact on the host building is minimised.
- 30 A number of objections have been received from local residents who are concerned the rear extension is out of keeping with the conservation area due to the use of this amount of glazing which is considered to harm the historic character of the listed building. However, our Design and Conservation Officer considers the extension to

compliment the historic character of the building with the use of glass where the extension abuts the host building to minimise impact and to separate the old and the new.

- 31 Local residents objected to the increase in width of the window opening at basement level which was agreed with by our Design and Conservation Officer, the drawings have since been amended to simply drop down the window opening to allow access through, maintaining the original width.
- 32 As the works are restricted to the rear of the property and are sympathetic to the character of the building and the wider terrace it is not considered there will be any negative impact and the character of the Conservation Area will be preserved by the rear extension.
- 33 The mansard roof extension is set back from the parapet on both the front and rear elevation, and modest in size constructed with natural slate to the sloping walls. The set back from the rear allows for the retention of the v shaped butterfly roof, which was supported by our Design and Conservation Officer.
- 34 The set back from the parapet on the front elevation of the property results in a mansard which is not largely visible from street level and as such it is not considered the proposed works will be detrimental to the appearance of the building and as such the character and appearance of the Conservation Area will be maintained.
- 35 The works to restore the property, and restoration of features previously lost in unsympathetic amendments such as the reinstatement of the cornice to the front elevation of the property will in fact enhance the terrace and the wider conservation area.

Impact on trees

- 36 None.

Planning obligations (S.106 undertaking or agreement)

- 37 Not required due to the small scale of the development.

Sustainable development implications

- 38 None.

Other matters

- 39 Objections from local residents have been made to the proposals being contrary to guidance set out in the '*House Extension in the Albert Triangle*' Design Guide which was published in 1986 following consultation between the Council and the Albert Association. However this document was produced before the properties were listed, and with no review or update to take the listing into account it is considered the document is no longer considered a material consideration. This was also accepted by the Planning Inspectorate in deciding the recent appeal at 5 Colnbrook Street. The inspected in his decision dated 12 July 2011 stated in paragraphs 10 that although the document promoted good practice in terms of some aspects of extension in the Albert Triangle it was now significantly out of date and therefore he could not give the guide weight in deciding the appeal.

Conclusion on planning issues

- 40 The single storey rear extension is considered subservient in scale and proposed in sympathetic and traditional materials. The mansard roof extension is set back from the parapet and will not therefore appear overly dominant on the street scene. It is not considered that either the rear extension or mansard roof extension, will have detrimental impacts in terms of amenity on the adjoining properties and therefore it is recommended that planning permission be granted.
- 41 In respect to the draft National Planning Policy Framework, the policies on new development, all carry a clear expectation that development should be supported, unless the benefits are clearly outweighed by the harm caused to other interests, such as heritage, amenity or living standards.
- 42 The benefits to be achieved through the grant of planning permission, in terms of the extension of existing homes, has been recognised by the Council. The proposal is considered sustainable, and it would be capable of delivering good outcomes which benefit the occupiers of the property and the area generally by providing a higher standard of accommodation with a high quality development which will enhance the existing building and which is in keeping with the heritage of the area.

Community impact statement

- 43 In line with the Council's Community Impact Statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.
- 44 a) The impact on local people is set out above.

Consultations

- 45 Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.

Consultation replies

- 46 Details of consultation responses received are set out in Appendix 2.

Summary of consultation responses

- 47 Design and Conservation Team - response has been incorporated in the main body of the report.
- 48 Objections received from 4 local residents for both the original proposals and the revised scheme including the roof extension.

Objections to original proposal (ground floor single storey rear extension)

- 49 Resident of 7 Colnbrook Street considers the rear extension constitutes an over development of the property and its historic footprint, and detrimental to the neighbouring properties amenity. The extension fails is wider than half the width of the house and it is not a glazed 'link' it is fundamental to the design as the proposed layout does not work without this extra floorspace. Concerns also raised regarding the excavation work entailed in the proposal which will cause disturbance to the

foundations of the adjoining buildings.

- 50 Resident of 28 Gladstone Street objects on the basis of unnecessary partial demolition and removal of existing historic fabric. Objects to the blocking up of openings, all original doors should be retained and in the case of the entrance to the lobby the door should be reinstated. Objects to widening of the window opening to create a doorway at basement level on the rear elevation. Considers the rear glazed extension is inappropriate to a listed building of this age, objects to the size of the extension almost across the full width of the house contrary to Southwark's Residential Design Policy 3.4 Objections raised to the inclusion of the 'existing' second floor extension which is not existing and planning permission lapsed on 23rd November 2010.
- 51 Resident of 42 Gladstone Street objects to the proposals on the basis they harm the character of the conservation area and the listed building by way of loss of historic fabric. The existing drawings submitted are incorrect and show a non-existent roof extension. The creation of a three quarter width increased plot width; single storey extension with glazed roof lights has no precedent. Considers the proposals are contrary to a number of Southwark Policies including saved policy 3.16 Conservation areas and 3.17 Listed Buildings of the Southwark Plan 2007. Also reports that works were undertaken to the property without the necessary planning permission or listed building consent which the Planning Enforcement Team opened an investigation into following complaints. The immediate neighbours refute that any works were undertaken to implement the previous 2007 planning and listed building consent for the mansard roof extension prior to there expiry in 2010.
- 52 Resident of 5 Colnbrook Street objects to the proposals on basis of loss of historic fabric and as the extension does not ensure the continuity of the terrace and involves the use of a large area of glazing which is out of character with the materials used in the original construction and extension elsewhere. Albert Triangle residents have sought to protect the integrity of these listed buildings and the conservation area, which was largely achieved through a set of guidelines agreed with the Council (considered reference to 1986 '*House extension in the Albert Triangle*' outlined above). The principles set out in the guidelines were aimed at maintaining uniformity of approach to roof and rear extensions, however the Council's views on roof terraces are now at odds with those of the Albert Association. Considers the application should include the reinstatement of the cornicing on the front elevation.

Objections to the revised scheme which included the erection of a roof extension.

- 53 Resident of 18 Colnbrook Street objects to the roof extension as the rear elevation is inappropriate, viewed with others in the street and spoils rather than enhances the character of the terrace. States that there is no physical evidence or indication of work being undertaken in connection with the roof extension for which the planning permission and listed building expired in November 2010.
- 54 Resident of 28 Gladstone Street objects to the proposed works on the basis of loss of historic fabric and the anomalous rear elevation of the second floor extension and the glazing to the ground floor rear extension. Additions to previous letter refer to the proposed second floor roof extension and revisions to objections in relation to rear basement extension. Considers that due to the number of roof extensions which extend vertically from the rear elevation, the retention of the butterfly roof to the rear elevation is out of character with the rest of the terrace.
- 55 Further objections received from resident of 42 Gladstone Street, objects on the basis the rear "mansard" will harm the group listing of the terrace and considered the rear extension will neither preserve nor enhance the listing building or its setting. The continuity of the rear elevation of Gladstone Street and Colnbrook Street is essential

to the continuity of the street pattern, and the special architectural norms for extension have been ignored.

Human rights implications

- 56 This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.
- 57 This application has the legitimate aim of providing additional residential accommodation to the dwelling house. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities, Law & Governance

- 58 None.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/1029-8 Application file: 11-AP-2397 Southwark Local Development Framework and Development Plan Documents	Regeneration and Neighbourhoods Department 160 Tooley Street London SE1 2TZ	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 5560 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Anna Clare, Senior Planning Enforcement Officer	
Version	Final	
Dated	01 December 2011	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	No	No
Strategic Director of Regeneration and Neighbourhoods	No	No
Strategic Director of Environment and Housing	No	No
Date final report sent to Constitutional Team		17 January 2012

APPENDIX 1

Consultation undertaken

Site notice date: 18/08/11 and 17/10/11

Press notice date: 11/08/11

Case officer site visit date: 08/09/11

Neighbour consultation letters sent: 10/08/11 and wider consultation undertaken 04/10/11

Internal services consulted: Design and Conservation Team – Michael Tsoukaris

Statutory and non-statutory organisations consulted: None.

Neighbours and local groups consulted:**1st Consultation**

10/08/2011 9 COLNBROOK STREET LONDON SE1 6EZ
10/08/2011 7 COLNBROOK STREET LONDON SE1 6EZ

Re-consultation

04/10/2011 FLAT 18 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 29 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 39 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 16 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 8 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 9 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 FLAT 15 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 40 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 30 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 41 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 42 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 28 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 BASEMENT FLAT 16 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 FLAT 17 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 FLAT 27 ST GEORGES COURT GARDEN ROW LONDON SE1 6HD
04/10/2011 7 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 10 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 11 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 12 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 42 GLADSTONE STREET LONDON SE1 6EY
04/10/2011 GROUND FLOOR AND FIRST FLOOR FLAT 16 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 28 GLADSTONE STREET LONDON SE1 6EY
04/10/2011 13 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 4 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 5 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 6 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 18 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 14 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 15 COLNBROOK STREET LONDON SE1 6EZ
04/10/2011 17 COLNBROOK STREET LONDON SE1 6EZ

Re-consultation: Carried out following amendments to include the mansard roof extension with wider consultation.

Consultation responses received

Internal services

Michael Tsoukaris Group Manager - Design and Conservation Team.

Design Surgery Comments

The proposal is for a modest single storey rear extension and a mansard extension set back from the front and rear for the property as well as minor internal modifications to turn this previously squatted property into a single family residence.

Core Strategy policy SP12 Design and conservation requires "*development to conserve or enhance the significance of Southwark's heritage assets, their settings and wider historic environment, including conservation areas, archaeological priority zones and sites, listed and locally listed buildings, registered parks and gardens, world heritage sites and scheduled monuments.*"

Saved Southwark Plan Policy 3.17 Listed Buildings - states:

Planning permission for proposals which involve an alteration or extension to a listed building will only be permitted where:

- i. There is no loss of important historic fabric; and
- ii. The development is not detrimental to the special architectural or historic interest of the building; and
- iii. The development relates sensitively and respects the period, style, detailing and context of the listed building or later alterations of architectural or historic interest; and
- iv. Existing detailing and important later additional features of the building are preserved, repaired or, if missing, replaced.

Taking each of these in turn

- i. The property has been occupied by squatters and has been damaged internally however, particularly on the upper ground floor some significant features remain including original cornices, windows and window surrounds. Further, on the first floor an original fire place has survived and the staircase appears to be original.

The proposal seeks to conserve the listed building and its historic fabric. The Plan form of a modest historic property comprising two rooms on each floor, is preserved and with it its important historic features. The areas noted above, where the main historic fabric is located, are preserved and restored as necessary.

- ii. The main impact of this development is in the creation of a new rear extension and a mansard extension that is set back from the front and rear face of the building.

The proposed extension is modest and occupies the footprint of the original 'outrigger'. Where it abuts the listed building it is made of glass to limit the impact of the new extension on the original building and to clearly demarcate the separation between the old and the new. **The glazed structure should be constructed of traditional materials to compliment its historic setting and can be reserved by condition.** This extension is constructed of traditional materials, subservient in its scale and bulk and will preserve and enhance the appreciation and enjoyment of this historic property.

The mansard extension is well set-back from the front of the building and provides one additional room at the top. The stair case is extended to reach this floor. Due to the

set-back it will appear between the two groups of chimneys in the roofscape and will not appear overly dominant in the street. With traditional slate finishes and modest dormer windows it will appear as a natural roof construction typical of these properties. Officers retain concerns over the inclusion of a roof terrace to the front of the property. This introduces a discordant and inappropriate feature and introduces activity to this prominent face of the property. **Notwithstanding what is illustrated on the drawings, this part of the roof should not be used as a terrace and its access should be changed to a window - the changes should be note on the approved drawings. The restriction on the use provision should be reserved by condition.** To the rear, the set-back from the face ensures that the butterfly roof, a distinguishing feature of this terrace of properties, is preserved.

iii. The proposed development preserves all the features of historic or architectural significance. **The only exception is the exit the extension at the lower ground floor where the opening should preserve the existing window reveals and head and simply cut down the flanks to allow access through to the extension at the rear and the drawings amended to suit.** Further, **the extended staircase should be carefully designed to reflect the features of the existing stair, its handrail and spindles and can be reserved by condition.**

An important aspect of the historic significance of this building is its windows, many of which appear to be original and retain their original window surrounds. these features are proposed to be preserved and restored by this development. officers would recommend that, prior to commencement of the proposed works a condition survey of the windows is prepared and a schedule of proposed restoration works prepared. This should be reserved by condition.

iv. The proposed development is generally appropriate and returns this nationally important historic building to its optimal use. This aspect of the policy seeks to repair or reinstate features that may have been lost by previous unsympathetic amendments. In this case, the projecting dentil cornice - a prominent feature of the front elevation, appears to have been removed by a previous owner. This is a future that can be seen on many of the adjacent properties and is prominent by its absence on this property and the immediately adjacent one.

The detailed cornice at the front should be reinstated by this application and the drawings amended to suit.

Policy HE7.5 of PPS5 - Planning for the historic Environment states: *Local planning authorities should take into account the desirability of new development making a positive contribution to the character and local distinctiveness of the historic environment. The consideration of design should include scale, height, massing, alignment, materials and use.*

This proposal compliments this historic building. Its scale, height, mass, materials and use are entirely appropriate and the proposed extensions modest and sympathetic in character and subservient in nature.

Policy HE9.1 of PPS5 states: *"There should be a presumption in favour of the conservation of designated heritage assets and the more significant the designated heritage asset, the greater the presumption in favour of its conservation should be. Once lost, heritage assets cannot be replaced and their loss has a cultural, environmental, economic and social impact. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Loss affecting any designated heritage asset should require clear and convincing justification."*

This proposal conserves the building and its features of historic and architectural significance. It involves a modest and subservient extension and alteration to this designated heritage asset and compliments it by re-enabling the reinstatement of its historic use.

Further, in the government objectives for PPS5 the national policy framework is charged with conserving England's heritage assets in a manner appropriate to their significance by ensuring that, among other things : "*wherever possible, heritage assets are put to an appropriate and viable use that is consistent with their conservation*"

This proposal seeks to restore this property to a single family residence giving this property a new lease on life and ensuring that this historic building is put to an appropriate and viable use that is consistent with its conservation.

Recommendation

Officers are broadly supportive of this application however, changes are required to the approved drawings to include a revision to the width of the door from the lower ground floor to the extension, change the door to a dormer window and to remove the terrace at the top floor.

If these changes cannot be secured officers are unable to support a recommendation to approve this application.

Provided the above are addressed appropriately, and if the council is minded to grant permission the following conditions should be included:

1. Section detail-drawings at a scale of (1:1, 1:2, 1:5) through:

- the new staircase to the mansard extension
- The front and rear parapets of the mansard including the reinstated cornice
- the cut-down existing opening at the lower ground floor
- the timber-framed glazed roof to the rear extension;

to be used in the carrying out of this permission shall be submitted to and approved by the Local Planning Authority in writing before any work in connection with this permission is commenced; the development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order that the Local Planning Authority may be satisfied as to the quality of the design and details in accordance with Core Strategy (April 2011) Policy SP12 Design and conservation, saved Policies: 3.12 Quality in Design; 3.13 Urban Design; and 3.17 Listed buildings of The Southwark Plan (UDP) July 2007 and PPS5 Planning for the Historic Environment.

2. Before any work in connection with this permission is commenced the applicant shall submit a Schedule of Condition of existing windows/ doors and Schedule of Works for their repair to the Local Planning Authority for approval in writing, prior to the commencement of works. All existing doors, windows, shutter boxes and window cases, are to be retained, repaired and refurbished. The development shall not be carried out otherwise than in accordance with any such approval given.

Reason:

In order that the Local Planning Authority may be satisfied as to the design and details in the interest of the special architectural or historic qualities of the listed building in accordance with Core Strategy (April 2011) Policy SP12 Design and conservation, saved Policies: 3.15 Conservation of the Historic Environment; 3.16 Conservation

Areas; 3.17 Listed Buildings; of The Southwark Plan (UDP) July 2007 and PPS5 Planning for the Historic Environment.

A further condition restricting the use of the flat roof area at the front of the property as a terrace should also be included.

Statutory and non-statutory organisations

N/A

Neighbours and local groups

Objections received from 5 local residents.

Objections to original proposal (ground floor single storey rear extension)

Resident of 7 Colnbrook Street considers the rear extension constitutes an over development of the property and its historic footprint, and detrimental to the neighbouring properties amenity. The extension fails is wider than half the width of the house and it is not a glazed 'link' it is fundamental to the design as the proposed layout does not work without this extra floorspace. Concerns also raised regarding the excavation work entailed in the proposal which will cause disturbance to the foundations of the adjoining buildings.

Resident of 28 Gladstone Street objects on the basis of unnecessary partial demolition and removal of existing historic fabric. Objects to the blocking up of openings, all original doors should be retained and in the case of the entrance to the lobby the door should be reinstated. Objects to widening of the window opening to create a doorway at basement level on the rear elevation. Considers the rear glazed extension is inappropriate to a listed building of this age, objects to the size of the extension almost across the full width of the house contrary to Southwark's Residential Design Policy 3.4 Objections raised to the inclusion of the 'existing' second floor extension which is not existing and planning permission lapsed on 23rd November 2010.

Resident of 42 Gladstone Street objects to the proposals on the basis they harm the character of the conservation area and the listed building by way of loss of historic fabric. The existing drawings submitted are incorrect and show a non-existent roof extension. The creation of a three quarter width increased plot width; single storey extension with glazed roof lights has no precedent. Considers the proposals are contrary to a number of Southwark Policies including saved policy 3.16 Conservation areas and 3.17 Listed Buildings of the Southwark Plan 2007. Also reports that works were undertaken to the property without the necessary planning permission or listed building consent which the Planning Enforcement Team opened an investigation into following complaints. The immediate neighbours refute that any works were undertaken to implement the previous 2007 planning and listed building consent for the mansard roof extension prior to there expiry in 2010.

Resident of 5 Colnbrook Street objects to the proposals on basis of loss of historic fabric and as the extension does not ensure the continuity of the terrace and involves the use of a large area of glazing which is out of character with the materials used in the original construction and extension elsewhere. Albert Triangle residents have sought to protect the integrity of these listed buildings and the conservation area, which was largely achieved through a set of guidelines agreed with the Council (considered reference to 1986 '*House extension in the Albert Triangle*' outlined above). The principles set out in the guidelines were aimed at maintaining uniformity of approach to roof and rear extensions, however the Council's views on roof terraces are now at odds with those of the Albert Association. Considers the application should

include the reinstatement of the corning on the front elevation.

Objections to the revised scheme which included the erection of a roof extension.

Resident of 18 Colnbrook Street objects to the roof extension as the rear elevation is inappropriate, viewed with others in the street and spoils rather than enhances the character of the terrace. States that there is no physical evidence or indication of work being undertaken in connection with the roof extension for which the planning permission and listed building expired in November 2010.

Resident of 28 Gladstone Street objects to the proposed works on the basis of loss of historic fabric and the anomalous rear elevation of the second floor extension and the glazing to the ground floor rear extension. Additions to previous letter refer to the proposed second floor roof extension and revisions to objections in relation to rear basement extension. Considers that due to the number of roof extensions which extend vertically from the rear elevation, the retention of the butterfly roof to the rear elevation is out of character with the rest of the terrace.

Further objections received from resident of 42 Gladstone Street, objects on the basis the rear "mansard" will harm the group listing of the terrace and considered the rear extension will neither preserve nor enhance the listing building or its setting. The continuity of the rear elevation of Gladstone Street and Colnbrook Street is essential to the continuity of the street pattern, and the special architectural norms for extension have been ignored.

RECOMMENDATION

This document shows the case officer's recommended decision for the application referred to below.
This document is not a decision notice for this application.

Applicant	Mr & Mrs J & A Onslow	Reg. Number	11-AP-2397
Application Type	Full Planning Permission	Case Number	TP/1029-8
Recommendation	Grant permission		

Draft of Decision Notice

Planning Permission was GRANTED for the following development:

Reducing part of garden level to lower ground floor level & construction of a new single storey rear extension comprising a new kitchen. New external steps from lower ground floor up to retained garden level. Complete refurbishment of the listed property including a new bathroom & cloakroom. Blocking up some existing openings & forming new openings to internal walls. Repair of existing sash windows where viable, & replacement windows to match existing elsewhere. Construction of a mansard roof extension.

At: 8 COLNBROOK STREET, LONDON, SE1 6EZ

In accordance with application received on 22/07/2011 08:03:49

and Applicant's Drawing Nos. Design and Access Statement, Heritage Statement, Drawings P101/RevA, P102/RevA, P103/RevA, P601/RevC, P602/RevC & P603/RevC.

Heritage Statement, Flood Risk Assessment & Site Location Plan

Reasons for granting permission.

This planning application was considered with regard to various policies including, but not exclusively:

a) Strategic Policies of the Core Strategy 2011:

Strategic policy 12 - Design and conservation (which seeks to secure high quality developments and to protect the borough's historic environment)

Strategic policy 13 - High environmental standards (which requires development to help us live and work in a way that respects the limits of the planet's natural resources, reduces pollution and damage to the environment and helps us adapt to climate change.

b) Saved policies of the Southwark Plan [July 2007]:

3.2 - Protection of amenity (which seeks to ensure an adequate standard of amenity for existing and future occupiers)

3.12 - Quality in design (which requires developments to be of a high standard of architectural design)

3.15 - Conservation of the historic environment) which states that development should preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance);

3.16 - Conservation areas (which requires developments to preserve or enhance the character or appearance of conservation areas);

3.17 - Listed buildings (which states that development proposals involving listed buildings should preserve the building and its features of special architectural or historic interest);

c) London Plan Policies 2011 7.4 Local Character and 7.6 Architecture

d) Planning Policy Statement 5 Planning for the Historic Environment.

Particular regard was had to the impact of the proposal on the appearance of the property, the terrace, and on the amenity of the neighbouring occupants. No adverse impact was identified and the proposal would preserve the appearance of the building and the terrace. It was therefore considered appropriate to grant planning permission having regard to the policies considered and other material planning considerations.

Subject to the following condition:

- 1 The development hereby permitted shall be begun before the end of three years from the date of this permission.

Reason

As required by Section 91 of the Town and Country Planning Act 1990 as amended

- 2 The development hereby permitted shall not be carried out otherwise than in accordance with the following approved plans:

P601/RevC, P602/RevC & P603/RevC

Reason:

For the avoidance of doubt and in the interests of proper planning.

- 3 The materials to be used in the implementation of this permission shall not be otherwise than as described and specified in the application and on the drawings hereby approved unless the prior written consent of the local planning authority has been obtained for any proposed change or variation.

Reason:

To ensure the use of appropriate materials in the interest of the design and appearance of the building and the visual amenity of the area in accordance with saved Policies 3.12 'Quality in Design' and 3.13 'Urban Design' The Southwark Plan 2007 (July) and SP12 -Design and Conservation of the Core Strategy 2011.

Ordnance Survey

Date 16/1/2012



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Item No. 6.3	Classification: Open	Date: 26 January 2011	Meeting Name: Borough and Bankside Community Council
Report title:	Development Management planning application: Application 11-AP-1571 for: Full Planning Permission Address: SHELL SOUTHWARK BRIDGE SERVICE STATION, 101 SOUTHWARK BRIDGE ROAD, LONDON, SE1 0AX Proposal: Redevelopment of existing petrol station to provide new forecourt canopy, rear boundary wall and retail shop building.		
Ward(s) or groups affected:	Cathedrals		
From:	Head of Development Management		
Application Start Date 27 June 2011		Application Expiry Date 22 August 2011	

RECOMMENDATION

- 1 Grant planning permission subject to conditions

BACKGROUND INFORMATION

Site location and description

- 2 The application site is located on the east side of Southwark Bridge Road, a main classified road (A300). The site is located in a mixed use area with residential to the east in Ayres Street and south in Southwark Bridge Road, and with commercial offices on Southwark Bridge Road to the north.
- 3 The site comprises of a three pump island forecourt, a canopy and retail shop and is accessed/egressed from Southwark Bridge Road only, although there appears to be a redundant entrance at the rear.
- 4 The property is located within the Union Street Conservation Area, to the east (rear) of the site are the Grade II listed buildings of Whitecross Cottages 1-6 Ayres Street. The application property is within the Bankside and Borough District Town Centre, Central Activities Zone, Air Quality Management Area and Bankside, Borough and London Bridge Opportunity Area.

Details of proposal

- 5 The proposal is to modernise the existing facilities on the site by replacing the existing shop and forecourt including the provision of a new canopy, underground tanks and pumps.
- 6 The new pumps will be in a triangular format with four dispensing pumps on two

islands with passing lanes to both islands. Multi product pumps will be used to stop motorists having to manoeuvre on site to the correct pump. The canopy will be smaller in area than the current canopy, reduced from 161 square metres to at 161 square metres as opposed to 66 square metres for the new canopy. Its design is contemporary and its main role is to provide a weatherproofed area for customers.

- 7 The sales building will be 96 square metres, an additional square footage of 13 square metres is proposed. The new building will be single storey and have a flat roof. The proposed materials are a glazed front with rendered blockwork elsewhere with composite roof panels. The shop is said to 'cater for busy, working people who need a convenient store and will stock a number of impulse buy products similar to a local shop while also offering drinks and refreshments. The shop will also have its own storage facilities as well as recycling and refuse. The shop will remain ancillary to the forecourt.
- 8 There will be a vapour recovery for fuel deliveries so that when the tankers deliver to the site any fumes in the tanks will be recycled to a chamber in the delivery vehicle. This prevents the dissipation of vapour in the atmosphere. The applicant has further stated that the 'the new double skin tanks with a leakage detection system will be installed which is designed to prevent ground contamination.'
- 9 There will be no changes to the existing access/egress to the site which is solely from Southwark Bridge Road. Three existing parking spaces will be retained. The petrol station will continue to operate on a 24 hour basis.
- 10 A new rear boundary wall is to be provided to replace the existing industrial palisade fence. The area to the rear of the shop will be three metres high, to a length of 10.5 metres, then nearer to the residential adjoining occupiers its height is reduced to two metres for a length of 16 metres.

Planning history

- 11 No previous planning history found.

Planning history of adjoining sites

- 12 Bishops Hall 8 Ayres Street

Permission on 22.8.2007 for the display of a blue plaque on the east facade to commemorate Octavia Hill (07-CO-0082)

Temporary permission 17.5.2010 for a single storey office building on land to the side (10-AP-0425).

Temporary permission 15.3.2010 for a two storey office building on land to the side (10-AP-0426)

KEY ISSUES FOR CONSIDERATION

Summary of main issues

- 13 The main issues to be considered in respect of this application are:
 - a) the impact on the amenities of adjoining properties
 - b) the impact of a larger retail unit and new pump formation on vehicular movements and vehicular safety

- c) the impact on the appearance and character of the Union Street conservation area, including the setting of the listed buildings to the rear in Ayres Street and archaeology ; and
- d) ground water contamination.

Planning policy

Core Strategy 2011

- 14 Strategic Policy 10 – Jobs and businesses
Strategic Policy 12 – Design and conservation
Strategic Policy 13 – High environmental standards

Southwark Plan 2007 (July) - saved policies

- 15 1.7 Development within town and local centres
3.2 Protection of Amenity
3.12 Quality in Design
3.7 Waste Reduction
3.11 Efficient Use of Land
3.12 Quality in Design
3.13 Urban Design
3.15 Conservation of the Historic Environment
3.16 Conservation areas
3.18 Saved Policy 3.18 Setting of listed buildings, conservation areas and world heritage sites
3.19 Archaeology
5.2 Transport Impacts
5.3 Walking and Cycling
5.6 Car Parking
7.4 Bankside and Borough Action Area.

London Plan 2011

- 16 Policy 2.12 Central Activities Zone – predominantly local activities
Policy 2.13 Opportunity areas and intensification areas
Policy 2.14 Areas for regeneration
Policy 2.15 Town centres

Policy 4.3 Mixed use development and offices
Policy 6.9 Cycling
Policy 7.3 Designing out crime

Policy 7.8 Heritage assets and archaeology

Planning Policy Guidance (PPG) and Planning Policy Statements (PPS)

- 17 PPS1 Delivering Sustainable Development
PPG 13 Transport
PPG 23 Planning and Flood Risk
The draft National Planning Policy Framework (NPPF)
- 18 The draft National Planning Policy Framework (NPPF) was published at the end of

July 2011 for consultation until 17 October 2011. The Government has set out its commitment to a planning system that does everything it can do to support sustainable economic growth. Local planning authorities are expected to plan positively for new development. All plans should be based on the presumption in favour of sustainable development and contain clear policies that will guide how the presumption will be applied locally.

- 19 The NPPF builds upon the Government's 'Plan for Growth' which was published in March 2011. The overall theme of this document is to support long term sustainable economic growth and job creation in the UK. This is set out as a clear and current Government objective (and accordingly should attract significant weight).

Principle of development

- 20 The site is currently uses as a petrol filling station with ancillary retail unit (Sui Generis Use) and will remain so. Therefore, there are no land use issues. Furthermore, the ancillary retail store is being expanded by only a modest amount. It is also important to note that the site is within a Town Centre location.

Environmental impact assessment

- 21 Not required due to the small scale of the development.

Impact of proposed development on amenity of adjoining occupiers and surrounding area

- 22 It is not considered that an extension to the retail shop of 13 square metres will not intensify the use to the extent that it will harm the amenities of local occupiers. Currently the site has unattractive open palisade fencing to the rear of the site. The proposal is to build a replacement 3 metre wall by the shop and a 2 metre wall nearer residents. This will have the benefit of being more attractive, but also provides a better noise barrier between the petrol station and the residents of Whitecross Cottages 1-6 Ayres Street, which appear to be the nearest residential properties.
- 23 However, local residents raised concerns in respect to the three metre element but at over 8 metres from the Whitecross Cottages in Ayres Street it is considered to be of sufficient distance away that it will not result in the loss of sunlight or daylight or create a sense of enclosure for those residents. The wall nearest the residents of Whitecross Cottages will be the two storey element at 7 metres away. It is believed that the previous fence was about two metres in height. The applicant has submitted a photograph of the previous fence. Residents in Red Cross Cottages, Ayres Street objected to the proposal as they wished to have a fence or wall that was the same height as the previous fence, these properties are situated to the rear of Whitecross Cottages to the east of the application site.
- 24 The new pumps and equipment will be more energy efficient but will also prevent any fumes from escaping when the tanks are being filled. It is considered this will benefit local residential occupiers.

Impact of adjoining and nearby uses on occupiers and users of proposed development

- 23 The residential uses will not impact on the occupiers of the petrol station, and given that the petrol station and residential properties have co-existed for many years, seemingly without issue, there is no reason to consider that complaints would now arise against the petrol station from these residents.

Traffic issues

- 24 No objections in principle have been raised to the proposal, as there are no changes to the vehicular access to the site which is only from Southwark Bridge Road. The Transport Group have raised the issue of the redundant crossover to the rear, however, in planning terms this falls outside the application site and the proposed description of development and this proposal does not include alterations or amendments to the public highway.
- 25 The pedestrian access is retained solely off Southwark Bridge Road.
- 26 In respect to car parking the proposal is located in an area with a high TfL PTAL rating (6b) reflecting the area's high level of access to all forms of public transport. As a petrol filling station has a sui-generis use class the saved policies in the Southwark Plan 2007 and the Core Strategy 2011 do not contain any maximum parking standards for such a land use. There is parking for 3 customers and 1 delivery vehicle, in the delivery area. It is considered that this is an acceptable level of car parking. There is no additional space allocated for car parking when compared with the existing situation and therefore it is considered an acceptable level of parking provision for the proposal.
- 27 In respect to cycle spaces the Saved Southwark Plan policies and Core Strategy 2011 require the provision a minimum of 2 cycle spaces to serve members of staff and customers who visit the convenience store only. The applicant has agreed to provide 3 cycle spaces, and although undercover, will not be secure, as normally sought by the Council. but will be under natural surveillance of the retail element as well as CCTV cameras. More details in respect to the location and type of cover proposed will be conditioned.
- 28 In respect to disabled parking, Policy 5.7 of the Southwark Plan states:
 "Developments (subject to site constraints) must provide adequate parking for disabled people and the mobility impaired."
- 29 Therefore one of the three parking spaces should be a disabled parking space. The applicant has agreed to provide this bay and this will be subject to a condition requiring its provision and retention.
- 30 Servicing is proposed to take place within the forecourt and delivery area to the side of the convenience store which is deemed acceptable; as this is off-street. Petrol deliveries will occur via an oil tanker parking on the forecourt. The swept path analysis presented within drawing number 10018907 Proposed Site Layout demonstrates that a tanker can access and leave the site in a forward gear.
- 31 Deliveries to the convenience store are expected to be via smaller transit type vehicles and these will load/un-load from the deliveries area adjacent to the sales area. This provision is considered to be acceptable.
- 32 In order to effectively manage and reduce the impact deliveries to the site have on the highway network, the applicant is required to produce a Service Management Plan, which can be conditioned.

Design issues

- 33 Saved Policy 3.13 Urban design, requires that the height, scale and massing of buildings to be appropriate to the local context and not to dominate its surroundings.

The urban structure, space and movement of a proposal should have regard to the existing urban grain, development patterns and density in the layout of development sites. Proposals should also be designed with regard to their local context, making a positive contribution to the character of the area's townscape and providing active frontages.

- 34 While the design is that of a typical petrol station fore-court with a retail element and pumps, it is reasonably attractive and an improvement on the existing buildings. It is however, recommended that further details of the wall be submitted to ensure that the material and bonds used are in keeping with the conservation area. The new wall is considered a vast improvement on the existing industrial looking palisade fence. Any new illuminated signage is likely to require advertisement consent.

Impact on character and setting of a listed building and/or conservation area

- 35 Saved Policy 3.15 Conservation of the historic environment requires development to preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance. Planning proposals that have an adverse effect on the historic environment will not be permitted.
- 36 The existing building on the site currently has no architectural merit and therefore there is no presumption in this policy to preserve the current building as it makes no contribution to the local context. Paragraph 55 of the Historic Environment Planning Practice Guide for PPS5 (published by English Heritage - March 2010) states that the "process of deciding planning permissions, listed building or conservation area consents may also lead to the recognition that a heritage asset has a significance that merits some degree of protection." PPS5 and its associated guidance therefore encourages Local Planning Authorities to use the process of determining planning applications to identify heritage assets that merit a degree of protection, in this case the existing building has no merits.
- 37 Conservation Area Consent is not required for the demolition of the existing building as it is less than 115 square metres. The proposed new buildings are considered to be of a higher quality than the existing building and it is considered, at the very least, to preserve the character and appearance of the conservation area.
- 38 Saved Policy 3.18 Setting of listed buildings, conservation areas and world heritage sites requires proposals to preserve the setting of listed buildings, which applies in this case due to the Grade II listed buildings to the rear at Whitecross Cottages, 1-6 Ayres Street. It is considered that their setting will be preserved by the better quality and smaller structures being provided on site, and in particular the provision of a new brick wall on the boundary with Ayres Street.
- 39 Strategic Policy 12 – Design and conservation of Core Strategy 2011, requires that development will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in. This is to be achieved by:
1. Expecting development to conserve or enhance the significance of Southwark's heritage assets, their settings and wider historic environment, including conservation areas, archaeological priority zones and sites, listed and locally listed buildings, registered parks and gardens, world heritage sites and scheduled monuments. In respect to this, the proposal achieves this.
- 40 Policy HE7.2 of PPS5 requires that in considering the impact of a proposal on any heritage asset, local planning authorities should take into account the particular nature of the significance of the heritage asset and the value that it holds for this and future generations. This understanding should be used by the local planning authority to

avoid or minimise conflict between the heritage asset conservation and any aspect of the proposals. Again it is not considered that this site has merit as a heritage asset, even though it is within a conservation area. Therefore, the proposal is considered to be acceptable.

Archaeology

- 41 The application site is located within an Archaeology Priority Zone, and officers consider that, subject to the imposition of the Council's standard archaeology conditions, that the proposal is acceptable.

Impact on trees

- 42 There are no trees on site or adjoining the application site.

Planning obligations (S.106 undertaking or agreement)

- 43 Transport Group requested that parking permits be restricted for staff of the petrol station. However, there is no anticipated upturn in the number of employees and a very modest extension to the retail store of 13 square metres, therefore it is considered to be unreasonable to impose this requirement.

Sustainable development implications

- 44 The applicant has stated that the new canopy will be fitted with energy saving LED fittings which are part of the Applicants' green energy programme.

Ground water contamination and flood risk assessment

- 45 A report was submitted in respect to these issues. The Environment Agency have studied the documents and consider that, subject to conditions set out in the recommendation, that the proposal is acceptable.

Other matters

- 46 None.

Conclusion on planning issues

- 47 Although the new ancillary shop is slightly larger than the current proposal, this is not considered to harm the amenity of local residents in terms of additional noise and disturbance or sunlight/daylight and outlook. The same is true of the proposed wall which decreases in height to 2 metres nearest to residential occupiers and thus will have no material impact on loss of sunlight and daylight for local occupiers. The wall will also act as a barrier in terms of noise from the petrol station. Overall, due to the decrease in the footprint of the canopy there will be fewer structures than previously on site. The Council are satisfied that the new layout of the garage will not impact on highway movement or highway safety. A tanker can still enter and leave in a forward gear. Therefore, planning permission is recommended with conditions.
- 48 In respect to the draft National Planning Policy Framework, the policies on new development all carry a clear expectation that development should be supported, unless the benefits are clearly outweighed by the harm caused to other interests, such as heritage, amenity or living standards. The proposal is considered sustainable, and it would be capable of delivering good outcomes which benefit the occupiers of the property and the area generally by providing a higher quality building, updated

petrol pumps and tanks which will have leak detectors on them and the provision of a brick wall which will improve the appearance of the area and lessen noise from this commercial use.

Community impact statement

- 49 In line with the Council's Community Impact Statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.
- 50 a) The impact on local people is set out above.
- b) The following issues relevant to particular communities/groups likely to be affected by the proposal have been identified as a possible minor intensification of use and impact on residents of the new wall.
- 51 c) The likely adverse or less good implications for any particular communities/groups have been also been discussed above. It is considered that there will only be a relatively minor intensification of the ancillary retail store and the new wall, at two metres nearest to residents, will not materially impact on their amenities and may in fact, reduce noise from the property over the existing railings.

Consultations

- 52 Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.

Consultation replies

- 53 Details of consultation responses received are set out in Appendix 2.

Summary of consultation responses

- 54 Occupiers 2, 3, 4, 5, 6 Red Cross Cottages Ayres Street. 56A Ayres Street stating that they have the following requirements i.e. provision of a wooden or brick fence in place of, or as well as, the current metal fence.
- 55 After further consultation occupiers requested that the wall be no higher than the previous fence.

Human rights implications

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

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**Strategic Director of Communities, Law & Governance**

58 None.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/1396-101 Application file: 11-AP-1571 Southwark Local Development Framework and Development Plan Documents	Regeneration and Neighbourhoods Department 160 Tooley Street London SE1 2TZ	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 5453 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Michèle Sterry, Team Leader West Team	
Version	Final	
Dated	11 January 2012	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	No	No
Strategic Director of Regeneration and Neighbourhoods	Yes	Yes
Strategic Director of Environment and Housing	Yes	Yes
Date final report sent to Constitutional Team	16 January 2012	

APPENDIX 1

Consultation undertaken**Site notice date:** 20.07.2011**Press notice date:** 14.7.2011**Case officer site visit date:** 20.07.2011**Internal services consulted: 12.7.2011 and 3.10.2011**

Transport Group
 Environmental Protection Group
 Archaeology

Statutory and non-statutory organisations consulted:

Environment Agency
 Transport for London

Neighbours and local groups consulted:19.7.2011

1-6 WHITECROSS COTTAGES AYRES STREET LONDON SE1 1ET
 BISHOPS HALL 8 AYRES STREET LONDON SE1 1ES
 FLAT 1 to 50 PATTISON HOUSE MARSHALSEA ESTATE REDCROSS WAY LONDON SE1 1EY
 1-6 RED CROSS COTTAGES AYRES STREET LONDON SE1 1EX
 UNIT D FLATIRON YARD 14 AYRES STREET LONDON SE1 1ES
 83-87 UNION STREET LONDON SE1 1SG
 THIRD FLOOR 62 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
 GROUND FLOOR 62 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
 BASEMENT 66 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
 BASEMENT AND GROUND FLOOR 64 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
 THIRD FLOOR 58 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
 BASEMENT AND GROUND FLOOR 58 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
 SECOND FLOOR 56 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
 SECOND FLOOR 58 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
 FIRST FLOOR 58 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
 PETROL FILLING STATION 97-113 SOUTHWARK BRIDGE ROAD LONDON SE1 0AX
 FIRST FLOOR 115-129 SOUTHWARK BRIDGE ROAD LONDON SE1 0AX
 GROUND FLOOR 115-129 SOUTHWARK BRIDGE ROAD LONDON SE1 0AX
 THIRD FLOOR AND FOURTH FLOOR 115-129 SOUTHWARK BRIDGE ROAD LONDON SE1 0AX
 SECOND FLOOR 115-129 SOUTHWARK BRIDGE ROAD LONDON SE1 0AX
 58 AYRES STREET LONDON SE1 1EU
 UNIT C FLATIRON YARD 14 AYRES STREET LONDON SE1 1ES
 UNIT F FLATIRON YARD 14 AYRES STREET LONDON SE1 1ES
 UNIT E FLATIRON YARD 14 AYRES STREET LONDON SE1 1ES
 FLAT 3 79-81 UNION STREET LONDON SE1 1SG
 UNIT G FLATIRON YARD 14 AYRES STREET LONDON SE1 1ES
 56A AYRES STREET LONDON SE1 1EU
 GEORGE BELL HOUSE 8A AYRES STREET LONDON SE1 1ES
 FIRST FLOOR FLAT 60 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
 BASEMENT AND GROUND FLOOR 1-2 DOYCE STREET LONDON SE1 0EU
 SECOND FLOOR FLAT 56 AYRES STREET LONDON SE1 1EU
 BASEMENT TO FIRST FLOORS 56 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS

FIRST FLOOR AND SECOND FLOOR 1-2 DOYCE STREET LONDON SE1 0EU
GROUND FLOOR AND FIRST FLOOR FLAT 66 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
SECOND FLOOR FLAT 2 64 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
FIRST FLOOR FLAT 1 64 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
FIRST TO THIRD FLOOR FLAT 66 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
THIRD FLOOR FLAT 3 64 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
84, 82, 80, 85A, 86, 70, 72 74, 76, 78, 91-95 SOUTHWARK BRIDGE ROAD LONDON SE1 0EX
1, 5-6, 8, 9 PLAYHOUSE COURT LONDON SE1 0AT
FIRST FLOOR 56 AYRES STREET LONDON SE1 1EU
UNITS A AND B FLATIRON YARD 14 AYRES STREET LONDON SE1 1ES
UNIT B FLATIRON YARD 14 AYRES STREET LONDON SE1 1ES
BASEMENT AND GROUND FLOOR 56 AYRES STREET LONDON SE1 1EU
BASEMENT AND GROUND FLOOR 60 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
68 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
STUDIO A FLATIRON YARD 14 AYRES STREET LONDON SE1 1ES
SECOND FLOOR FLAT 60 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
FOURTH FLOOR FLAT 60 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
SECOND FLOOR REAR 8 PLAYHOUSE COURT LONDON SE1 0AT
THIRD FLOOR FLAT 60 SOUTHWARK BRIDGE ROAD LONDON SE1 0AS
23, 21, 27, 25, 19, 13, 11, 17, 15, 29, 54 AYRES STREET LONDON SE1 1ES
FLAT 2 79-81 UNION STREET LONDON SE1 1SG
FLAT 1 79-81 UNION STREET LONDON SE1 1SG
56a Ayres Street London SE1 1EU

Re-consultation: 18.8.2011

As above

Consultation responses received

Internal services

Transport Group

Vehicular access – as existing from Southwark Bridge Road.

The existing access on Ayres Street which is redundant must be reinstated, with Highways approval and at the applicant's expense. The following informative should be included:

"The planning permission granted includes alterations and amendments to areas of the public highway, which will need to be funded by the developer. Although these works are approved in principle by the Highway Authority, no permission is hereby granted to carry out these works until all necessary and appropriate design details have been submitted and agreed. You are advised to contact the Principal Engineer, Infrastructure Group (020 7525 5509), at least 4 months prior to any works commencing on the public highway."

Pedestrian access – pedestrian access is directly from Southwark Bridge Road; as existing.

Car Parking

This proposal is located in an area with a high TfL PTAL rating (6b) reflecting the area's high level of access to all forms of public transport. As a petrol filling station has a sui-generis user class the Southwark Plan does not contain any maximum parking standards for such a land use. There is parking for 3 customers and 1 delivery vehicle, in the delivery area. We would deem this level of car parking to be acceptable. There is no extra space allocated towards car parking when compared with the existing situation and the nature of the site means that trips will be made by car. Therefore we would not consider the level of parking provision to be a reason for refusal.

Cycle Storage

Table 15.3, the Southwark Plan, states that the secure parking standard for cycles is 1 space per 250m² of commercial (A & B1) floor space (minimum of 2). For this development of 50m² A1 land use and 66m² of Sui Generis we would look for a minimum of 2 cycle stands. This is primarily to serve members of staff and customers who visit the convenience store only.

In order to satisfy Policy 5.3 of the Southwark Plan cycle parking provision must be convenient, secure and weatherproof and to the minimum standards as detailed in Appendix 15 of the Southwark Plan. For reasons of convenience, cycle storage must be of the dimensions as stated in the Manual for Streets, sections 8.2.21-8.2.24 and should comply with best practice guidance. The applicant is required to submit to the Council, for approval, detailed and scaled drawings to demonstrate the provision of cycle storage.

Disabled Parking

Policy 5.7 of the Southwark Plan states:

"Developments (subject to site constraints) must provide adequate parking for disabled people and the mobility impaired."

Therefore we would look for one of the three parking spaces to be a disabled parking space. The bay must adhere to the dimensions as stated by the DfT in *Parking for Disabled People*:

The dimensions of off-street parking bays should provide a rectangle at least 4800mm long by 2400mm wide for the vehicle, along with additional space as follows:

(a) where the bays are marked parallel to the access aisle and access is available from the side, an extra length of at least 1800mm, or

(b) where the bays are marked perpendicularly to the access aisle, an additional width of at least 1200mm along each side. Where bays are adjacent, space can be saved by using the 1200mm "side" area to serve the bays on both sides.

Servicing is proposed to take place within the forecourt and delivery area to the side of the convenience store which is deemed acceptable; as this is off-street. Petrol deliveries will occur via an oil tanker parking on the forecourt. The swept path analysis presented within drawing number 10018907 Proposed Site Layout demonstrates that a tanker can access and leave the site in a forward gear.

Deliveries to the convenience store are expected to be via smaller transit type vehicles and these will load/un-load from the deliveries area adjacent to the sales area. This is deemed acceptable.

In order to effectively manage and reduce the impact deliveries to the site have on the highway network, the applicant is required to produce a Service Management Plan. The applicant should refer to the Transport for London document "London Freight Plan sustainable freight distribution: a plan for London". Section D Project 2 of this document introduces Delivery and Service Plans. The TfL document Managing Freight Effectively: Delivering and Servicing Plans will also assist the applicant in producing a Delivery and Service Plan.

Transport DC have no objections to this application, provided the identified issues are addressed.

- We would strongly encourage that the applicant incorporates cycle parking into the scheme and submits details to the Council for approval. This is in order to promote sustainable transport to and from the site.
- The existing access on Ayres Street which is redundant must be reinstated, with Highways approval and at the applicant's expense. Public Realm should be consulted upon this aspect.
- We would look for one of the parking spaces to be changed into a disabled parking space, to serve disabled users.
- The need to produce a Service Management Plan should be conditioned as part of this application.
- As there are proposed amendments to the public highway Public Realm should be consulted upon this application. Public Realm's view upon the amended vehicular accesses should be sought as the applicant will need to enter into a S278 Agreement for this work to be undertaken.

Transport for London should be consulted due to the proximity of the site to the Transport for London Road Network

Archaeology - No objections subject to conditions

Environmental Protection Team - No objection.

Statutory and non-statutory organisations

Environment Agency - No objection on Development and Flood Risk Issues.

Groundwater and Contaminated Land

The site is located over a Secondary Aquifer and there are a number of single-skinned underground storage tanks installed in 1966. It is understood that the current site is to be redeveloped, including the installation of new double-skinned underground tanks with a leakage detection system.

We consider that planning permission should only be granted with the enclosed four conditions and Informative.

Transport for London - No objection to this proposal.

Neighbours and local groups

Letters received from 2, 3, 4, 5, 6 Red Cross Cottages Ayres Street. 56A Ayres Street stating that they have the following requirements for agreeing the planning 11-AP-1571

'There used to be a wooden fence at the back of the service station which shielded us from the noise and fumes from the service station. A new fence was put in place, a metal railing fence which opened up our street directly onto the service station. We request that a wooden or brick fence is erected in place of, or as well as, the current metal fence. We request that this fence is on the Ayres Street side so that we see a better looking fence. In the past the community in Ayres Street gathered in the street, the new fence made this much less possible due to the noise, fumes and lack of street privacy.

Following reconsultation, the occupier of 56A Ayres Street requested that the new wall be no taller than the existing fence.

RECOMMENDATION

This document shows the case officer's recommended decision for the application referred to below.
This document is not a decision notice for this application.

Applicant	Shell UK Retail	Reg. Number	11-AP-1571
Application Type	Full Planning Permission	Case Number	TP/1396-101
Recommendation	Grant permission		

Draft of Decision Notice

Planning Permission was GRANTED for the following development:

Redevelopment of existing petrol station to provide new forecourt canopy and retail shop building together with the erection of a new brick wall to the rear boundary with Ayres Street.

At: SHELL SOUTHWARK BRIDGE SERVICE STATION, 101 SOUTHWARK BRIDGE ROAD, LONDON, SE1 0AX

In accordance with application received on 17/05/2011 08:01:03

and Applicant's Drawing Nos. OSP 10, PLG1 11, PLG3 11, PLG2 11, PLG5 11, PLG6 11, PLG7 11, PLG8 11, 5.01, e-mail dated 16.8.201, Photograph of previous fence.
Planning, Design and Access Statement May 2011, Heritage Desk-Based Assessment Ref 78310, Phase 1 Investigation Report 21.4.2011 Report No. R49319143P1 Final and Comprehensive Environmental Site Assessment 19 May 2011 Report No. R493191143-002 Final

Reasons for granting permission.

This planning application was considered with regard to various policies including, but not exclusively:

- a) Core Strategy 2011 Policies
 Strategic Policy 10 - Jobs and businesses: We will increase the number of jobs in Southwark and create an environment in which businesses can thrive. We will also try to ensure that local people and businesses benefit from opportunities which are generated from development.
 Strategic Policy 12 - Design and conservation: Development will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in.
 Strategic Policy 13 - High environmental standards: Development will help us live and work in a way that respects the limit's of the planet's natural resources, reduces pollution and damage to the environment and helps us to adapt to climate change.
- b) Policies of the Southwark Plan 2007 (July) - saved policies
- Policy 1.7 (Development within Town and Local Centres) seeks to ensure that most new development for retail and other town centre uses are accommodated within existing town and local centres. Within the centres, developments providing a range of uses will be permitted providing a defined set of criteria is met.
 Policy 3.2 (Protection of amenity) advises that permission will not be granted where it would cause a loss of amenity.
 Policy 3.7 (Waste reduction) states that all developments are required to ensure adequate provision of recycling, composting and residual waste disposal, collection and storage facilities, and in relation to major developments this will include addressing how the waste management hierarchy will be applied during construction and after the development is completed.
 Policy 3.11 (Efficient Use of Land) seeks to ensure that developments make an efficient use of land as a key requirement of the sustainable use of land, whilst protecting amenity, responding positively to context, avoids compromising development potential of adjoining sites, making adequate provision for access, circulation and servicing, and matching development to availability of infrastructure.
 Policy 3.12 (Quality in design) requires new development to achieve a high quality of architectural and urban design.
 Policy 3.13 (Urban Design) advises that principles of good design must be taken into account in all developments.
 Policy 3.15 (Conservation of the Historic Environment) requires development to preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance.
 Policy 3.16 (Conservation areas) states that there will be a general presumption in favour of retaining

buildings that contribute positively to the character and appearance of the conservation area and notes that consent will be granted for schemes in conservation areas provided that they meet specified criteria in relation to conservation area appraisals and other guidance, design and materials.

Policy 3.18 (Setting of Listed Buildings Conservation Areas and World Heritage Sites) advises that permission

will not be granted for developments that would not preserve or enhance the immediate views and/or wider settings of a listed building, conservation area or world heritage site.

Policy 3.19 (Archaeology) advises that planning applications within Archaeological Priority Zones (APZ) should be accompanied by an archaeological assessment and evaluation of the site, including the impact of the proposed development.

Policy 5.2 (Transport Impacts) states that permission will not be granted for development which has an adverse impact on transport networks through significant increases in traffic or pollution and consideration has been given to impacts on the Transport for London road network as well as adequate provision for servicing, circulation and access to and from the site.

Policy 5.3 (Walking and cycling) seeks to ensure that there is adequate provision for cyclists and pedestrians within developments, and where practicable the surrounding area

Policy 5.6 (Car Parking) states that all developments requiring car parking should minimise the number of spaces provided.

Policy 5.7 (Parking Standards for Disabled People) requires development (subject to site constraints) to provide adequate car parking for disabled people and the mobility impaired.

Policy 7.4 (Bankside and Borough Action Area) sets out policies to support this unique place in London as a thriving location for a wide range of activities, where culture, history, business, residential communities and a diverse built environment co-exist.

c) London Plan 2011 Policies

Policy 2.12 Central Activities Zone – predominantly local activities

Policy 2.13 Opportunity areas and intensification areas

Policy 2.14 Areas for regeneration

Policy 2.15 Town centres

Policy 4.3 Mixed use development and offices

Policy 6.9 Cycling

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.6 Architecture

Policy 7.8 Heritage assets and archaeology

d) Planning Policy Guidance (PPG) and Planning Policy Statements (PPS)

PPS1 Delivering Sustainable Development

PPG 13 Transport

PPG 23 Planning and Flood Risk

Particular regard was had to the new ancillary retail shop being slightly larger than the current proposal, but this was not considered to harm the amenity of local residents in terms of loss of additional noise and disturbance or sunlight/daylight and outlook. The proposed wall will also have no impact on loss of sunlight and daylight for local occupiers, the wall will also act as a barrier in terms of noise from the petrol station. Overall, due to the decrease in the footprint of the canopy there will be less structures than previously on site. The Council are satisfied that the new layout of the garage will not impact on highway movement or highway safety. A tanker can still enter and leave in a forward gear. It was therefore considered appropriate to grant planning permission having regard to the policies considered and other material planning considerations.

Subject to the following condition:

- 1 The development hereby permitted shall be begun before the end of three years from the date of this permission.

Reason

As required by Section 91 of the Town and Country Planning Act 1990 as amended

- 2 The development hereby permitted shall not be carried out otherwise than in accordance with the following approved plans: PLG2 11, PLG5 11, PLG6 11, PLG7 11, PLG8 11, 5.01

Reason:

For the avoidance of doubt and in the interests of proper planning.

3 **Archaeological Evaluation**

Before any work hereby authorised begins, excluding demolition, the applicant shall secure the implementation of a programme of archaeological evaluation works in accordance with a written scheme of investigation shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In order that the applicants supply the necessary archaeological information to ensure suitable mitigation measures and/or foundation design proposals be presented in accordance with saved policy 3.19 of the Southwark Plan 2007 and policy 12 of the Core Strategy 2011.

4 **Archaeological Mitigation**

Before any work hereby authorised begins, excluding demolition, the applicant shall secure the implementation of a programme of archaeological mitigation works in accordance with a written scheme of investigation, which shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In order that the details of the programme of works for the archaeological mitigation are suitable with regard to the impacts of the proposed development and the nature and extent of archaeological remains on site in accordance with saved policy 3.19 of the Southwark Plan 2007 and policy 12 of the Core Strategy 2011.

5 **Archaeological Reporting**

Within six months of the completion of archaeological site works, an assessment report detailing the proposals for post-excavation works, publication of the site and preparation of the archive shall be submitted to and approved in writing by the Local Planning Authority and that the works detailed in this assessment report shall not be carried out otherwise than in accordance with any such approval given.

Reason: In order that the archaeological interests of the site are secured with regard to the details of the post-excavation works, publication and archiving to ensure the preservation of archaeological remains by record in accordance with saved policy 3.19 of the Southwark Plan (July 2007) and policy 12 of the Core Strategy 2011.

6 **Archaeological Foundation Design**

Before any work hereby authorised begins, excluding demolition, a detailed scheme showing the complete scope and arrangement of the foundation design and all ground works shall be submitted to and approved in writing by the Local Planning Authority and the development shall not be carried out otherwise than in accordance with any such approval given.

Reason: In order that details of the foundations, ground works and all below ground impacts of the proposed development are detailed and accord with the programme of archaeological mitigation works to ensure the preservation of archaeological remains by record and in situ in accordance with saved policy 3.19 of the Southwark Plan (July 2007) and policy 12 of the Core Strategy 2011.

7 Prior to the commencement of development approved by this planning permission (or such other date or stage in development as may be agreed in writing with the Local Planning Authority), the following components of a scheme to deal with the risks associated with the contamination of the site shall each be submitted to and approved, in writing, by the Local Planning Authority:

- 1) A site investigation scheme, based on the above Phase 1 report to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.
 - 2) The results of the site investigation and detailed risk assessment referred to in (1) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.
 - 3) A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy on (2) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.
- Any changes to those components require the express written consent of the Local Planning Authority. The scheme shall be implemented as approved.

Reason

For the protection of Controlled Waters. The site is located over a Secondary Aquifer and it is understood that the site may be affected by historic contamination.

8 If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out initial

the developer has submitted, and obtained written approval from the Local Planning Authority for, a remediation strategy detailing how this unsuspected contamination shall be dealt with. The remediation strategy shall be implemented as approved.

Reason

Given the history of the site, there is a potential for unexpected contamination to be identified during groundworks, particularly from the underground storage tanks and /or infrastructure. For the protection of Controlled Waters.

- 9 Prior to occupation of the development, a verification report demonstrating completion of the works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to and approved, in writing, by the Local Planning Authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met. It shall also include any plan (a 'long term monitoring and maintenance plan') for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action, as identified in the verification plan, if appropriate, and for the reporting of this to the Local Planning Authority. Any long-term monitoring and maintenance plan shall be implemented as approved.

Reason

Given the history of the site, there is a potential for unexpected contamination to be identified during groundworks, particularly from the underground storage tanks and /or infrastructure. For the protection of Controlled Waters.

- 10 No infiltration of surface water drainage into the ground is permitted other than with the express written consent of the Local Planning Authority.

Reason

Infiltrating water has the potential to cause remobilisation of contaminants present in shallow soil/made ground which could ultimately cause pollution of groundwater.

- 11 Detailed drawings of the proposed rear brick wall, including the proposed materials and bonding, shall be submitted to and approved in writing by the Local Planning Authority before any work in connection with this permission is carried out and the development shall not be carried out otherwise than in accordance with any such approval given.

Reason

In order that the Local Planning Authority may be satisfied as to the details of the proposed wall in the interest of the appearance of the Union Street Conservation Area and the setting of listed buildings to the rear in accordance with the Core Strategy 2011, Strategic Policy 12 – Design and conservation, Saved Policies 3.12 Quality in Design, 3.15 Conservation of the Historic Environment, 3.16 Conservation areas and 3.18 Setting of listed buildings, conservation areas and world heritage sites of the Southwark Plan 2007.

- 12 Details of the facilities to be provided for a covered storage for 3 cycles shall be submitted to and approved by the local planning authority before the development hereby approved is commenced and the premises shall not be occupied until any such facilities as may have been approved have been provided. Thereafter the cycle parking facilities provided shall be retained and the space used for no other purpose without the prior written consent of the local planning authority, to whom an application must be made.

Reason

In order to ensure that cycle parking facilities are provided and retained in order to encourage the use of cycling as an alternative means of transport to the development and to reduce reliance on the use of the private car in accordance with Strategic Policy 2 - Strategic Transport of The Core Strategy 2011 and Saved Policy 5.3 Walking and Cycling of the Southwark Plan 2007.

- 13 Prior to occupation of the petrol filling station hereby approved, one of the three parking spaces shown on drawing no. drawing/s referenced PLG2 11 hereby approved, shall be made available as a disabled only parking bay and retained for the purposes of car parking for the disabled for as long as the development is occupied.

Reason

To ensure that an adequate level of parking for people with disabilities is maintained within this development, in accordance with Core Strategy 2011, Strategic Policy 2 – Sustainable transport and Saved policy 5.7 Parking Standards for Disabled People and the Mobility Impaired of the Southwark Plan 2007.

- 14 Before any work hereby authorised begins, details of an Environmental Management Plan and Code of Practice (which shall oblige the applicant/developer and its contractors to use all best endeavours to minimise disturbances including but not limited to noise, vibration, dust, smoke and plant emissions emanating from the site) which shall include the following information:
- A detailed specification of demolition (including method and foundation piling) and construction works for each phase of development including consideration of environmental impacts and the required remedial measures;
 - A detailed specification of engineering measures, acoustic screening and sound insulation measures required to mitigate or eliminating specific environmental impacts;
 - Details of arrangements for publicity and promotion of the scheme during construction;
 - A commitment to adopt and implement of the ICE Demolition Protocol and Southwark's Environmental Code of Construction and GLA Best Practice Guidance.
 - A Delivery and Servicing Plan (all construction access routes and access details also need to be approved by TfL).

shall be submitted to and approved in writing by the Local Planning Authority and the development shall not be carried out otherwise than in accordance with any such approval given and the demolition and construction work shall be undertaken in strict accordance with the approved Management Plan and Code of Practice.

Reason

To ensure that and occupiers of neighbouring premises do not suffer a loss of amenity by reason of pollution and nuisance in accordance with Strategic Policy 13 - High Environmental Standards of The Core Strategy 2011, Saved Policies 3.1 Environmental Effects, 3.2 Protection of Amenity, 3.6 Air Quality and 3.10 Hazardous Substances of The Southwark Plan 2007 and PPS23 Planning and Pollution Control.

- 15 No development shall take place until a Service Management Plan detailing how all elements of the site are to be serviced has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approval given and shall remain for as long as the development is occupied.

Reason

To ensure compliance with Core Strategy 2011, Strategic Policy 2 – Sustainable transport and Strategic Policy 13 – High environmental standards and Saved policy 5.2 Transport Impacts of the Southwark Plan 2007.

Informatives

- 1 The applicant be informed that contaminated soil that is excavated, recovered, or disposed of, is controlled waste. Therefore, its handling, transport, treatment and disposal is subject to waste legislation.
- 2 In respect to producing the Service Management Plan, the applicant should refer to the Transport for London document "London Freight Plan sustainable freight distribution: a plan for London". Section D Project 2 of this document introduces Delivery and Service Plans. The TfL document Managing Freight Effectively: Delivering and Servicing Plans will also assist the applicant in producing a Delivery and Service Plan.

Item No. 7.	Classification: Open	Date: 26 January 2011	Meeting Name: Borough and Bankside Community Council
Report title:		To release section 106 monies to deliver £228,342 of employment and training projects associated with three major developments in Bankside	
Ward(s) or groups affected:		Cathedrals	
From:		Strategic Director of Regeneration & Neighbourhoods	

RECOMMENDATIONS

Recommendation for the Borough and Bankside Community Council

1. To note the recommendation that funds totalling £228,342 from three sites known as Citizen M Hotel, Moonraker, and the Harlequin building be released to deliver employment and training projects associated with the sites, and make any comments to the Planning Committee.

Recommendation for the Planning Committee

2. To authorise the release of funds totalling £228,342 from Legal Agreements for Land bounded by 61-63 Great Suffolk Street associated with Moonraker Alley Limited, 65 Southwark Street associated with Rockspring Limited, and 20 Lavington Street associated with CitizenM Limited as contributions to the cost of delivering regeneration projects associated with the sites, including employment and training initiatives

BACKGROUND INFORMATION

3. Planning obligations are used to address the impacts caused by development and contribute to providing infrastructure and facilities necessary to achieve sustainable communities. The council can enter into a legal agreement with a developer whereby the developer agree to provide planning contributions.
4. Bankside is undergoing considerable change, as developers build out schemes to deliver the vision of the London Plan "Opportunity Area" at Bankside and London Bridge. The city blocks between Great Suffolk Street, Great Guildford Street, Southwark Street and Southwark Bridge Road are being comprehensively redeveloped, and a number of key sites have secured permissions for re-development which will dramatically transform the character and appearance of the area.
5. Section 106 funds are released to projects and programmes as new developments come forward for implementation which triggers the payment of sums to the council. The council has recently prepared two reports for approval by members to release sums associated with the Bankside Mix development (also known as St Christopher's House), and from a number of agreements to deliver a programme of environmental and social projects in the Borough. This report seeks to deal specifically with a cluster of developments and

associated projects in the city blocks which extend from Southwark Street to Southwark Bridge Road. This report seeks to draw down funding from section 106 agreement associated with the following three sites:

Agreement site	Moonraker Alley	Harlequin Building	Citizen M Hotel
Project Address	61-63 Great Suffolk Street	65 Southwark Street	Surrey House 20 Lavington Street
Planning application no	10-AP-1255	10-AP-2016	09-AP-2320
Section 106 planning obligation reference	481	504	566
Summary of the development	Demolition of an existing warehouse building and redevelopment to provide two mixed use buildings comprising 2230sqm of commercial space and 671 student bedrooms	Refurbishment of an existing office block and addition of a two storey extension	Erection of a six storey hotel development with 191 bedrooms and a ground floor retail / cafe unit

6. The sites have signed section 106 agreements which include a number of payments in line with the adopted Section 106 Supplementary Planning Document (SPD). The sites for which the payments are required to mitigate the impact of development are described in appendix 1.

KEY ISSUES FOR CONSIDERATION

Projects to mitigate the impact of the developments

7. Section 106 payments are secured as part of the planning permissions for the above sites in order to mitigate the impact of large new developments on the Bankside opportunity area, and provide the infrastructure and services to support large new developments. A number of projects have been identified which can deliver new infrastructure and services in the environs of three neighbouring sites in the Bankside regeneration area (the terms of the legal agreements are attached in appendix 1).

Project 1 Construction workplace co-ordinator[s] - Building London Creating Futures

8. High levels of unemployment, low incomes and deprivation persist in the borough because of certain barriers to employment that people experience, most notably the lack of skills that are required in the jobs market. Reducing deprivation is an essential part of developing socially sustainable communities, especially in growing and intensifying communities. Sourcing local labour, and reducing the need to travel is a fundamental part of creating of sustainable communities. When development takes place, the council seeks

to put in place measures to overcome barriers to employment through initiatives such as the provision of training and job brokerage.

9. The three sites listed in this report are all required to make payments to the council to deliver initiatives to ensure a targeted number of local residents are employed in the construction of each development. The three projects are currently under construction, and this report seeks to approve the expenditure of the secured section 106 sums to employ locally unemployed residents in each of the live projects.
10. Budget £149,276 from:

Agreement site	Moonraker Alley	Harlequin Building	Citizen M Hotel	Total
Project Address	61-63 Great Suffolk Street	65 Southwark Street	Surrey House 20 Lavington Street	
Construction workplace co-ordinator[s]	£98,753	£28,206		£126,959
Construction management fee	£13,902	£2,287	£6,119	£22,308

11. The Council has established the Building London Creating Futures (BLCF) programme to deliver employment initiatives in the construction industry, BLCF is a partnership with a variety of private, public and voluntary organisations committed to identifying construction recruitment needs. The project aims to find long term employment for local people in London, placing long term unemployed people in the local area into jobs in the construction industry. This report seeks to commit £149,267 from the three legal agreements to fund workplace co-ordinators (WPCs) to work with each project contractors to provide outreach support to place locally unemployed residents into jobs at the site. In addition to funding the work of a workplace co-ordinator, the funds will also be used to provide training and support for employed residents, to ensure they are “job ready,” and that they have access to ongoing support once placed within the construction site.
12. The legal agreements for Moonraker Alley, Harlequin Building, and Citizen M hotel all include a proscribed management fee to be paid to the council for the management and monitoring of the employment programme. The total sum from these developments is £22,308, and this sum will be expended on the commissioning process for appointing, coordinating, and monitoring the work-place coordinator projects.
13. The proposed approach will contribute to the strategic objectives of the Southwark Employment Strategy by improving access to employment for Southwark residents by removing barriers to employment. Workplace Co-ordinators provide pre- and post-employment support and can provide assistance with travel, childcare and ‘soft skills’ as well as industry-specific training. The approach proposed will also closely link to the priorities identified in the Mayor’s Economic Development Strategy and the London Skills and Employment Board Strategy.

14. Community project bank: The Building London Creating Futures programme is a revenue programme, and therefore falls outside the scope of the Community Project Bank prioritisation process.
15. This project will be commissioned by the Economic Development team.

Project 2 Training and Employment

16. The council requires a contribution of the equivalent cost of providing a workplace coordinator to assist in the placement of unemployed jobseekers from the local area into jobs within the final development. The three developments under construction will provide valuable local employment opportunities in two new internationally branded hotels, a large commercial project which is likely to be occupied by a single business, and a 2500 sqm commercial ground floor which includes an affordable workspace unit.
17. A total of £79,075 funded through these agreements will support residents to overcome barriers to employment and support their transition to employment in accordance with Southwark's Employment Strategy. Examples of support provided to project beneficiaries include careers information advice and guidance, workplace skills development, childcare support, access to specialist support services and support with cvs, application forms and interviews.
18. Budget £79,075 from:

Agreement site	Moonraker Alley	Harlequin Building	Citizen M Hotel	Total
Project Address	61-63 Great Suffolk Street	65 Southwark Street	Surrey House 20 Lavington Street	
Training and Employment	£29,387	£26,277	£23,411	£79,075

19. Projects to be funded will be contracted by the Economic Development Team in accordance with council Contract Standing Orders. It is recommended that the targeted employment is delivered through the Southwark Works programme. Southwark Works is the council's brand for a variety of employment and training programmes, deploying a team of specialist employment advisers, who work closely with JobcentrePlus, mainstream agencies and a range of other employment and training related partners and employers. The advisers are located with a variety of service providers, each trying to tackle specific barriers to the labour market and help those furthest from the labour market throughout the borough.
20. Based within services such as community mental health teams, leaving care teams, GPs and welfare rights advisers, the employment advisers provide key guidance and support to help local people overcome these barriers and move towards the employment market. Southwark Works also has dedicated employer liaison officers (ELOs), who engage with employers and match vacancies to individual clients' needs. The programme also offers work experience across a range of public and private sector organisations.

21. In addition to the range of s106-funded projects successfully managed by the Council, Southwark Works has a strong track record in delivering section 106 projects and employment benefits for the council, including the successful Foot in the Door retail employment project supported by the More London Section 106 agreement. There is scope to match-fund the delivery of this programme with European Social Fund (ESF) funding to further maximise the impact and benefits to local people.
22. Community project bank: The employment training is a revenue project, and therefore falls outside the scope of the Community Project Bank prioritisation process which addresses small scale capital schemes. It is however directly associated with the economic development tariff set out in the adopted SPD and will contribute to delivery of the councils employment and skills strategy

Community project bank concurrent

23. At its meeting on the 22 July 2009, the then Executive approved a list of community project bank projects for prioritisation. These priorities should be carefully considered in the case of releasing S106. The issue of addressing the prioritisation has been detailed under each individual project for the sake of simplicity.

Resource implications

24. The resource implications are outlined above and summarised in the S106 manager concurrent below. To deliver this programme council costs will be recharged on a project by project basis - the Economic development and strategic partnerships unit requires a programme management contribution of 5% to deliver the above projects.

Community impact statement

25. All projects will be designed to be fully accessible to all, without prejudice or discrimination.

Sustainable development implications

26. As part of the Bankside Urban Forest project, as many existing materials as possible will be re-cycled and re-used within the design. Careful selection of method statements for the cleaning will be chosen to ensure existing brickwork and structures are not damaged.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

S106 Manager

27. The referenced agreements above have been checked and the stated funds have been received by the council and have not been committed. The proposed use complies with the purposes set out under the respective S106 agreements. The following amounts may therefore be approved for the abovementioned projects.
28. The table below lists the agreements with a total section 106 payable of £228,342.

29. Subject to the proposed project expenditure complying with terms of the terms of the agreement the requested sums may be approved.

Project	Moonraker Alley	Harlequin Building	Citizen M Hotel	Total
Address	61-63 Great Suffolk Street	65 Southwark Street	Surrey House 20 Lavington Street	
Section 106 planning obligation reference	481	504	566	
Construction workplace co-ordinator[s]	£98,753	£28,206		
Construction Management fee	£13,902	£2,287	£6,119	
Training and Employment	£29,387	£26,277	£23,411	
Total	£142,042	£56,770	£29,530	£228,342

Strategic Director of Communities, Law & Governance (NS09122011)

1. Members of the community councils are being asked to comment to Planning Committee on the proposed expenditure of a total of £228,342 from three legal agreements namely:-
 - a. 61-63 Great Suffolk Street dated 9 August 2011;
 - b. 65 Southwark Street dated 1 November 2010; and
 - c. 20 Lavington Street dated 30 December 2010

2. The S106s monies must be expended in accordance with: -
 - (a) the terms of the specific S106s; and
 - (b) the relevant policy tests set out in Circular 2005/05 and the first three being legal tests below which are now enshrined in Regulation 122(a) of the Community Infrastructure Levy Regulations in that they must be: -
 - (i) relevant to planning purposes;
 - (ii) necessary to make the developments on the respective sites acceptable in planning terms by mitigating adverse impacts;
 - (iii) directly related to the respective developments;
 - (iv) fairly and reasonably related in scale and kind to the respective developments; and
 - (v) reasonable in all other respects.

3. Under Schedule 3 of the **Great Suffolk Street** section 106, the developer is required to make a contribution of £29,387 towards training and employment, £98,753 towards a workplace coordinator and an employment contribution and £13,902 for a workplace coordinator management fee. In accordance with Schedule 2, paragraph 5.3 the contribution towards the workplace coordinator and employment contribution of £98,753 only becomes due where the developer has failed to appoint a workplace coordinator before the Implementation date. Under schedule 4, paragraph 1.2 the council is obliged to expend the contributions for the purposes specified. Upon written request by the developer, the council is also required to confirm expenditure of the sums under the agreement.
4. Under Schedule 3 of the **Southwark Street** section 106 the developer is required to make a contribution of £28,206 towards a construction workplace coordinator, £26, 277 towards employment in the development to be expended by the council on the provision of an employment workplace coordinator to assist in the placement of unemployed job seekers in the local area and £2,287 for construction workplace coordinator management to cover the programme management and monitoring costs of the workplace coordinator scheme. Schedule 4, paragraph 4.2 requires the council to only expend and apply the contributions for the purposes specified.
5. Under Schedule 3 of the **Lavington Street** section 106 agreement the developer is required to pay the Employment contribution of £23,411 and the Construction Workplace and Employment Contribution of £6,119. Under Schedule 4, paragraph 1.2.4 of the agreement the council must expend the construction workplace and employment management contribution for the programme management and monitoring costs of the construction workplace coordinator scheme. The employment contribution must be expended by the council for the provision of employment initiatives in the development.
6. In accordance with Part 3H, paragraph 3 it is the role of the community council to provide comments on the proposed expenditure of funds over £100,000 secured through legal agreements.

Finance Director (NR/F&R/29/11/11)

30. This report recommends the release of various S106 monies to deliver employment and training projects and as contributions to the cost of delivering associated regeneration projects, including employment and training initiatives.
31. The Finance Director notes the application of S106 monies that have been received by the council and are currently uncommitted.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
s106 Legal Agreement	Regeneration Department, 160 Tooley Street, London, SE1	Dan Taylor 020 7525 5450
Project Brief	Regeneration Department, 160 Tooley Street, London, SE1	Dan Taylor 020 7525 5450

APPENDICES

No.	Title
Appendix 1	Excerpts of S106 legal agreements

AUDIT TRAIL

Lead Officer	Alistair Huggett, Framework and Implementation Team Manager	
Report Author	Dan Taylor, Principal Project Officer, Framework and Implementation Team	
Version	Final	
Dated	13 December 2011	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Director	Yes	Yes
Date final report sent to Constitutional Team		16 January 2012

APPENDIX 1

Excerpts of S106 legal agreements

Project	Moonraker Alley	Harlequin Building	Citizen M Hotel
Address	61-63 Great Suffolk Street	65 Southwark Street	Surrey House 20 Lavington Street

CITIZEN M

"Construction Workplace Default Contribution" The sum of £75,467 Index Linked payable in accordance with Paragraph 1 of Schedule 3.

"Construction Workplace and Employment Management Contribution" The sum of £6,119 Index Linked (being 7.5% of the Construction Workplace Co-ordinator Contribution and the Employment Contribution)

SCHEDULE 3

1. FINANCIAL CONTRIBUTIONS

- 1.1 Prior to the carrying out of any works of Demolition on the Site or any part of the Site the Owner covenants to pay the Archaeology Contribution to the Council.
- 1.2 The Owner covenants not to Demolish any building or part of any building upon the Site until such time as the Council has received the Archaeology Contribution in full.
- 1.3 Prior to the Implementation Date the Owner shall pay:
- 1.3.1 the Employment Contribution;
 - 1.3.2 the Public Realm Contribution;
 - 1.3.3 the Public Open Space Contribution;
 - 1.3.4 the Site Specific Transport Contribution;
 - 1.3.5 the Sports Development Contribution;
 - 1.3.6 the Strategic Transport Contribution.
- 1.4 The Owner shall not Implement the Development until the Council has received the Contributions referred to in Paragraph 1.3 of this Schedule 3 in full.
- 1.5 The Construction Workplace Default Contribution shall only become payable by the Owner in the event of the circumstances set out in Paragraphs 2.3 and 2.4 of Schedule 2 arising.

HARLEQUIN

“Communities Facilities Contribution”	The sum of £7,369 to be paid by the Developer to the Council in accordance with paragraph 1 of Schedule 3 ;
“Construction Workplace Coordinator[s] Contribution”	The payment of £28,206 during the construction of the Development payable in accordance with paragraph 1 of Schedule 3 below;

“Employment in the Development Contribution” The sum of £26,277 Index Linked to be paid by the Owner to the Council and to be expended by the Council on the provision of an Employment Workplace Co-ordinator to assist in the placement of unemployed job seekers in the local area;

SCHEDULE 3

3. FINANCIAL CONTRIBUTIONS

- 3.1 Prior to the carrying out of any works of demolition on the Site or any part of the Site the Developer covenants to pay the Archaeology Contribution to the Council.
- 3.2 the Developer covenants not to demolish any building or part of any building upon the Site until such time as the Council has received the Archaeology Contribution in full.
- 3.3 Prior to the Implementation Date the Developer shall pay:
- 3.1.1 the Community Facilities Contribution;
 - 3.1.2 the Construction Workplace Co-ordinator Contribution;
 - 3.1.3 the Construction Workplace Co-ordinator Management Contribution;
 - 3.1.4 the Crossrail Contribution;
 - 3.1.5 the Public Realm Contribution;
 - 3.1.6 the Site Specific Transport Contribution;
 - 3.1.7 the Strategic Transport Contribution;
 - 3.1.8 the Training and Employment Contribution;
 - 3.1.9 the Archaeology Contribution;
 - 3.1.10 the Employment in the Development Contribution;
- 3.4 The Developer shall not Implement the Development until the Council has received the contributions referred to in paragraph 1.3 above in full.

MOONRAKER ALLEY

“Grotto Podiums Park” The public open space owned by the Council known as Grotto Podiums Park where subject to the provisions of Paragraph 8 of Schedule 3 the Developer shall carry out the Public Realm Improvement Works and which is shown for identification purposes only edged blue on Plan 3;

the Public Realm Improvements whether or not such costs exceed this amount of £119,500;

**“Training and
Employment
Contribution”**

The sum of £29,387 (twenty nine thousand three hundred and eighty seven pounds) Index Linked to be paid by the Developer to the Council and to be expended by the Council on one or more of the Council's training and employment initiatives;

**Workplace
Coordinator and
Employment
Contribution**

The sum of £98,753 (ninety eight thousand seven hundred and fifty three pounds) Index Linked which if payable shall be paid by the Developer to the Council in accordance with Paragraphs 5.2 and 5.3 of Schedule 2 of this Deed ;

**“Workplace Co-
ordinator
Management Fee”**

The sum of £13,902 (thirteen thousand nine hundred and two pounds) Index Linked to be paid by the Developer to the Council in accordance with Paragraphs 5.2 and 5.3 of Schedule 2 of this Deed;

5. **EMPLOYMENT DURING CONSTRUCTION AND WORKPLACE
COORDINATION**

- 5.1 Prior to the Implementation Date, the Developer shall appoint a Workplace Co-ordinator who within a budget equivalent to the Workplace Co-ordinator and Employment Contribution (the "Budget") will provide training and support to facilitate access to construction jobs on the Site during the construction phase of the Development for a minimum 12-month period.
- 5.2 The Developer shall (whether itself or through its contractor):
- 5.2.1 maintain the Workplace Co-ordinator role within its organisation throughout the construction phase of the Development;
- 5.2.2 create the role of the Workplace Co-ordinator to include the following duties to the extent reasonable and practicable within the Budget:
- (i) to identify employment vacancies on Site;
 - (ii) to encourage applications from suitable candidates resident in the Borough by liaising with the local Jobcentre Plus, employment service providers, voluntary and community sector, training providers and careers service providers, including Southwark Works and the Southwark Education Business Alliance;
 - (iii) to commission customised training (including where reasonably required training that is not currently delivered through mainstream courses) and where reasonably practicable to identify other revenue funds to deliver appropriate construction training;
 - (iv) to provide basic skills and site safety training to suitable candidates; and
 - (v) to work with new employees and their employers including those recruited as part of the Building London Creating Futures programme with the objective of ensuring an effective transition into work;
- 5.2.3 use all reasonable endeavours to: -

- (i) place a minimum of 46 workless Borough residents into sustainable construction jobs created by the Development;
 - (ii) train a minimum of 20 workless Borough residents using short courses;
 - (iii) provide a minimum of 46 Construction Skills Certification training opportunities to those Borough residents employed on the Site during the construction phase of the Development; and
 - (iv) to provide a number of NVQ-level Qualifications to be agreed with the Council's Economic Development Team;
- 5.2.4 place the Workplace Co-ordinator with the contractor team during the building programme to work on the Site; and
- 5.2.5 produce written reports to the Council regarding the delivery and outcomes of the project on a quarterly basis the first report to be produced on the date 3 calendar months after the Implementation Date.
- 5.3 If the Developer fails to appoint the Workplace Co-ordinator by the Implementation Date, the Developer shall be required to pay the Workplace Co-ordinator and Employment Contribution within 28 days of receiving a written notice from the Council requesting payment PROVIDED THAT the Workplace Co-ordinator and Employment Contribution shall not be payable if the Developer subsequently appoints a Workplace Co-ordinator within 28 days following service of the Council's written notice and FOR THE AVOIDANCE OF DOUBT if the Council appoint the Workplace Co-ordinator the obligations contained in paragraphs 5.2.2 to 5.2.4 (inclusive) shall still apply to the extent that the Developer shall use all reasonable endeavours (but excluding any financial outgoings beyond payment of the Workplace Co-ordinator and Employment Contribution) to assist the Workplace Co-ordinator in carrying out its role and duties.
- 5.4 In the event of Significant Under Performance by the Developer, the Council reserves the right to demand the Workplace Coordinator and Employment Contribution less a fair and reasonable proportion of the sums reasonably expended by the Developer from the Budget at the date of the written demand

by the Council. The Developer will have a period of not less than 28 days to address any Significant Under-Performance from the date of any such written demand by the Council prior to making the said payment and if within those 28 days delivery rises to 50 per cent or more of the total outputs specified in Paragraphs 5.2.2 and 5.2.3, the Workplace Coordinator and Employment Contribution or any part thereof will not be payable by the Developer and the request for payment will be withdrawn by the Council.

Item No. 8.	Classification: Open	Date: 26 January 2012	Meeting Name: Borough and Bankside Community Council
Report title:		To release section 106 monies to deliver £267,081 of regeneration projects from 10/AP/2016 (A/n 504) 65 Southwark Street and 09/AP/2320 (a/n 566) 20 Lavington Street also know as CitizenM Hotel.	
Ward(s) or groups affected:		Cathedrals	
From:		Strategic Director of Regeneration & Neighbourhoods	

RECOMMENDATIONS

Recommendation for the Borough and Bankside Community Council

- To note and make any comments to the Planning Committee on the recommendation that funds totalling £267,081 from 10/AP/2016 (A/n 504) 65 Southwark Street and 09/AP/2320 (a/n 566) 20 Lavington Street also known as CitizenM Hotel be released for:
 - Great Guildford Street / Lavington Street public realm and transport improvements (Project 1)
 - Marlborough Playground open space improvements (Project 2)
 - Bankside Community Space improvements (Project 3)

Recommendation for Planning Committee

- To authorise the release of funds totalling £267,081 from 0/AP/2016 (A/n 504) 65 Southwark Street and 09/AP/2320 (a/n 566) 20 Lavington Street also known as CitizenM Hotel be released for:
 - Great Guildford Street / Lavington Street public realm and transport improvements (Project 1)
 - Marlborough Playground open space improvements (Project 2)
 - Bankside Community Space improvements (Project 3)

BACKGROUND INFORMATION

- Planning obligations are used to address the impacts caused by development and contribute to providing infrastructure and facilities necessary to achieve sustainable communities. The council can enter into a legal agreement with a developer whereby the developer agree to provide planning contributions.
- Bankside is undergoing considerable change, as developers build out schemes to deliver the vision of the London Plan "Opportunity Area" at Bankside and London Bridge. The city blocks between Great Suffolk Street, Great Guildford Street, Southwark Street and Southwark Bridge Road are being comprehensively redeveloped, and a number of key sites have secured permissions for re-development which will dramatically transform the character and appearance of the area.

5. Section 106 funds are released to projects and programmes as new developments come forward for implementation which triggers the payment of sums to the council. The council has recently prepared two reports for approval by members to release sums associated with the Bankside Mix development (also known as St Christopher's House), and from a number of agreements to deliver a programme of environmental and social projects in the Borough. This report seeks to deal specifically with a cluster of developments and associated projects in the city block which extend from Southwark Street to Southwark Bridge Road. This report seeks to draw down funding from section 106 agreement associated with the following two sites:

Agreement site	Harlequin Building	Citizen M Hotel
Project Address	65 Southwark Street	Surrey House 20 Lavington Street
Planning application no	10-AP-2016	09-AP-2320
Section 106 planning obligation reference	504	566
Summary of the development	Refurbishment of an existing office block and addition of a two storey extension	Erection of a six storey hotel development with 191 bedrooms and a ground floor retail / cafe unit

6. The sites have signed section 106 agreements which include a number of payments in line with the adopted Section 106 Supplementary Planning Document (SPD). The sites for which the payments are required to mitigate the impact of development are described in appendix 1.

KEY ISSUES FOR CONSIDERATION

Projects to mitigate the impact of the developments

7. Section 106 payments are secured as part of the planning permissions for the above sites in order to mitigate the impact of large new developments on the Bankside opportunity area, and provide the infrastructure and services to support large new developments. A number of projects have been identified which can deliver new infrastructure and services in the environs of two neighbouring sites in the Bankside regeneration area (the terms of the legal agreements are attached in appendix 1).
8. The reason for combining the projects into one report are as follows:
- Delivers a programme of regeneration projects which directly mitigates the impacts identified in the planning agreements, delivering the physical, economic and social projects required to make the new developments acceptable in planning terms
 - Includes a joined-up programme of works with key partners Better Bankside and Bankside Residents Forum which can attract match-funding sources from third parties including the London Development Agency and Better Bankside

Project 1 Great Guildford Street / Lavington Street regeneration project

9. This report seeks to commit £178,443 to the delivery of a high quality public realm and site specific transport project along Great Guildford Street and Lavington Street in line with the

terms of the section 106 agreements of the adjacent Harlequin and Citizen M projects. The project would include high quality paving, soft landscaping including tree planting, cycle stands, cross-overs, lighting, and signage, and would be designed in line with the principals of the Bankside Urban Forest to promote high quality public realm and open space in the area.

10. The purpose of the project is to provide high quality public realm to manage and mitigate the impact of additional hotel visitors, office workers, and associated servicing requirements to the area. The design of the scheme will be carried out to tie in with the installation of a new art installation along the facade of the Citizen M hotel, for which a steering group is being appointed in line with the requirements of the section 106 agreement,
11. The section 106 sums for the project will be pooled from the public realm, site specific transport and open space allocations to deliver a landscaping scheme along Great Guildford and Lavington Streets which ties in with the adjacent Great Suffolk Street regeneration project.
12. Community project bank: The project is not listed on the community project bank however the legal agreement is specific to improvements in the immediate area as a site specific mitigation. Specific site projects and projects being detailed in legal agreements supersedes the community project prioritisation as the legal requirements must be undertaken.
13. Budget £178,443 from:

Agreement site	Harlequin Building	Citizen M Hotel	Total
Project Address	65 Southwark Street	Surrey House 20 Lavington Street	
Great Guildford Street / Lavington Street regeneration project	£59,820	£166,188	£181,193

14. This project will be commissioned by the Frameworks and Implementation team acting as lead partner on behalf of a partnership board comprising Better Bankside, Design for London, and Bankside Residents Forum.

Project 2: Marlborough Playground project

15. This report seeks to commit £81,269 to the deliver of a sports development project at Marlborough Playground, a key open space with sports facilities in close proximity to the “Citizen M” development site. Bankside Open Spaces Trust (BOST) is developing a sports development project for the site in collaboration with local members of the Borough and Bankside community council and the Bankside Residents Forum which will provide an Olympic legacy for Bankside. A successful community event was held on 23rd September at which substantial community support was pledged to the delivery of new sporting facilities on the concrete playing area. The draft proposals include a running track, boxing gym, and cycling facilities. This sum would be used to support the delivery of permanent

works to Marlborough Playground to deliver a lasting sporting legacy in Bankside, which would be directly accessible to residents and staff of the new hotel.

16. Community Project Bank: This project does not sit on the community project bank principally as Sport and Recreation is not a theme included in the community project prioritisation. There are still choices that could be made and consideration could be given to sport and recreation facilities in open spaces for this purpose. However the Marlborough Playground is a popular site in the heart of Bankside which is one of the only sports facilities in the area which has received no investment during the last decade of regeneration. It will benefit a multitude of users from across Borough and Bankside and as such it is for that purpose that the recommendation is being made
17. Budget £81,269 from Surrey House 20 Lavington Street (CitizenM hotel) Opens space and Sports Development contribution.
18. This project will be commissioned by the Frameworks and Implementation team in partnership with the Parks department who would act as lead partner.

Project 3: Bankside Community Space project

19. This report seeks to commit £7,369 from the “Harlequin” section 106 agreement to enhance the adjacent Bankside Community Space. The Bankside Community Space was delivered as part of the section 106 agreement with Bankside Mix and was opened in 2008. The space has been very successfully managed by Better Bankside and Bankside Residents Forum, and intensively used by a number of community and business groups. The existing service level agreement with Better Bankside provides for the general maintenance and management of the space.
20. The identified sum in the section 106 agreement would be used to deliver additional community facilities, including a bespoke display board for promoting community events, and showcasing future development and regeneration projects and programmes. Better Bankside and the Bankside Residents Forum would be required to provide a full specification of works for approval by the council and clearly demonstrate both value for money and the provision of facilities which are not required as part of their ongoing service level agreement.
21. This project will further improve a successful D1 community space and provide facilities which support ongoing socio-economic programmes to maximise the benefits of regeneration for local people, and ensure the ongoing provision of a vital community facility.
22. Community project bank: The project is not listed on the community project bank however the site is in very close proximity to the new development (less than three hundred metres), and directly meets the requirements of the section 106 agreement.
23. Bankside Community Space project budget is £7,369 from Harlequin Building, 65 Southwark Street Community Facilities contribution.

Community Project Bank concurrent

24. At its meeting on the 22 July 2009, the then Executive approved a list of community project bank projects for prioritisation. These priorities should be carefully considered in the case of releasing S106. The issue of addressing the prioritisation has been detailed under each individual project for the sake of simplicity.

Resource implications

25. The resource implications are outlined above and summarised in the finance concurrent below. To deliver this programme council costs will be recharged on a project by project basis - the Economic development and strategic partnerships unit requires a programme management contribution of 5% to deliver the above projects.

Community impact statement

26. All projects will be designed to be fully accessible to all, without prejudice or discrimination.

Sustainable development implications

27. As part of the Bankside Urban Forest project, as many existing materials as possible will be re-cycled and re-used within the design. Careful selection of method statements for the cleaning will be chosen to ensure existing brickwork and structures are not damaged.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

S106 Manager

28. Contributions of £365,204 and £311,258 for 10/AP/2016 (A/n 504) 65 Southwark Street and 09/AP/2320 (a/n 566) 20 Lavington Street respectively have been received. These represent the full amount of contributions due for each scheme. All the contributions (save for Archaeology) are as yet uncommitted.
29. The table below lists the agreements and the referred to contributions in, giving the available £267,081.
30. The proposed use complies with the purposes set out under the respective S106 agreements. The following amounts may therefore be approved for the abovementioned projects

Project	Harlequin Building	Citizen M Hotel	Total
Address	65 Southwark Street	Surrey House 20 Lavington Street	
Section 106 Account number	504	566	
Open space		£44,815	£44,815
Sports development		£36,454	£36,454
Site Specific Transport	£29,910	£38,623	£71,283
Public Realm Contribution	£29,910	£80,000	£109,910
Community facilities	£7,369		£7,369
Total	£67,189	£202,642	£269,831

Strategic Director of Communities, Law & Governance

31. Members of the community council are being asked to comment to Planning Committee on the proposed expenditure of a total of £269,831 from two legal agreements namely:-
- a. 65 Southwark Street dated 1 November 2010; and
 - b. 20 Lavington Street dated 30 December 2010.
32. The S106s monies must be expended in accordance with: -
- (a) the terms of the specific S106s; and
 - (b) the relevant policy tests set out in Circular 2005/05 and the first three being legal tests below which are now enshrined in Regulation 122(a) of the Community Infrastructure Levy Regulations in that they must be: -
 - (i) relevant to planning purposes;
 - (ii) necessary to make the developments on the respective sites acceptable in planning terms by mitigating adverse impacts;
 - (iii) directly related to the respective developments;
 - (iv) fairly and reasonably related in scale and kind to the respective developments; and
 - (v) reasonable in all other respects.
33. Under Schedule 3 of the **Southwark Street** section 106 the developer is required to make a contribution of £29,910 towards Public Real Improvement and £29,910 is a site specific transport contribution. Schedule 4, paragraph 4.2 requires the council to only expend and apply the contributions for the purposes specified.
34. Under Schedule 3 of the **Lavington Street** section 106 agreement the developer is required to pay the public open spaces contribution of £44,815, the public realm contribution of £80,000, a site specific transport contribution of £41,373 and £36,454 towards sports development. Under Schedule 4, paragraph 1.2. of the agreement the council must expend the public open space contribution for the creation of new council

maintained public open space or the improvement of existing publicly maintained space within the vicinity of the site, the public realm contribution must be expended on public realm improvement works and the site specific transport contribution must be expended on pedestrian crossing cycle ways traffic calming sustainable and transport measures such as car clubs and local travel plan groups in relation to the development and the sum of £2750 is to be expended on a Traffic Management order to include a taxi bay in Lavington Street in a specified location.

35. It appears that the purposes and the proposed expenditure falls within the terms of the two section 106 agreements.
36. In accordance with Part 3H, paragraph 3 it is the role of the community council to provide comments on the proposed expenditure of funds over £100,000 secured through legal agreements.

Finance Director (NR/F&R/9/1/12)

37. This report recommends that the Borough and Bankside Community Council Planning Committee notes the Borough and Bankside Community Council recommendation that various S106 funds be released and authorises the release of those funds.
38. The Finance Director notes that the monies referred to have been received and are available. Officer time to effect the recommendations will be contained within existing budgeted revenue resources.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
S106 Legal Agreement	Regeneration Department, 160 Tooley Street, London, SE1	Dan Taylor 020 7525 5450
Project Brief	Regeneration Department, 160 Tooley Street, London, SE1	Dan Taylor 020 7525 5450

APPENDICES

No.	Title
Appendix 1	Excerpts of S106 legal agreements

AUDIT TRAIL

Lead Officer	Alistair Huggett, Framework and Implementation Team Manager	
Report Author	Dan Taylor, Principal Project Officer, Framework and Implementation Team	
Version	Final	
Dated	23 December 2011	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Director	Yes	Yes
Date final report sent to Constitutional Team		16 January 2012

Excerpts of S106 legal agreements

Project	Harlequin Building	Citizen M Hotel
Address	65 Southwark Street	Surrey House 20 Lavington Street

CITIZEN M

"Construction Workplace Default Contribution"	The sum of £75,467 Index Linked payable in accordance with Paragraph 1 of Schedule 3.
"Construction Workplace and Employment Management Contribution"	The sum of £6,119 Index Linked (being 7.5% of the Construction Workplace Co-ordinator Contribution and the Employment Contribution)
"Public Open Space Contribution"	The sum of £44,815 Index Linked to be paid by the Owner to the Council in accordance with Paragraph 1 of Schedule 3.
"Public Realm Contribution"	The sum of £80,000 Index Linked to be paid by the Owner to the Council in accordance with Paragraph 1 of Schedule 3.
"Public Realm Improvement Works"	The public realm works to be undertaken on Lavington Street.
"Sports Development Contribution"	The sum of £36,454 Index Linked to be paid by the Owner to the Council in accordance with Paragraph 1 of Schedule 3.

SCHEDULE 3

1. FINANCIAL CONTRIBUTIONS

- 1.1 Prior to the carrying out of any works of Demolition on the Site or any part of the Site the Owner covenants to pay the Archaeology Contribution to the Council.
- 1.2 The Owner covenants not to Demolish any building or part of any building upon the Site until such time as the Council has received the Archaeology Contribution in full.
- 1.3 Prior to the Implementation Date the Owner shall pay:
- 1.3.1 the Employment Contribution;
 - 1.3.2 the Public Realm Contribution;
 - 1.3.3 the Public Open Space Contribution;
 - 1.3.4 the Site Specific Transport Contribution;
 - 1.3.5 the Sports Development Contribution;
 - 1.3.6 the Strategic Transport Contribution.
- 1.4 The Owner shall not Implement the Development until the Council has received the Contributions referred to in Paragraph 1.3 of this Schedule 3 in full.
- 1.5 The Construction Workplace Default Contribution shall only become payable by the Owner in the event of the circumstances set out in Paragraphs 2.3 and 2.4 of Schedule 2 arising.

HARLEQUIN

"Communities Facilities Contribution"	The sum of £7,369 to be paid by the Developer to the Council in accordance with paragraph 1 of Schedule 3 ;
"Construction Workplace Coordinator[s] Contribution"	The payment of £28,206 during the construction of the Development payable in accordance with paragraph 1 of Schedule 3 below;

"Employment in the Development Contribution"	The sum of £26,277 Index Linked to be paid by the Owner to the Council and to be expended by the Council on the provision of an Employment Workplace Co-ordinator to assist in the placement of unemployed job seekers in the local area;
"Public Realm Improvements Contribution"	The sum of £29,910 to be paid by the Developer to the Council in accordance with paragraph 1 of Schedule 3;
"Site Specific Transport Contribution"	The sum of £29,910 to be paid by the Developer to the Council in accordance with paragraph 1 of Schedule 3;

SCHEDULE 3

3. FINANCIAL CONTRIBUTIONS

- 3.1 Prior to the carrying out of any works of demolition on the Site or any part of the Site the Developer covenants to pay the Archaeology Contribution to the Council.
- 3.2 the Developer covenants not to demolish any building or part of any building upon the Site until such time as the Council has received the Archaeology Contribution in full.
- 3.3 Prior to the Implementation Date the Developer shall pay:
- 3.1.1 the Community Facilities Contribution;
 - 3.1.2 the Construction Workplace Co-ordinator Contribution;
 - 3.1.3 the Construction Workplace Co-ordinator Management Contribution;
 - 3.1.4 the Crossrail Contribution;
 - 3.1.5 the Public Realm Contribution;
 - 3.1.6 the Site Specific Transport Contribution;
 - 3.1.7 the Strategic Transport Contribution;
 - 3.1.8 the Training and Employment Contribution;
 - 3.1.9 the Archaeology Contribution;
 - 3.1.10 the Employment in the Development Contribution;
- 3.4 The Developer shall not Implement the Development until the Council has received the contributions referred to in paragraph 1.3 above in full.

Item No. 9.	Classification: Open	Date: 26 January 2012	Meeting Name: Borough and Bankside Community Council
Report title:		Elliott's Row Conservation Area	
Ward(s) or groups affected:		Cathedrals	
From:		Head of Development Management	

RECOMMENDATIONS

1. That the Community Council comment on the proposal to carry out public consultation with local residents and businesses on the Elliott's Row Conservation Area.
2. That the Community Council provides comment on the proposal to designate the Elliott's Row Conservation Area
3. That the Community Council provide comment on the draft Conservation Area Appraisal and map of the proposed conservation area boundary (Appendices 1 and 2).
4. That the Community Council notes the Equality Impact Assessment (Appendix 3)

BACKGROUND INFORMATION

5. It is proposed to consult upon the Elliott's Row Conservation Area based upon the attached map and conservation area assessment.
6. The proposed conservation area is a cohesive townscape comprising development from throughout the 19th and early 20th centuries. The historic street layout remains, creating a legible and permeable environment. Well defined streets are a feature with high quality and architecturally interesting frontage development. This is a highly urban environment with little in the way of planned landscaping.
7. The Elliott's Row Conservation Area is located within the Elephant and Castle Opportunity Area (as defined by Figure 13 of Southwark's Core Strategy) to the south of the River Thames. The conservation area is situated to the south of St. George's Road and to the west of the Elephant and Castle town centre.
8. Section 69 of the Town and Country Planning Act 1990 imposes a duty on the local Planning Authority to designate conservation areas any "areas of special architectural or historic interest the character or appearance of which is desirable to preserve or enhance". There is a duty on the local planning authority under Section 69 to review areas from time to time to consider whether designation of conservation areas is called for.
9. In March 2010 the Government issued PPS 5 'Planning for the Historic

Environment' replacing the guidance formerly contained within PPGs 15 and 16. PPS 5 requires, in Policy HE2.1, that Local Authorities have evidence about the historic environment and heritage assets within their area, and that this evidence is publically documented. Designation records, such as Conservation Area assessments, should also be taken into account when determining planning applications.

10. In 2011 English Heritage published guidance on conservation area appraisals, 'Understanding Place: Conservation Area Designation, Appraisal and Management'. This sets out the importance of definition and assessment of a conservation area's character and the need to record the area in some detail. The purpose is to provide a sound basis for rational and consistent judgements when considering planning applications within conservation areas. Conservation Area Appraisals, once they have been adopted by the Council, can help to defend decisions on individual planning applications at appeal. They may also guide the formulation of proposals for the preservation and enhancement of the area.
11. Designation of a conservation area imposes certain duties on planning authorities. These duties are twofold. Firstly, to formulate and publish from time to time, proposals for the preservation and enhancement of the conservation areas in their district and submit them for public consultation. Then secondly, in exercising their planning powers to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation areas. In exercising conservation area controls, local planning authorities are required to pay special attention to the desirability of preserving or enhancing the character or appearance of the area in question and therefore there is a presumption against the demolition of buildings within the area. In the case of conservation area controls, however, account should clearly be taken of the part played in the architectural or historic interest of the area by the building for which demolition is proposed, and in particular of the wider effects of demolition on the building's surroundings and on the conservation area as a whole.
12. The area proposed for designation is defined as follows: the Elliott's Row Conservation Area is situated immediately west of the West Square Conservation Area, Brook Drive to the south, Oswin Street to the east and across St. George's Road, Gaywood Street to the north.

KEY ISSUES FOR CONSIDERATION

13. The proposed conservation area contains predominantly Victorian and Edwardian residential buildings plus a limited number of other building types such as corner shops and a pub. The occasional Georgian building can also be seen. The layout of the roads in the conservation area generally dates from the 1800s although the buildings fronting the roads are generally later. The conservation area demonstrates the pressure on land during the latter half of the 19th century to accommodate the increase in population within what were previously field boundaries, partly as a result of improved transport links into the City of London.
14. Although the special quality of the area is the main reason for designation, rather than the individual buildings, the proposed conservation area is based around the residential streets between the West Square Conservation Area and the Elephant and Castle town centre. Much of the conservation area today still

consists of development dating from the latter half of the 19th century and early 20th century. The streets are generally narrow and well enclosed by housing of a high quality and architecturally interesting frontage.

15. The key approaches into the conservation area are: east-west along St. George's Road and Brook Drive, north-south down Oswin and Hayles Streets and Elliott's Row. The enclosed townscape created by relatively tall buildings in comparison to the width of the streets and the lack of any landmark features within the conservation area means that planned views are not a feature of the townscape. However, views into the West Square Conservation Area can be seen from Austral Street and the tall buildings of the Elephant Castle eastwards along Brook Drive and St. George's Road.

Outstanding Schemes

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

Planning Policy

17. Core Strategy 2011 (April)
Strategic Policy 12 Design and Conservation.

Southwark Plan 2007 (July)
Saved Policy 3.15 Conservation of the Historic Environment
Saved Policy 3.16 Conservation Areas
Saved Policy 3.18 Setting of Listed Buildings, Conservation Areas and World Heritage Sites
Saved Policy 3.19 Archaeology

London Plan 2011 (July)
Policy 7.9 Heritage-led regeneration
Policy 7.8 Heritage assets and archaeology

Planning Policy Statements
PPS5 Planning for the Historic Environment.

The draft National Planning Policy Framework (NPPF)

Community impact statement

18. The designation will be consulted in accordance with the Statement of Community Involvement. The Statement of Community Involvement sets out how and when the Council will involve the community in the alteration and development of town planning documents and applications for planning permission and was adopted in January 2008. The Statement of Community Involvement does not require the Council to consult when designating a conservation area, but in this instance the Council proposes to follow a similar procedure.
19. It is proposed to hold a public meeting within 12 weeks of this committee and a report on this and any other consultation responses received will be made back to members for consideration.

20. The consultation will seek the views of local residents, businesses and other local interests over the definition of the boundaries and the conservation area appraisal. Notification of the consultation on the proposed designation and the supporting documents will be put in the local press, on the council's website and will be made available at the Walworth One Stop Shop. This will show how the consultation has complied with the Statement of Community Involvement.

Human rights implications

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

Resource implications

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

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities Law & Governance (RM0112)

26. A conservation area is an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance (*section 69(1), Listed Building Act (LBA) 1990*). A Local Planning Authority (LPA) is under a duty to designate conservation areas within its locality and to review them from time to time (*section 69(2)*).
27. There is no statutory requirement for LPAs to consult with anyone before a conservation area is designated, nor does the Councils Statement of Community Involvement require consultation in respect of designating Conservation Areas. However, English Heritage advises LPAs to consult as widely as possible, not only with local residents and amenity societies, but also with Chambers of Commerce, Public utilities and Highway authorities.
28. There is no formal designation procedure. The statutory procedure simply

involves a council resolution to designate being made. The date of the resolution is the date the conservation area takes effect. The designation of conservation areas is reserved to Planning Committee under Part 3F, paragraph 3 of the constitution.

29. There is no statutory requirement on the level of detail that must be considered by an LPA before designation. However, guidance from English Heritage states that it is vital an area's special architectural or historic interest is defined and recorded in some detail. A published character appraisal is highly recommended and can be found at Appendix 1 of this report. The overall impetus for designating a conservation area must be the desire to preserve and enhance the area.
30. Notice of the designation must be published in at least one local newspaper circulating in the LPA's area and in the London Gazette (*section 70(8), LBA 1990*). The Secretary of State and English Heritage must also be notified (*section 70(5)*). There is no requirement to notify the owners and occupiers of premises in the area. The conservation area must be registered as a local land charge (*section 69(4)*).
31. The designation of a conservation area gives the LPA additional powers over the development and the use of land within it.
32. There is no statutory right of appeal against a building being included in a conservation area. However, it is possible to seek a judicial review of an LPA's decision to designate a conservation area.

Equalities and Human Rights

33. Positive equalities obligations are placed on local authorities, sometimes described as equalities duties with regard to race, disability and gender.
34. Gender equality duties were introduced by the Equality Act 2006, which amended the Sex Discrimination Act 1975. The general duties in summary require local authorities to have due regard to the need to:
 - (a) "eliminate unlawful discrimination and harassment and;
 - (b) promote the equality of opportunity between men and women."

Race equality duties were introduced by the Race Relations Amendment Act 2000 which amended the Race Relations Act 1976. The general duties in summary require local authorities to give due regard to the need to:

- (a) "eliminate unlawful discrimination and harassment;
- (b) promote the equality of opportunity; and
- (c) promote good race relations between people of different racial groups"

Disability equality duties were introduced by the Disability Discrimination Act 2005 which amended the Disability Act 1995. The general duties in summary require local authorities to carry out their functions with due regard to the need to:

- (a) “promote equal opportunities between disabled persons and other persons;
- (b) eliminate discrimination that is unlawful under the Act;
- (c) eliminate harassment of disabled persons that is related to their disabilities;
- (d) promote a positive attitude towards disabled persons;
- (e) encourage participation by disabled persons in public life; and
- (f) take steps to take account of disabled person’s disabilities even where that involves treating disabled persons more favourably than other persons.”

Section 71 of the Race Relations Act 1976, section 49A(i) of the Disability Discrimination Act 1995 and section 76A of the Sex Discrimination Act 1975, require local authorities to act in accordance with the equalities duties and have due regard to these duties when we are carrying out our functions.

- 35. Equalities and Human Rights have been considered as part of the development conservation area appraisal and an Equalities Impact Assessment (EqIA) is in the process of being completed. EqIAs are an essential tool to assist councils to comply with equalities duties and ensure they make decisions fairly.
- 36. In accordance with part 3H, paragraph 4 of the constitution providing comments to planning committee on proposals for the designation of conservation areas including conservation area appraisals is a matter for community council.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
Appendix 1	Draft conservation area assessment for Elliott’s Row Conservation Area.
Appendix 2	Map of the proposed Elliott’s Row Conservation Area
Appendix 3	Equality Impact Assessment

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Tracy Chapman, Senior Design and Conservation Officer	
Version	Final	
Dated	13 December 2011	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Director	No	No
Cabinet Member	No	No
Date final report sent to Constitutional Team	16 January 2012	

Elliott's Row

Conservation Area Appraisal

www.southwark.gov.uk

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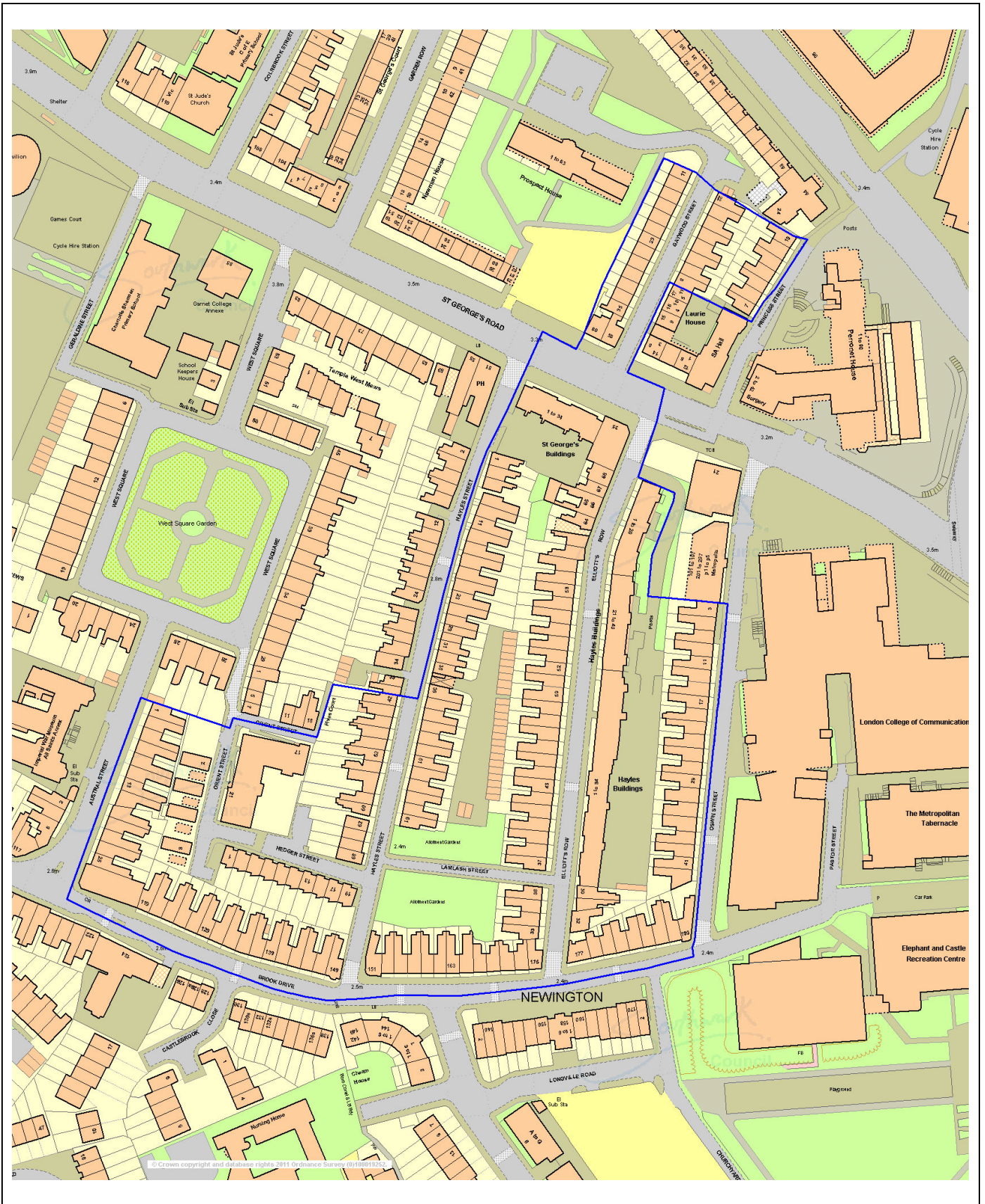


Figure one: Ordnance survey Map, Showing Elliott's Row Conservation Area

1. Introduction

1.1. The Conservation Area Appraisal: Purpose

- 1.1.1 The purpose of this statement is to provide both an account of the Elliott's Row Conservation Area and a clear indication of the Council's approach to its preservation and enhancement. It is intended to assist and guide all those involved in development and change in the area. Once adopted by the Council, this appraisal will be a material consideration when assessing planning applications.
- 1.1.2 The statutory definition of a conservation area is an "area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance." Conservation areas are normally centred on listed buildings and pleasant groups of other buildings, open space, or an historic street pattern. A town space or features of archaeological interest may also contribute to the special character of an area. It is, however, the character of an area, rather than individual buildings, that such a designation seeks to preserve or enhance. The most recent legislation dealing with conservation areas is the Planning (Listed Buildings and Conservation Areas) Act, 1990 (Sections 69 to 78). Guidance to the legislation is given in Planning Policy Statement 5 'Planning for the Historic Environment' (PPS 5) and the related Historic Environment Planning Practice Guidance, published by the Department of Communities and Local Government in March 2010.
- 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".

1.2. Arrangement of this document

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

1.3. Elliott's Row Conservation Area

Location

1.3.1 The Elliott's Row Conservation Area (3.9 ha) is located within the Elephant and Castle Opportunity Area (as defined by Figure 13 of Southwark's Core Strategy), to the south of the River Thames. It is located to the south of St. George's Road and to the west of the Elephant and Castle town centre.

1.3.2 The main body of the conservation area is bounded by West Square Conservation Area to its west, Brook Drive to its south and Oswin Street and the town centre to its east. A small part of the potential conservation area extends to the north of St. George's Road. This element is bound by Prospect House to its west, London Road to its north, Perronet House to its east and Laurie House to its south.

Topography

1.3.3 The Elliott's Row Conservation Area, and the land surrounding it, is located on low-lying ground. The area is between approximately 2.4 metres 3.2 metres AOD in height, with the slightly higher land to the north. A combination of the conservation area's flatness and its built-up nature means views out are restricted. Apart from the immediately adjacent streets, views of the conservation area from surrounding points are limited.

Adjoining conservation areas

1.3.4 The adjoining West Square Conservation Area was originally designated on the 17th September 1971 by the Greater London Council under the Civic Amenities Act 1967.

1.4. Planning History

1.4.1 The Elliott's Row Conservation Area was designated by Southwark Council on **** as a conservation area, under the Civic Amenities Act of 1967.

1.5. Local Planning Policies

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

Strategic Policy 12 – Design and Conservation

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

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

Policy 3.15 – Conservation of the Historic Environment

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

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

In this policy the term historic environment includes Conservation Areas, listed buildings, scheduled monuments, protected London Squares, historic parks and gardens and trees that are protected by Tree Preservation Orders, trees that contribute to the character or appearance of a Conservation Area and ancient hedgerows.

Policy 3.16 – Conservation Areas

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

New Development, including Alterations and Extensions

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

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

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

Demolition

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

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

Implementation

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

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

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

- *The immediate or wider setting of a listed building; or*
- *An important view(s) of a listed building; or*

- *The setting of a Conservation Area; or*
- *Views into or out of a Conservation Area; or*
- *The setting of a World Heritage Site; or*
- *Important views of or from a World Heritage Site.*

Policy 3.19 – Archaeology

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

Reasons

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

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

1.6 National Planning Policy - PPS5: Planning and the Historic Environment

Introduction

- 1.6.1 Planning Policy statements set out the Government's national policies on different aspects of spatial planning in England. PPS5 sets out the planning policies on the conservation of the historic environment. The policies in PPS5 are a material consideration which must be taken into account in development management decisions where relevant.
- 1.6.2 PPS5 sets out that those parts of the historic environment that have significance because of their historic, archaeological, architectural or artistic interest are called heritage assets. Some heritage assets possess a level of interest that justifies designation and particular procedures apply to decisions that involve them. Designated assets are:
- World Heritage Sites;
 - Scheduled monuments;
 - Listed Buildings;

- Protected wreck sites;
- Conservation Area;
- Registered Parks and Gardens; and
- Registered battlefields.

1.6.3 PPS5 also covers heritage assets that are not designated but which are of heritage interest and thus a material planning consideration. Guidance to help practitioners implement these policies, including the legislative requirements that underpin it, is provided in Planning for the Historic Environment practice Guide. The policies and guidance under PPG15 have now been replaced by this PPS5 and the Practice Guidance.

The Policies

1.6.4 The value of the historic environment, and the contribution it makes to our cultural, social and economic life, is set out in the Government's Statement on the Historic Environment for England 2010. PPS5 comprises policies that will enable the Government's vision for the historic environment as set out in this statement to be implemented through the planning system. The relevant policies to this designated heritage asset are set out below:

- Policy HE1: Heritage Assets and climate change;
- Policy HE2: Evidence base for plan-making;
- Policy HE3: Regional and local planning approaches;
- Policy HE4: Permitted development and article 4 directions;
- Policy HE5: Monitoring indicators;
- Policy HE6: Information requirements for applications for consent affecting heritage assets;
- Policy HE7: Policy principles guiding the determination of applications for consent relating to all heritage assets;
- Policy HE8: Additional policy principle guiding the consideration of applications for consent relating to heritage assets that are not covered by policy HE 9;
- Policy HE9: Additional policy principles guiding the consideration of applications for consent relating to designated heritage assets;
- Policy HE10: Additional policy principles guiding the consideration of applications for development affecting the setting of a designated heritage asset;
- Policy HE11: Enabling Development; and
- Policy HE12: Policy principles guiding the recording of information related to heritage assets.

1.7 Article IV Directions

1.7.1 Article 4 of the General Permitted Development Order provides for two different types of direction. An Article 4(1) direction enables an LPA to dis-apply certain permitted development rights, including those relating to demolition, whilst an Article 4(2) direction relates solely to the removal of such rights in relation to conservation areas. The Council is empowered to make a Direction when there is a real and specific threat to the character of an area. It will then be in force for a period of 6 months. During that period the necessary consultation will take place. Subsequently the Secretary of State will review the Direction to determine whether it will be approved and extended beyond this period or disallowed.

1.7.2 Though the Council is not opposed in principle to alterations and improvements it is, however, seeking to preserve or enhance the special architectural and historical interest of the area. Under the terms of the Direction, planning permission would have to be obtained before any of the following works could be carried out, to the unlisted properties within the conservation area:

- The enlargement, improvement or other alteration of a dwelling house (including changes to windows, doors, roofs and front boundary hedges) insofar as such development would alter the external appearance of the house, as viewed from a public highway;
- The rendering or use of stone or other cladding to external walls;
- The erection or construction of a porch outside any external door at the front of a dwellinghouse
- The construction within the curtilage of a dwelling house of a hardstanding for vehicles;
- The erection or construction of gates, fences or walls or other means of enclosure;
- Erection of satellite dishes;
- Installation of solar panels; and
- The painting of external walls.

1.8 Further Information

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

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

2 Historical Background

2.1 Origins

- 2.1.1 During the Roman period, Southwark was a suburb of Londinium, the Roman provincial capital of Britain. It spread along what is now Borough High Street, which is in approximate alignment with the original Roman Road and linked to several important roads to the south, including to outlying villages such as Walworth and Newington.
- 2.1.2 During the Middle Ages Southwark formed the bridgehead of London Bridge, which remained the only bridge across the Thames until the mid 18th century. Southwark was the only major settlement on the southern side of the river at this time.
- 2.1.3 The village of Walworth was listed in the Domesday Book (c.1086) as comprising of a manor house, a church and 19 houses. This church is most likely to have been old St. Mary's Church, located at the northern end of Newington Butts. This indicates a medieval settlement in the vicinity of the conservation area.
- 2.1.4 During the Middle Ages the area surrounding Walworth was generally flat marshy land. Until the post-medieval period, the area to the south and west of the Thames; previously known as Southwark Fields, became known as St. George's Fields. Before being built over, the fields served a variety of purposes including: hunting for wild fowl (which gave rise to the "Dog and Duck" pleasure gardens and later spa), recreation, and as training ground for the militia.
- 2.1.5 Civil war fortifications, forming part of the chain of defences erected around London during the Civic War in 1642, were also located in the vicinity of the conservation area.
- 2.1.6 Old maps provide an understanding of the development of the land which now comprises the conservation area. The 'Plan of the Manor of Walworth', produced on behalf of the Dean and Chapter of Canterbury in 1681 shows the extent of the manor of Walworth at this time. It indicates the importance of the Elephant and Castle area as a key junction. The extract from Thomas Moore's map of 1662 indicates development hugging the banks of the River Thames. The settlements of Southwark, Lambeth and Vauxhall are indicated. Both these maps indicate that the land which now comprises the conservation area, was a network of fields at the end of the 17th century.

2.2 18th century urban development

- 2.2.1 Westminster and Blackfriars Bridges were built in 1739-50 and 1760-9 respectively. These new crossing points encouraged the development of land to the south of the River. John Rocque's map of 1766 shows the mid 18th century road layout. This road network, which is largely still evident today, included New Kent Road, St George's Road, Walworth Road, Newington Butts and Newington Causeway. Acts of Parliament were passed in 1719, 1751 and 1769 regarding the layout of the footpaths and roads across St. George's Fields. This resulted in Robert Mylne (surveyor to the Blackfriars Bridge Committee) laying out the area in a Parisian manner. A completely straight north-south road from Blackfriars Bridge met the road from Westminster at a circus, marked by an obelisk of 1771. Three more roads radiated from the circus - Lambeth Road, London Road and Borough Road - and a little later came St. George's Road. As an important historical example of Georgian town planning, St George's Circus has been designated as a

conservation area. The streets leading up to the circus were not fully developed with buildings until around the 1800s.

- 2.2.2 John Rocque's map shows that in 1766 the area to the south of St. George's Road remained fields and Richard Horwood's Plan of the Cities of London and Westminster, 1792-1799, shows that a little later, the area to the south of St. George's Road still remained only partially developed. In 1789 Prospect Place was the first group of terraced houses to be built. These lie in what has now been designated the West Square Conservation Area to the immediate west of the Elliott's Row Conservation Area. Of these buildings No's 63-83 St. George's Road survive today. In 1791 the West family granted additional building leases to Thomas Kendall and James Hedger, and, by 1794 three sides of West Square had been completed, with the south side being added in 1800-1810.
- 2.2.3 At the end of the 18th century Walworth and the area around Elephant and Castle was changing from a country village to; at that time, a high-class suburb of London. The new bridges and improved road networks made it easier for professionals to live out of London; in places like Walworth, and commute daily by carriage or coach into the City or Westminster. The development of West Square with impressive Georgian houses provides a surviving example of this early growth.
- 2.2.4 Richard Horwood's map shows that within the Elliott's Row Conservation Area, Gibraltar Row (now Hayles Street) and Elliotts Row (now Elliott's Row) had been developed by the end of the 18th century. To the east of Elliott's Row two short streets, Pitts Street and Temple Street had also been laid out. This was an example of the intensification of the area. However, to the north of St. George's Road, open land still remained at this time.

2.3 19th century urban development

- 2.3.1 At the beginning of the 19th century development of the wider area intensified with a variety of uses supporting the growth of the suburbs. From 1812 the Bethlehem Hospital was constructed on St. George's Fields; to the north of the conservation area, having moved out from Moorfields. The hospital was one of the first lunatic asylums in Europe.
- 2.3.2 The Borough to Denmark Hill map of c.1830 shows how the street network had been developed southwards from St. George's Road by this time and the wider area had also been developed out with: housing, churches, schools, hospitals and asylums. By 1830, buildings front both sides of Gibraltar Row. Whilst buildings front both sides of Elliott's Row, at this time, the buildings on the western side of the road are set back significantly from their current alignment. Pitt Street (now Oswain Street) and Temple Street (a short section of which now remains as Pastor Street, outside of the conservation area) have reached their full length by this time. Development also fronts Pleasant Place (now Brook Drive). To the north of St. George's Road a street now aligned with Gaywood Street comprising frontage development has emerged by this time.
- 2.3.3 The 1863-1873 OS map still shows the terrace houses on the western side of Elliott's Row set back behind long front gardens and terrace houses fronting the eastern side. Pitt Street and Temple Street remain. Gaywood Street and Princess Street are fully developed to the north.

- 2.3.4 With much of this new housing; particularly late Victorian building, street trees would have been planted. Many early photographs show young trees and also mature survivors of the rural past.
- 2.3.5 By 1896 the OS map shows the majority of the western side of Elliott's Row has been replaced with terraced houses which are set forward towards the pavement (the buildings at the north-western end of Elliott's Row could date from the early 19th century). The first tenements are seen on the north-eastern side of Elliott's Row by 1896 (the date stone indicates 1891).
- 2.3.6 During the latter half of the 19th century Walworth's population increased, partly as a result of displacement of the burgeoning population from the city centre through the development of factories, houses and railways. The railway arrived at Elephant and Castle in 1862. Development was intensified to accommodate the growing population and the character of the area changed from a high-class residential suburb to a crowded part of the inner city. At this time house types changed from the more spacious Georgian villas to taller blocks of flats, to accommodate high numbers of people in small spaces.
- 2.3.7 Charles Booth's poverty map of 1898-99 classes Hayles Street, Brook Drive and the western side of Elliott's Row as mixed, some comfortable, others poor. The western side of Elliott's Row is classed as either poor (southern end) or fairly comfortable (northern end). Buildings fronting Oswin Street, Gaywood Street and Princess Street were classed as fairly comfortable with good ordinary earnings.

2.4 20th century urban development

- 2.4.1 By the early 20th century the remainder of the eastern side of Elliott's Row has been developed with tenements. Date stones indicate the central tenements date from 1896 and those at the southern end date from 1902.
- 2.4.2 Following bomb damage during World War II, parts of the area immediately adjacent to the conservation area were cleared. This included the south-eastern side of Gaywood Street and to the west of Gaywood Street, Princess Street and buildings fronting the eastern side of Oswain Street.
- 2.4.3 By the late 1970s these sites had been developed with buildings typical of the period such as: Prospect House, Perronet House and the London College of Printing. These are large-scale buildings amalgamating small historic plots. They create inactive frontages at ground floor level, hinder pedestrian movement through the streets and form a poor setting to the conservation area.
- 2.4.4 A description of the character and appearance of the conservation area today is provided in the following section.

3 The Character and Appearance of the Area

3.1 Broad Context

Definition of Special Interest / Significance

- 3.1.1 This is a cohesive townscape comprising development from throughout the 19th and early 20th centuries. The historic street layout remains, creating a legible and permeable environment. Well defined streets are a feature with high quality and architecturally interesting frontage development. This is a highly urban environment with little in the way of soft landscaping.

Urban Morphology

- 3.1.2 The road layout of the conservation area generally dates from around the 1800's, although buildings fronting the roads date from throughout the 19th and early 20th centuries.
- 3.1.3 Street blocks tend to be long and narrow, aligned in a north-south direction. They are fronted by terraces ranging in length from around nine to 29 houses. Short streets in an east-west alignment are located at the south of the area: Hedger Street and Lamlash Street. The latter is an early 19th century street, whilst Hedger Street; a cul-de-sac, was introduced in the late 20th century (post 1977). The narrow street blocks and frequent plot subdivisions results in a finely grained townscape.
- 3.1.4 The streets are narrow, generally between 5 to 6 metres in width, and well enclosed by housing which generally ranges in height from two to three and a half storeys, with examples of five and six storey tenement blocks. Terraces generally have small rear gardens/yards and small front gardens (approximately 2 metres from boundary to front elevation). Backland areas are located with street blocks.
- 3.1.5 There is no planned open space (albeit allotments are located to the south and north of Lamlash Street) which contributes to the overall sense of a well enclosed/confined townscape. The allotments replaced 19th century housing that were still intact on the 1977 OS map.

Land use pattern

- 3.1.6 The area is substantially residential. The only other uses within the conservation area are a bar on the corner of Elliott's Row and St. George's Road, and a local convenience shop on the corner of Hayles Street and Brook Drive. Another corner shop (Oswin Street/Brook Drive) and a pub (Two Eagles on Austral Street/Brook Drive) have been converted to residential use.

Buildings

- 3.1.8 The conservation area contains predominantly Victorian and Edwardian residential buildings plus a limited number of other building types such as corner shops and a pub. Occasional examples of Georgian dwellings are also seen. As the area developed incrementally throughout the 19th and very early 20th centuries (either building out undeveloped land or replacing earlier buildings) a variety of different residential building types are seen. This section provides a description of the building types found, on a street by street basis.

Elliot's Row/St. George's Row

- 3.1.9 Together with Hayles Street, Elliott's Row is one of the more varied streets in terms of building types. It contains what are likely to be early 19th century buildings on the north-western side (No's 61-64 (consec.), located at the back edge of pavement. These are three storey rendered terraces with rendered architraves and cornicing. No's 65-68 (consec.) are also located at the back edge of pavement. These three are varied, stock brick terrace buildings each of three storeys. No's 65-66 has replacement windows and heavy rendered architrave and string courses that create an inelegant facade. No. 67 is very simple, with brick headers to the door and window, No. 68 is slightly more decorative using contrasting brick detailing (red and blue brick) and sills with brackets and this also has replacement windows.
- 3.1.10 Also on the western side of Elliott's Row, No's 37-60 (consec.) are three storey stock brick terraces with two storey canted, rendered bay windows and rendered door surrounds. These have a decorative eaves detail and the upper windows are sashes with side panels. They have a vertical set back in brick between terraces.
- 3.1.11 Further south, on the western side of Elliott's Row, No's 33-36 (consec.) are three storey stock brick terraces with two storey brick canted bays and brick window and door headers. They have a decorative red brick eaves detail. These are a slightly more unusual building type as they have recessed brick panels to the upper floors.
- 3.1.12 On the eastern side of Elliott's Row, and at its northern end, fronting St. George's Road, are late Victorian and Edwardian mansion tenement blocks; Hayles Buildings and St. George's Buildings. Hayles Buildings is five storeys and St. George's Buildings is six storeys. St. George's Buildings (dating from 1900) is ten bays wide, whilst Hayles Buildings comprises one continuous block built incrementally between 1891 and 1902. They are constructed of a mixture of red and yellow brick with terracotta detailing. Whilst their detailing varies they all have either flat parapets or ornate terracotta pediments at roof level defining the stairwell and providing a rhythm to the elevations.
- 3.1.13 A late 20th century two storey, flat roofed bar is located on the corner of Elliott's Row and St. George's Road. This is uncharacteristic of the conservation area and is of no historic interest.
- 3.1.14 Front gardens enclosed by low brick walls, around 1 metre high, are a feature of Elliott's Row. St. George's building has a low brick wall topped by a black iron railing and brick piers.

Hayles Street

- 3.1.15 Only part of Hayles Street falls within the Elliott's Row Conservation Area (the remaining part is covered by the West Square Conservation Area). At the north-eastern end (No's 1-5 (odd) are examples of early to mid 19th century two storey, stock brick, single fronted terraces with rendered door and window surrounds and a wide rendered cornice. The central terrace has a mansard roof with dormer windows.
- 3.1.16 Remaining on the eastern side, No's 7-25 (odd) comprises three storey stock brick terraces with two storey square or canted bay windows in red brick and red brick and terracotta detailing. The materials and detailing of these suggest they are late Victorian in origin. Adjoining these, No's 29-35 are two storey stock brick buildings with parapet roofs; these are likely to be early 19th century in origin. They have six-over-six sash windows and a rendered door surround. A three storey terrace is attached (No. 37) that has a mews entrance to the rear of the terrace. No's 39-61 (odd) are three storey, stock brick terraces with two storey canted rendered bay windows and rendered door surrounds. The upper

floor windows are sashes with side panels and are similar to a terrace type seen on Elliott's Row.

- 3.1.17 On the south-western side, No's 42-60 (even) is predominantly a two storey stock brick terrace with red brick door and window headers, similar in form and date to the earlier two-storey terraces remaining on the north-eastern side of Hayles Street. Anomalies within the terrace include a three storey building protruding above the adjoining roof level (No. 48) and a double fronted, rendered version of the two storey terraces (No. 56).
- 3.1.18 All the buildings on Hayles Street that fall within the Elliott's Row Conservation Area have small front gardens set back behind boundaries which frequently comprise around 1 metre high solid brick walls.

Brook Drive

- 3.1.19 The section of Brook Drive that falls within the Elliott's Row Conservation Area contains a single residential building type. These are three storey, stock brick terraces with single storey canted rendered bay windows and rendered door surrounds. They date from the mid/late 19th century. These are generally quite simple buildings, with simple brick headers and vermiculated key stones a feature. These have small front gardens with generally low brick but occasionally black metal fence boundary treatments.
- 3.1.20 The two corner shops are located on the corner of Oswin Street/Brook Drive and Hayles Street/Brook Drive. Only the shop to the corner of Hayles Street remains in shop use. These are both three storey stock brick terraced buildings consistent with other buildings on Brook Drive with shop fronts at ground floor. Early fascias, cornicing and pilasters survive.
- 3.1.21 The Two Eagles House on the corner of Austral Street/Brook Drive was originally built as a pub but has since been converted to a residential use. It is a three storey, red brick building with original pub windows at ground floor. It has stone detailing and gabled dormers at roof level.

Oswin Street

- 3.1.22 Oswin Street comprises three and a half storey stock brick terraces, each with three storey canted bay windows and gabled dormers. Each pair has a pedimented string course at ground floor level, simple red brick headers to central bay windows and rendered parapets to upper bay windows. These have small front gardens; generally with solid brick boundary walls (around 1 metre high) although some have black metal fencing. This building type is also seen on the eastern side of Austral Street. These date from the late 19th century.

Austral Street

- 3.1.23 Austral Street comprises two separate terraced building types. The three and a half storey type (No's 17-25 (consec.)) also seen on Oswin Street (described above) and a three storey red brick terrace with two storey-canted bay windows (No's 1-15 (consec.)). These have slightly more ornate window and door surrounds with decorative mouldings and console brackets under windows. The more ornate nature of these buildings suggests they are late Victorian in origin. These are seen on Austral Street only within the Elliott's Row Conservation Area, although this building type is also a feature of the western end of Brook Drive located within the West Square Conservation Area.
- 3.1.24 Small front gardens are a feature. No's 17-25 (consec.) are enclosed by a black metal fencing whilst low solid brick walls, up to around 1 metre tall, enclose No's 1-15 (consec.).

Gaywood Road/Princess Street

- 3.1.25 A pair of four storey residential buildings front the northern side of St. George's Road and define the opening to Gaywood Street (Laurie House on the opposite corner of Gaywood Street is post-war development and lies outside the boundary of the Elliott's Row Conservation Area). These have rendered door surrounds, a rendered string course at ground floor level and a rendered cornice and parapet roof. A pilaster is seen on the side elevation to Gaywood Street.
- 3.1.26 Flat fronted three storey stock brick terraces plus rendered basements are seen on Gaywood Street and the part of Princess Street that falls within the conservation area. Rendered door surrounds and window headers and vermiculated key stones are a feature. Sash windows with side panels are a feature at upper ground floor level. Metal railings enclose the basement level and stairs to the front door.

Hedgar Street/Orient Street

- 3.1.27 Late 20th century residential buildings occur infrequently throughout the conservation area. These are seen on Hedgar Street and Orient Street but are also evident on Hayles Street (No's 62-68 (evens)). They are generally two storey yellow brick terraces that are a modern interpretation of the earlier building types.

The setting of the Conservation Area

- 3.1.28 To west of the conservation area lies a large swath of high quality townscape of architectural and historic interest. This is the designated West Square Conservation Area.
- 3.1.29 To the north-west, Prospect House is an 11 storey, 1960s modular residential block with a concrete frame set in a large plot of gardens/car parking which Gaywood Road backs on to. Prospect House contrasts with the conservation area in layout, scale, appearance and materials. Similarly Perronet House to the east is a large scale block, with blank frontages set back from Princess Street. These two large-scale buildings form overbearing and negative elements within the setting of the conservation area to the north.
- 3.1.30 To the east lies the western edge of Elephant and Castle town centre. Large footprint, town centre buildings, and contrast to the historic townscape further westwards, some elements, such as left-over space surrounding the larger scale buildings, provide a poor setting to the eastern side of the conservation area.
- 3.1.31 To the south, development on Brook Drive and Dante Road is of a standard late 20th century type that is of limited architectural interest. Housing is generally set back behind large front gardens and the well defined and enclosed townscape of the conservation area is eroded, forming a poor southern setting.
- 3.1.32 To the south-west, designated conservation areas in the London Borough of Lambeth (e.g. Walcot Square) provide a high quality setting for the Elliott's Row Conservation Area.

3.2 Local Materials and Details

Materials

- 3.2.1 The predominant material palette for the area is set by the Georgian, Victorian and Edwardian buildings. A summary is provided below:
- Buildings are predominantly faced in either red or stock brick. These are typically laid in Flemish bond with flush mortar joints;

- Detailing is predominantly provided through the use of contrasting brick, in some instances blue brick (e.g. Hayles Buildings), render and terracotta. Some stone detailing is also evident (Two Eagles House);
- Roofs are mainly in natural slate;
- Brick chimney stacks with clay pots are predominant; and
- More recent development tends to use light coloured brick.

Detailing

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

- Original double-hung vertically sliding timber sash windows have generally survived. These vary between six-over-six lights on the earlier 19th century two storey buildings and two or four lights or six-over-two lights on the later Victorian terraces. Other variations are also seen, for instance the use of side panels to sash windows on Elliott's Row and Hayles Street.
- Many of the doors appear to be original timber doors based around a four-panel design, although some appear to have been modified either to remove or add glazed panels. Simple plain glazed rectangular fan lights are typical of the area. Arched plain glazed fanlights are occasionally seen (e.g. early 19th century two storey terraces on Hayles Street).
- Due to the variety of building types (summarised above), architectural detailing throughout the area varies. The earlier buildings (e.g. two-storey terraces on Hayles Street) generally display rubbed brick arches to windows and doors. The mid to late 19th century buildings tend to include more varied materials and detailing such as rendered door and window surrounds. Rendered or contrasting brick string courses are typical.
- The later Victorian and Edwardian buildings are the most ornate, employing details such as decorative terracotta panels and a greater variety of contrasting materials within each building.
- The Victorian terraces tend to have shallow pitched slate roofs (Welsh slate is a feature). Some of the earlier buildings (generally pre-1840) have parapet roofs. An occasional mansard with dormers is evident (Hayles Street) but is not a predominant feature of the area.
- Parapet party walls across roofs, providing central chimney stacks serving adjoining properties are a feature. These provide an interesting roofline to the terraces.

Boundaries

3.2.3 With the exception of a small number of buildings (e.g. north-west end of Elliott's Row) the buildings within the area have small front gardens (approximately 2 metres deep).

3.2.4 Very few, if any, of the boundary treatments are original. Whilst low brick walls approximately 0.5-1 metre tall, are the predominant boundary type, these tend to lack consistency in terms of colour of brick, height and detailing. Other boundary treatments are also evident such as metal railings and, very occasionally, timber fences. The most dominate boundary wall is totally plain, with simple brick piers and brick coping stones.

3.3 Views and Townscape

- 3.3.1 The corner shops and the Two Eagles House, provide interesting focal points within the street. A view out of the conservation area into West Square is gained when looking north along Austral Street.
- 3.3.2 The enclosed townscape created by relatively tall buildings in comparison to the width of streets and the lack of any landmark features within the conservation area means that planned views are not a feature of the townscape.
- 3.3.3 When looking eastwards along Brook Drive and St. George's Road the tall buildings of the Elephant and Castle town centre are seen. These assist with locating the conservation area in its wider context.

3.4 Key Spaces and Landscape Elements

- 3.4.1 There are no planned open spaces within the potential conservation area. The allotments are not a traditional feature of the area. They were created in the late 20th century as a result of clearance of buildings fronting Lamlash Street.
- 3.4.2 The lack of open space creates a dense urban environment.
- 3.4.3 Trees are not a significant feature of the area. The only mature tree that may have been planted at the same time as the buildings were erected is on the eastern side of Austral Street. This complements the row of mature trees to the front of the former orphanage now a part of the Imperial War Museum, outside the conservation area. There is also a single mature tree within the allotments to the south side of Lamlash Street.
- 3.4.4 Elliott's Row is unique within the potential conservation area, in that some young trees have been introduced to soften the townscape. Whilst young trees have been planted further west on Brook Drive they do not feature on the stretch of Brook Drive that falls within the Elliott's Row Conservation Area.
- 3.4.5 On the eastern side of Oswin Street (outside the conservation area) trees provide enclosure to Oswin Street and screening of the larger scale town centre buildings to the east.
- 3.4.6 Street surfaces generally comprise modern tarmac carriageways with concrete slab pavements. However, granite kerb stones have generally survived.
- 3.4.7 Original cobble and flag stones survive at mews entrances on Elliott's Row (No. 63) and Hayles Street (No. 37).
- 3.4.8 The only examples of street furniture in the area are the street light columns and street signs on poles. The street lamps are generally standard grey or black painted metal late 20th century designs with street sign poles primarily grey. A more traditional style black metal street lamp with bell-shaped lamp is seen on Hayles Street, with taller versions on St. George's Road.

4 Audit

4.1 Listed Buildings

4.1.1 There are no statutory listed buildings within the Elliott's Row Conservation Area.

4.2 Key Unlisted Buildings and Building Groups

4.2.1 The main defining elements of the conservation area are groups of buildings that combine into frontages that define streets, spaces and views. Often this group value of buildings is as important as the individual characteristics of listed buildings, and the scale, containment and background character that they provide is essential to the character of the conservation area. The following descriptions are of key unlisted buildings and building groups within the Elliott's Row Conservation Area:

- No's 1 – 5 (odd) Hayles Street. Early / mid C19 terrace of 3 2-storey houses, each 2 bays wide. Stock brick with stucco surrounds to the ground floor doors and windows. The doorways are round arched with cornices. The ground floor windows have stucco architraves with cornices. On the 1st floor the window arches are stuccoed.
- No's 29 – 35 (odd) Hayles Street. Early / mid C19 terrace of 4 2-storey houses, each 2 bays wide. Plain stock brick facades with stucco doorcases with pilasters, frieze and cornice.
- No's 42 – 46, 50, 52, 54, 58 & 60 (even) Hayles Street. Terrace of mid C19 2-storey houses, each 2 bays wide. (No's 48 & 56 appear to have been refaced.) Plain stock brick fronts with red brick voussoirs to round arched doorways and square-headed window openings.
- Two Eagles House, Austral Street. Former street corner pub. Late C19. 3 storeys and attic. 3 bays to Austral Street, 4 bays to Brook Drive, with 1-bay chamfered corner. Pilastered pub front survives with fascia and cornice. The corner bay has an elliptical arched former doorway with swags above the arch. Red brick upper floors with stucco bands. The attic has pedimented dormers surmounted by stone gryphons.

4.3 Archaeology

- 4.3.1 Elliott's Row Conservation Area is not located within an Archaeological Priority Zone (APZ) but is situated approximately 60 metres from the boundary of the Kennington Road and Elephant and Castle APZ.
- 4.3.2 This APZ follows the likely route of Stane Street, the Roman road from London to Chichester. It is likely that Roman buildings and burials may be located in areas adjacent to the line of the road. The zone also includes the site of the Saxon and Medieval village of Newington Butts.
- 4.3.3 Southwark Council has policies to protect the Borough's archaeology and APZ's and a dedicated archaeology officer ensures that these are considered as part of the planning process. Depending upon the likely impacts of proposals, applicants may be required to supply a desk-based assessment to the Council and conduct archaeological trial investigations (evaluations) that take place before the application is determined. If the

impact of the development is detrimental to the preservation of archaeological significance then the application may be refused. If archaeological remains are found, there may be a requirement to preserve the significance of such remains *in situ* or conduct partial or total archaeological excavation if remains do not merit *in situ* preservation.

4.4 Negative Elements

4.4.1 Within the conservation area the following are negative elements:

- The Thai Bar on the corner of Elliott's Row and St. George's Road. It is a post-war two-storey building that does not respect the character and appearance of other buildings within the conservation area and is of no architectural or historic interest in itself.
- The façade of No. 29 Hayles Street has been altered that has disrupted the symmetry of the elevation (a new window inserted, poor brick work joining to adjacent building, electricity box on elevation and disabled access point).
- A small number of properties on Oswin Street have had their ground floor bay windows replaced with integral garages. This has resulted in a disruption to the repetition of the elevations and also loss of front boundary walling.
- Satellite dishes to front elevations of properties
- Replacement boundary treatments not in keeping with other properties (e.g. rendered walling on Brook Drive).
- Elements in the wider setting of the conservation area (e.g. Prospect House and buildings to the east of Oswin Street) are considered to be detracting elements of the setting of the conservation area.

4.5 Environmental Improvements

- 4.5.1 The conservation area would benefit from a consistent treatment of the public realm in terms of paving materials. Original granite setts exist on Elliott's Row, the partial tarmac covering should be removed and consideration should be given to the re-introduction of traditional paving materials.
- 4.5.2 Where appropriate street trees could be introduced following the example of those on Elliot's Row.
- 4.5.3 The boundary treatment around the Lamlash Street allotments is poor. There is an opportunity to improve this by replacing the wide gauge mesh and barbed wire fence.
- 4.5.4 Opportunities exist within the conservation area for removal of inappropriate modern alterations such as: UPVC windows and modern doors. Consideration should also be given to the relocation of satellite dishes to the rear or roofline.
- 4.5.5 The following improvements to the buildings could be undertaken:
- 4.5.6 Removal of clutter on elevations (satellite dishes, electricity boxes).
- 4.5.7 Consistent boundary treatments.

4.5.8 General maintenance and repairs.

4.6 Potential Development Sites

- 4.6.1 The only potential development site within the conservation area is the Thai bar on the corner of St. George's Road and Elliott's Row. Here there is the opportunity to introduce a three-six storey building to reinforce the corner. The building would need to respect the adjacent St. George's Building.
- 4.6.2 The Lamdash Street allotments could be considered prime for re-development; the recommendation of this document is that this should be resisted. This area is a valuable asset to the conservation area and the small break in the streetscape provides welcome variation in a densely populated and highly used area.

DRAFT

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 Elliott's Row Conservation Area's historical character, to which new development and improvement should pay heed. It is not intended to provide a perspective methodology for new design in the area or to exclude innovation.
- 5.1.2 It should also be noted that architectural style, in terms of the design of elevations, selection of materials, detailing and so on, is only part of the concern. Equally important are townscape issues of mass, overall form, building placement relative to the public realm, creation and presentation of views and vistas, quality of boundary treatments, and visual impacts of utility areas such as parking, servicing and site access.
- 5.1.3 There are limited development pressures in the Elliott's Row Conservation Area as the area is generally built out. Where opportunities to replace buildings of limited value arise then there should be no objection in principle to good new building design in the conservation area in contemporary styles and following the 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.
- 5.1.5 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 works is carried out the Council can enforce against it.
- 5.1.6 The following guidance provides some indication of the most appropriate approach to common problems and development pressures within the area. It is always wise to seek advice from the Council's planning and conservation officers before considering any building work.

5.2 Development Form and Urban Morphology

- 5.2.1 Renewal of the area is required through the redevelopment, alteration and renovation of buildings. In the majority of cases the existing buildings within the Elliott's Row Conservation Area are good quality townscape buildings (buildings of merit) that need to be retained and, where required, repaired and refurbished. In a small number of places poor development in relatively recent times may 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 the 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 was shaped during end of the 18th and the 19th centuries. The urban structure is typified by narrow street blocks and relatively long terraces or tenement buildings. Buildings are generally set back behind a small front garden.

5.2.3 Development can therefore respond by:

- Maintaining the established or historic building line on the street, in most of the conservation area this means setting buildings back by approximately 2m and establishing a consistent boundary treatment;
- Designing facades to echo the narrow module of the traditional building plot, creating strong rhythms with architectural elements along the street and expressing verticality;
- Ensuring building footprints do not fill the whole of the plot but respect the historic building to ground ratio; and
- Keeping utility areas behind the street frontage and retaining the front garden boundary line, as opposed to creating parking areas to the front of the properties.

Building form

5.2.4 The common building forms in the conservation area also determine the way that development and changes can take place. Through much of the area the dominant building type is 19th century terraced houses or late Victorian/Edwardian tenement blocks.

5.2.5 A visual rhythm in the street is created by the relatively narrow frontages of the terraces, approximately 5m in width, and the regular bays of the tenements. This gives a strong verticality to buildings. Particular characteristics which should be observed in conversion and new design are:

- Heights range between two and six storeys (although the majority of buildings are three storey terraces).
- Where new development is proposed buildings should respect the adjacent building heights;
- Roof lines are typically pitched, although some parapet roofs are evident. Extensions and changes to the basic roof form are generally unacceptable even when located on the rear roof plane;
- Relatively narrow plot widths that give strong verticality to elevations are important in maintaining the visual rhythm of development blocks; and
- Regular residential patterns of fenestration and a strong verticality in upper floors should be maintained.

5.3 New design in the Conservation Area

- 5.3.1 Where new buildings are introduced, whilst they will need to respect the scale and mass of their immediate surrounds, they may introduce contemporary designs. Designs should respect fenestration and opening patterns and materials.
- 5.3.2 New building design should be sympathetic to existing characteristics of the conservation area and modern design is not necessarily precluded. However, new buildings should observe the scale of the earlier buildings by reference to ordering elements such as string-courses and structural spacing. Overall heights of buildings and their position on the street need also to conform to the established street “envelope”, but the manner of expression can be entirely modern. In each situation buildings should remain within the range of heights of the block of buildings in which they are sited.
- 5.3.3 Elsewhere in Southwark, the success of modern design in conservation areas comes not from aping the style of earlier buildings, but in building on 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 will sit more happily in the conservation area.
- 5.3.4 New buildings within or sites adjoining the conservation area should respect the character and appearance of the area. New buildings within the conservation area should respect prevailing building heights.

Extensions

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

Shop front design

- 5.3.7 There are a small number of ground floor shop fronts within the conservation area (including the original pub front of Two Eagles House). Where original features are evident (e.g. fascias and pilasters) they should be retained. Replacement shop fronts should:
- Wherever a framework of pilasters, columns, piers, fascias or frieze and cornice remains, this should be preserved and the new shop front inserted within it. Important architectural or historic features of the building should not be altered, defaced or obscured.
 - Any new fronts should be contained within the width of the building and if any premises occupy more than one existing building, the front should be divided to reflect the divisions of these buildings and the traditional plot sizes of streets.

- In traditional buildings with regular window openings, the front should be made up of traditional elements: pilasters and frieze, incorporating a fascia. Within this framework the window should be constructed of mainly traditional forms, with a brick, panelled, or rendered stall riser at least 45 centimetres high, materials should be mostly traditional: shiny, reflective material or lurid colouring should be avoided.
- In new buildings that include shop or commercial fronts some of these principles can be adapted: architectural elements of the building should be brought to ground, with a firm frame defining the shop front or the area of commercial frontage, at ground level. The traditional appearance of shop fronts at ground floor should be continued.
- Where a new building occupies more than one original plot, the building itself and the ground floor frontage should be subdivided to reflect the width of the individual plots.
- Other modern additions which can have a detrimental impact on the character and appearance of the conservation area include: solid external roller shutters. These roller shutters often have blank solid appearance and create a dead frontage. Acceptable alternatives include the use of high performance glass and open retractable lattice shutters, which can be fixed back during opening hours. The shutter box should be fitted above the window head internally. Recessed shop entrances can be secured by well designed gates, which can be lifted away or left open when the premises are open for business.

Advertisements

- 5.3.8 Signage is a key component of shop fronts and the shopping street; however it can have the most damaging impact on the character of the conservation area. Careful consideration needs to be given to type, design, materials and location of new signage.
- 5.3.9 In a traditional building, the existing fascia or a timber fascia is most appropriate. Fascia signs should convey the name or trade of the premises and should not carry any extraneous advertising. Fascia signs might be externally lit from a concealed source or other discreet form of lighting;
- The preferred form of projecting sign is a traditional hanging sign, possibly externally illuminated. Fascia or projecting signs that consist of large internally illuminated boxes are not acceptable, especially where they obscure architectural features or are too visually dominant for the overall elevation;
 - The use of upper floors for businesses should not be allowed to result in a proliferation of signs on the elevation: however, simple lettering perhaps on a screen behind the window or affixed direct to the window pane, need not spoil the elevation; and
 - The continued use and introduction of signage should not conflict with adjacent trees or those on streets where site lines are not currently available. Redundant signage should be taken down and the building behind made good.
- 5.3.10 The standard company signs of national retail and service businesses may not be appropriate either to individual buildings or the setting of the conservation area. Suitability for the building and the conservation area is considered more important than uniformity between branches of a firm, and company motifs can usually be successfully adapted with a little thought.

5.4 Public Realm

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

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

5.4.2 There are no comprehensive enhancement schemes for ground surfaces in the conservation area at present. Virtually no original street surfaces remain in the conservation area, with the exception of a section of cobbles, flagstones and stone setts surviving on Elliott's Row and Hayles Street.

5.5 Boundaries

5.5.1 In most parts of the conservation area, the public and private realms are separated by a garden boundary treatment. Original boundary treatments have generally been lost. The most common replacement treatment is a simple brick wall. Where new boundary treatments are required these should generally be simple brick walls of around 1m in height.

5.6 Trees and Street Furniture

5.6.1 There is some opportunity for the introduction of additional trees within the public realm. If space allows, semi-mature specimens planted with tree guards are to be preferred to saplings, in order to have greater resistance to damage and a stronger visual impact. Elsewhere a minimum size is required to ensure successful establishment. The type of tree needs to reflect and complement building elevations and have regard to both historical precedent and future climate change effects.

5.6.2 A more co-ordinated approach to the design and siting of street furniture, such as bus shelters, lamp standards and highway signs, is required. Simple designs appropriate to the Peckham Hill Street Conservation Area's heritage, whilst avoiding "Victoriana" clichés, would be appropriate.

5.7 Improvements and Repairs Materials

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

5.7.2 The use of natural, traditional materials will be encouraged 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. The use of cement mortars and renders are discouraged on historic buildings.

Maintenance

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

Windows and doors

- 5.7.4 Where original elements exist they should whenever possible be retained in situ and repaired. All external joinery should be painted, which is the traditional finish. Stained or varnished timber finishes are inappropriate in the Elliott's Row Conservation Area. Most window frames are painted white, although white may not have been their original colour, however repainting in garish colours would be inappropriate.
- 5.7.5 Double glazing is only acceptable on unlisted buildings within the conservation area, where it matches accurately the appearance of the original windows in terms of detail design. If increased insulation is required then use of secondary glazing should be considered. Stick on glazing bars and trickle vents are considered unacceptable in the conservation area. The use of modern materials such as aluminium or UPVC is inappropriate, it is often impossible to replicate timber sash window as a double glazed units and not acceptable on historic buildings. Stick on glazing bars and trickle vents are also considered unacceptable and incongruous features. Where the existing windows or doors are however later alterations they determinably affect the character or appearance of a building, the Council will consider their replacement with appropriate traditional design.
- 5.7.6 Similarly, original front doors would have been timber panelled, in many cases with glazing in the upper panels, and replacements will be expected to follow the traditional design. Modern details such as doors with integral fanlights (i.e. where the fanlight is within the design of the door) are likely to prove unacceptable.
- 5.7.7 All external joinery should be painted. Stained or varnished timber finishes are inappropriate in the conservation area, as the wood would traditionally have been painted. Most window frames are painted white, although white may not have been their original colour: however repainting in garish colours would be inappropriate. Darker "heritage" colours should be considered for doors, such as navy, maroon, dark green, black, etc.

Roofs

- 5.7.8 Where possible, original roof coverings should be retained and if necessary repaired with slate to match the existing. Where re-roofing is unavoidable because of deterioration of the existing roof covering or inappropriate later works, the use of natural slate will usually be required. The use of more modern materials such as concrete tiles and artificial slate is unacceptable, 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 Elliott's Row Conservation Area. Natural slates have a better appearance and weather gradually and evenly over time: most artificial slates weather badly with streaking and leaching of colour and adverse effects on the overall appearance of the building.
- 5.7.9 Where they exist, original chimney stacks and pots should always be retained and repaired if necessary. The reinstatement of appropriately designed replacement chimney pots where these have been lost will be encouraged.

Brickwork

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

Stucco and render

- 5.7.13 It is of particular importance that stucco render is kept in good repair and that regular maintenance takes place. Traditionally stucco is lime based, and it is important that any repairs are made in material to match. Hard cement renders can be damaging on a historic building and are therefore discouraged. If the surface is damaged, stucco may deteriorate quickly through water ingress possibly leading to further damage to the structure behind. Early localised repairs of the problem areas are usually the most appropriate approach when damage occurs. Major repair works can be expensive and difficult to carry out and are best undertaken by experts.
- 5.7.14 Stucco requires regular repainting for appearance and to maintain weather resistance, taking care not to obliterate decorative features. The stucco would originally have been a

stone colour, and paint should be chosen carefully with this in mind and to respect the unified character of the area. 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 unacceptable. Generally the use of the colours buttermilk, parchment, ivory and magnolia are acceptable under British Standard Colours: BS 4800, these are BS 10B15, BS 08B17 and BS 08B15 respectively. Use of a gloss or eggshell finish that allows the masonry to 'breathe' is recommended and will not require consent. Textured or highly glossy paints and 'brilliant white' should be avoided.

- 5.7.15 Where features such as capital, pilasters have been lost, the Council will encourage their reinstatement using traditional materials following the design and detailing of those originals remaining on other properties.

Rainwater goods

- 5.7.16 Gutter and downpipes are of a standard style, originally in cast iron. Problems may occur with cracked pipes, blockages and broken fixings. Regular maintenance will minimise these defects. Repairs and renewal should preferably be in cast iron. This is readily available and provides a better long-term investment than fibreglass or plastic

Satellite dishes

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

- concealed behind parapets and walls below ridge level;
- set back on side and rear extensions;
- set back on rear roofs below ridge level; or
- located on the rear or garden elevation.

5.8 Renewable Energy

- 5.8.1 Micro-generation is the production of electricity and heat from the wind or the sun. Alternatively fossil fuels are used but with greater efficiency than conventional systems. Micro-generation systems include: photovoltaics, solar hot-water panels, wind turbines and heat pumps.
- 5.8.2 Where owners of buildings within the conservation area are considering the installation of a micro-generation system, thought should be given to protecting the historic fabric and character of the area. Prior to installation, check with the council as to whether planning and/ or listed building consent is first required for the work. Key points to consider are:
- equipment should be installed away from principal elevations or dominant roof slopes;

- the cumulative visual impact of the equipment on one or group of buildings within the conservation area;
- wherever possible panels which sit flush with the roof covering should be used rather than framed systems;
- ensure that the impact of the equipment on the setting of the heritage asset (listed building and/ or conservation area is minimised by the: location, size, colour and reflectivity of the system selected ;
- structural impact on the historic building of the installation of a micro-generation system; and
- new pipe work, cables or excavations associated with the micro-generation system should cause the least amount of damage to the historic building and should wherever possible be fully reversible.

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Useful information

General advice

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

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

Useful telephone numbers

General Planning Enquiries 0207 525 5438

Conservation & Design Team 0207 525 5448

Planning Enforcement 0207 525 5419

Building Control 0207 525 5582

Tree Protection Officer 020 7525 2090

Other useful contacts

English Heritage 0870 333 1181

<http://www.english-heritage.org.uk>

The Society for the Protection of Ancient Buildings 0207 377 1644

www.spab.org.uk

The Victorian Society 0208 9941019

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

The Council for British Archaeology 0190 467 1417

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

Ancient Monuments Society 0207 236 3934

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

The Georgian Group 08717502936

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

The Twentieth Century Society 020 7250 3857

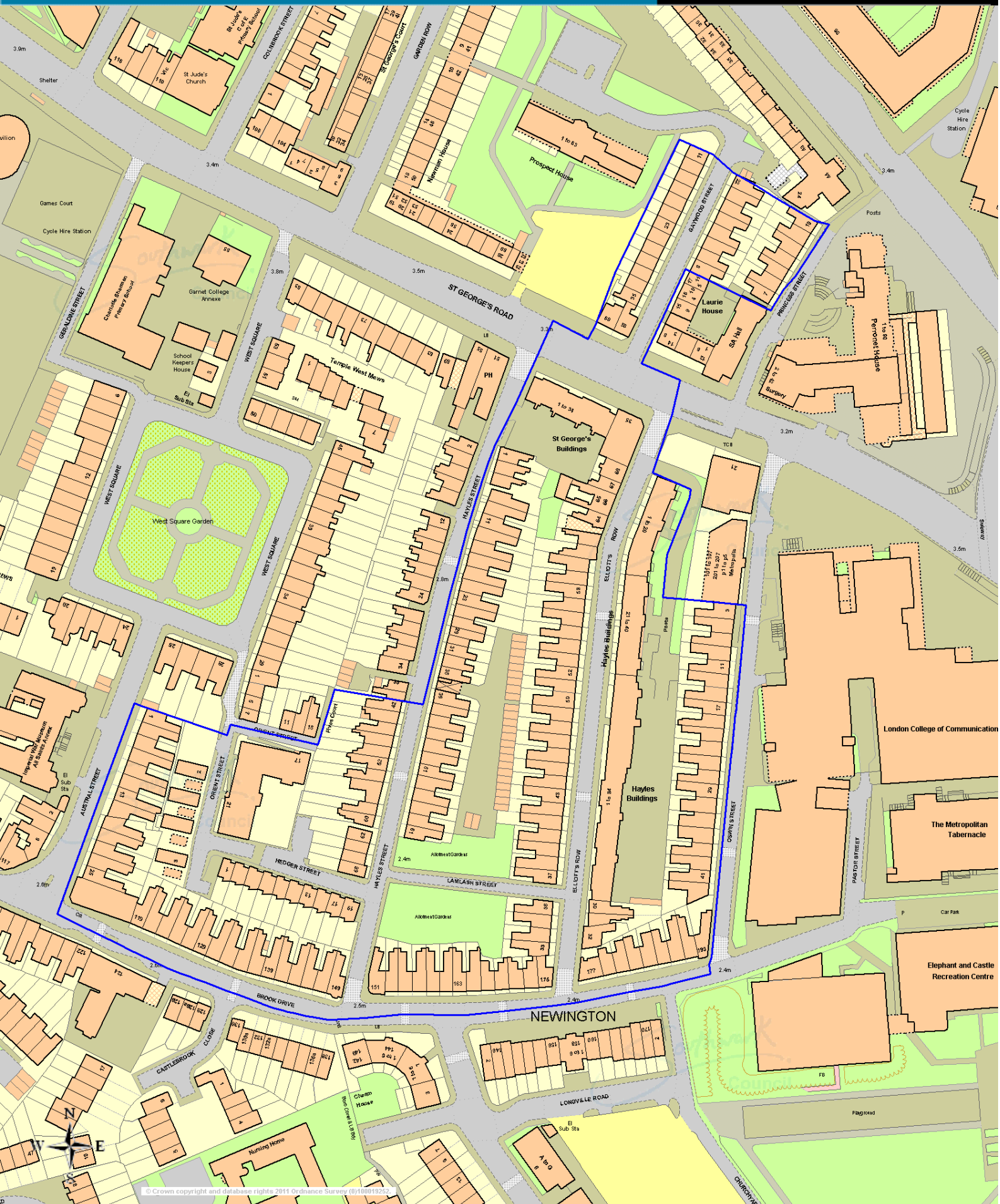
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- Cherry, B and Pevsner, N (1983) – The Buildings of England, London 2: South.
- English Heritage (2008) – Climate Change and the Historic Environment
- HMSO (2010) – Planning Policy Statement 5 [PPS 5]: Planning for the Historic Environment.
- HMSO (2010) – Planning Policy Statement 5 [PPS 5]: Planning for the Historic Environment: Historic Environment Planning Practice Guide.
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Date 13/12/2011



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APPENDIX 3

MEETING:	Borough and Bankside Community Council	Date:	26 January 2012
ITEM TITLE:	Elliott's Row Conservation area		
REPORT AUTHOR:	Tracy Chapman 020 7525 2289 tracy.chapman@southwark.gov.uk		
JOB TITLE & DEPARTMENT	Senior Design & Conservation Officer Regeneration and Neighbourhoods		

SUMMARY OF CONTENT

A description of the effect of a new conservation area in the Elephant and Castle. The ways that equalities issues may impact on different groups of people have been highlighted.

KEY ISSUES

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

DECISIONS REQUIRED:

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

**ELLIOTT'S ROW CONSERVATION AREA
EQUALITIES IMPACT ASSESSMENT****Stage One: Scoping****1. What policy, strategy or plan is this assessment addressing?**

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

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

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

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

The proposed new Elliott's Row Conservation Area appraisal will form part of the council's Local Development Framework, along with the Elephant and Castle SPD which is currently out for public consultation. The Elephant and Castle SPD provides detailed policies based on the vision and strategic policies set out in the Core Strategy and the saved Southwark Plan (2007). Current planning policy for Elephant and Castle exists in the Southwark Plan (the council's Unitary Development Plan) and the Core Strategy (2011).

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

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

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

- Age.
- Disability.
- Gender reassignment.
- Marriage and civil partnership
- Pregnancy and maternity.
- Race.
- Religion or belief.
- Sex.
- Sexual orientation.

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

Community and Stakeholder Involvement

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

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

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

Considerations:

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

- If people do not feel that they can access information at an early stage or have problems accessing it, they may become disillusioned in the process and lose interest i.e. BME groups, young and elderly people and disabled people.
- Some people may not be aware how to express their views or how these will feed into the process i.e. children and young people.
- There may be differences in the needs and aspirations between different groups which may result in conflict.
- People may feel as though certain groups are having a greater influence on how development of the Elliott's Row Conservation Area.

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

Design and Heritage

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

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

Considerations

The pattern of development

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

Improved quality of design

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

Improved public realm and environmental quality

- Improvements to the public realm and the environmental quality of the area will widen access to the area and will help to address the needs of people who

continue to feel threatened walking through the area such as members of certain faith groups, members of the BME community, young people, disabled people, older people and women.

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

Stage two: Assessment of Impacts

Part A: Feedback from the Equalities and Diversity panel

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

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

Part B: Purpose and aims of policy/strategy

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

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

3. What are its aims?

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

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

- Eliminate discrimination
- Promote equality of opportunity

- Promote community cohesion and good relations between different groups

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

The pattern of development

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

Improved quality of design

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

Improved public realm and environmental quality

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

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

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

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

Part C: Application of this policy/strategy

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

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

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

Designation of the Elliott's Row Conservation Area will contribute to eliminating discrimination, promoting equality of opportunity and promoting social cohesion and good community relations.

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

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

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

Monitoring of planning applications

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

Annex 3: Related projects and EQIAs

The Southwark Plan

Key findings:

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

Core strategy

Key findings:

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

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

Southwark 2016

Key findings:

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

Elephant and Castle SPD

Key findings (Scoping report only)

- Redevelopment and regeneration of areas may result in potential displacement of local businesses from the Elephant and Castle shopping centre and surrounding area. This may have a disproportionate impact on black and ethnic minorities of which a larger percentage work in the existing SME businesses. This could also have a negative impact on older people who have less opportunity to re-train in other areas and would be forced to move elsewhere if their current employment was removed.
- Transport improvements could have a disproportionate impact on different groups with protected characteristics. The EqlA identified that the needs of those with disabilities, young families and older people will need careful consideration to ensure safe and accessible routes through new development. Increased pedestrian and cycle routes can have a positive impact on those with lower incomes, promoting more sustainable means of travel for no cost which can lead to health improvements and

increased access to employment. Safe and reliable public transport can also have a beneficial impact on more vulnerable groups such as older people, women and black and minority ethnic groups.

- Improvements to the public realm and open spaces is likely to have a positive impact on all groups with protected characteristics however the needs of disabled people and people with young families will need to be considered to ensure everyone has equal access to these spaces.

Item No. 10.	Classification: Open	Date: 26 January 2012	Meeting Name: Borough and Bankside Community Council
Report title:		Thrale Street Conservation Area	
Ward(s) or groups affected:		Cathedrals	
From:		Head of Development Management	

RECOMMENDATIONS

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

BACKGROUND INFORMATION

4. The Thrale Street Conservation Area was designated on 23rd March 1988, under the Civic Amenities Act 1967.
5. The Thrale Street Conservation Area is situated between Southwark Street and Southwark Bridge Road, which respectively run east-west and north-south through the area. Thrale Street itself runs diagonally from Southwark Street to Southwark Bridge Road. The conservation area is adjacent to two other conservation areas: Union Street to the south and Borough High Street to the east. It is mostly contained within the 'L' formed by Southwark Bridge Road and the railway line between London Bridge and Charing Cross.

KEY ISSUES FOR CONSIDERATION

6. Section 69 of the Town and Country Planning Act 1990 imposes a duty on the local Planning Authority to designate as conservation areas any "areas of special architectural or historic interest the character or appearance of which is desirable to preserve or enhance". There is a duty on the local planning authority under Section 69 to review areas from time to time to consider whether designation of conservation areas is called for.
7. In March 2010 the Government issued PPS5 'Planning for the Historic Environment' replacing the guidance formerly contained within PPGs 15 and 16. PPS5 requires, in Policy HE2.1, that Local Authorities have evidence about the historic environment and heritage assets within their area, and that this evidence is publically documented. Designation records, such as Conservation Area

assessments, should also be taken into account when determining planning applications.

8. In 2011 English Heritage published guidance on conservation area appraisals, 'Understanding Place: Conservation Area Designation, Appraisal and Management'. This sets out the importance of definition and assessment of a conservation area's character and the need to record the area in some detail. The purpose is to provide a sound basis for rational and consistent judgements when considering planning applications within conservation areas. Conservation Area Appraisals, once they have been adopted by the Council, can help to defend decisions on individual planning applications at appeal. They may also guide the formulation of proposals for the preservation and enhancement of the area.

Outstanding Schemes

9. There are no significant outstanding schemes within the conservation area, however future developments outside the Thrale Street Conservation Area could potentially impact its setting.

Planning Policy

Core Strategy 2011 (April)

Strategic Policy 12 Design and Conservation.

Saved Southwark Plan 2007 (July)

Policy 3.15 Conservation of the Historic Environment

Policy 3.16 Conservation Areas

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

Policy 3.19 Archaeology

London Plan 2011 (July)

Policy 7.9 Heritage-led regeneration

Policy 7.8 Heritage assets and archaeology

Planning Policy Statements

PPS5 Planning for the Historic Environment.

The draft National Planning Policy Framework (NPPF)

Community impact statement

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

consultation on the proposed appraisal and the supporting documents will be, on the council's website. This will show how the consultation has complied with the Statement of Community Involvement.

Human rights implications

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

Resource implications

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

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities Law & Governance (SH0112)

16. A conservation area is an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance (*section 69(1), Listed Building Act (LBA) 1990*). A Local Planning Authority (LPA) is under a duty to designate conservation areas within its locality and to review them from time to time (*section 69(2)*). Section 69(2) of the Act imposes a further duty on local planning authorities to review the extent of their functions and if need be to designate any further parts of their area as conservation areas. It is this section of the Act which is being triggered here with this conservation area appraisal.
17. As stated above in paragraph 10 of this report there is no statutory requirement for LPA's to consult with anyone before a conservation area is designated and nor does the Council's Statement of Community Involvement require consultation in respect of designating Conservation Areas. However, English Heritage advises LPA's to consult as widely as possible, not only with local residents and amenity societies, but also with Chambers of Commerce, Public Utilities and Highway Authorities.
18. Once adopted the Conservation Area Appraisal will provide additional guidance to be taken into account in determining applications for developments affecting Thrale Street Conservation Area.
19. The draft appraisal for the Conservation Area Appraisal is brought before the Community Council in accordance with Part 3H paragraph 4 of the Constitution

under the heading “Consultative/non-decision making” which requires the Community Council to comment to Planning Committee on the adoption of Conservation Area Appraisals and also designations of Conservation Areas.

Equalities and Human Rights

20. The Equality Act 2010 introduced a single public sector equality duty (PSED). This duty requires us to have due regard in our decision making processes to the need to:
- (a) Eliminate discrimination, harassment, victimisation or other prohibited conduct;
 - (b) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not
 - (c) Foster good relations between those who share a relevant characteristic and those that do not share it.
21. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. The PSED also applies to marriage and civil partnership, but only in relation to (a) above.
22. There has been compliance with the Council’s Equalities and Human Rights Scheme 2008-2011 as well as the public sector equality duty as contained within section 149 of the Equality Act 2010. All six equality strands have been duly considered and assessed, this is evidenced at in the Equalities and Human Rights Impact Assessment (EqIA).
23. In accordance with part 3H, paragraph 4 of the constitution providing comments to planning committee on proposals for the designation of conservation areas including conservation area appraisals is a matter for community council.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
Appendix 1	Draft conservation area appraisal for the Thrale Street Conservation Area.
Appendix 2	Map of the Thrale Street Conservation Area
Appendix 3	Equality Impact Assessment (EqIA)

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Tracy Chapman, Senior Design and Conservation Officer	
Version	Final	
Dated	15 December 2011	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Director	No	No
Cabinet Member	No	No
Date final report sent to Constitutional Team	16 January 2012	

Thrale Street

Conservation Area Appraisal

www.southwark.gov.uk

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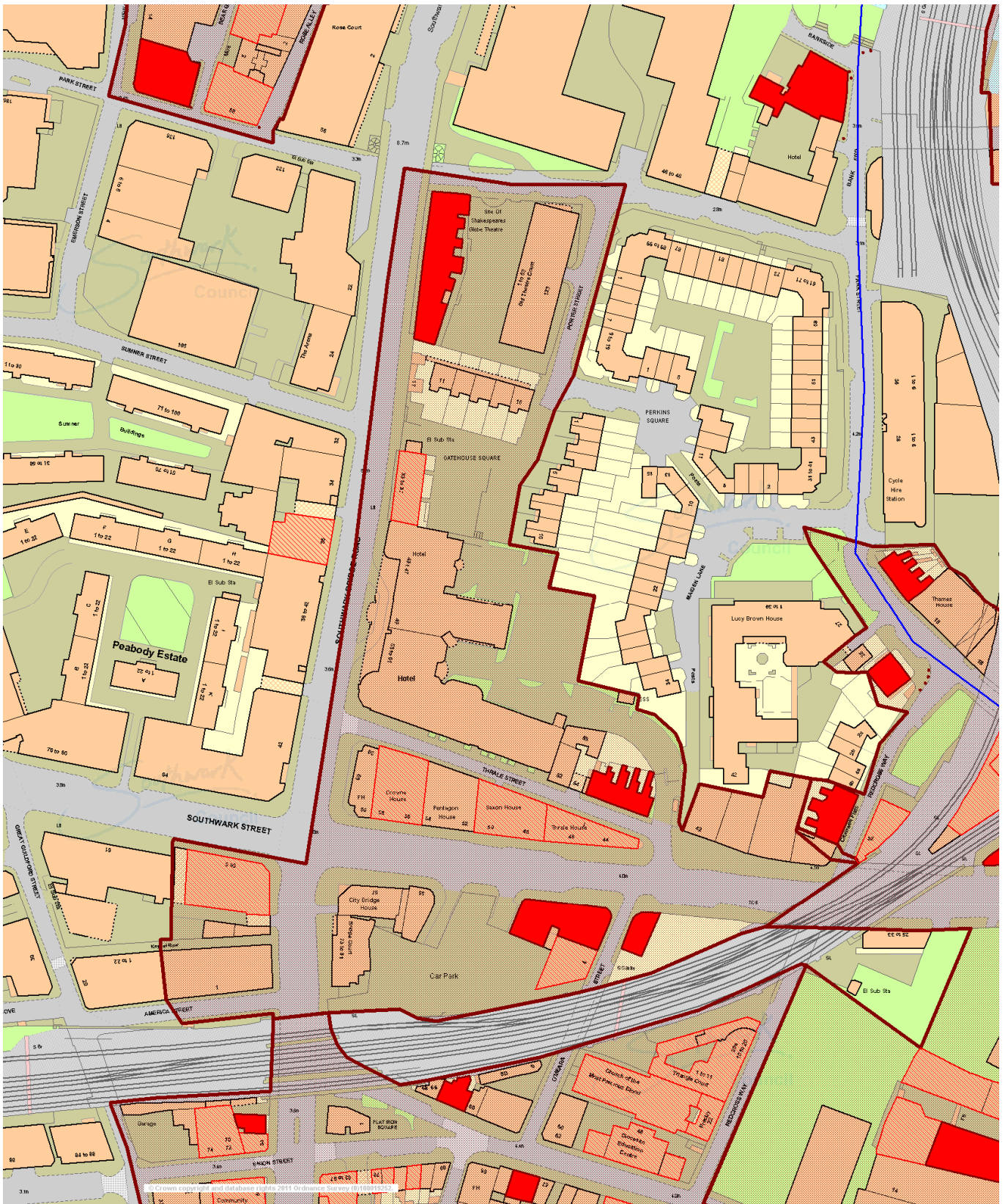


Figure one: Ordnance survey Map, Showing the Thrale Street Conservation Area.

1. Introduction

1.1. The Conservation Area Appraisal: Purpose

- 1.1.1 The purpose of this statement is to provide both an account of Thrale Street Conservation Area and a clear indication of the Council's approach to its preservation and enhancement. It is intended to assist and guide all those involved in development and change in the area. Once adopted by the Council, this appraisal will be a material consideration when assessing planning applications.
- 1.1.2 The statutory definition of a conservation area is an "area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance." Conservation areas are normally centred on listed buildings and pleasant groups of other buildings, open space, or an historic street pattern. A town space or features of archaeological interest may also contribute to the special character of an area. It is, however, the character of an area, rather than individual buildings, that such a designation seeks to preserve or enhance. The most recent legislation dealing with conservation areas is the Planning (Listed Buildings and Conservation Areas) Act, 1990 (Sections 69 to 78). Guidance to the legislation is given in Planning Policy Statement 5 'Planning for the Historic Environment' (PPS 5) and the related Historic Environment Planning Practice Guidance, published by the Department of Communities and Local Government in March 2010.
- 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".

1.2. Arrangement of this document

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

1.3. Thrale Street Conservation Area

Location

- 1.3.1 The Thrale Street Conservation Area is based on Southwark Street and Southwark Bridge Road, which respectively run east-west and north-south through the area. Thrale Street itself runs diagonally from Southwark Street to Southwark Bridge Road. The conservation area is adjacent to two other conservation areas: Union Street to the south and Borough High Street to the east. It is mostly contained within the 'L' formed by Southwark Bridge Road and the railway line between London Bridge and Charing Cross.
- 1.3.2 The conservation area covers an area of approximately 3.2 hectares. It is a mixed area of predominantly 19th century commercial on the main streets; Southwark Street and Southwark Bridge and smaller late 18th century at Anchor Terrace and on Thrale Street.
- 1.3.3 The Thrale Street Conservation Area falls within an Archaeological Priority Zone. Within this area the Council will seek to conserve and protect the Borough's Archaeological heritage and enhance the understanding of its historical development.

Topography

- 1.3.4 The current topography of the area is generally flat; however there is a dramatic change in level from the north end of Anchor Terrace to Park Street. Historically, the south bank of the Thames was formed by higher islands or eyots of sand and gravel interspersed with mudflats, marshes and water channels. The conservation area lies mostly above the now reclaimed palaeochannel known as the 'Bankside Channel' and consequently the underlying geology is probably alluvium and riverine deposits overlying London Clay. The railway viaduct is a dominating engineering element that has had a strong impact on the physical character of the southern end of the conservation area

1.4. Planning History

- 1.4.1 The Thrale Street Conservation Area was designated by Southwark Council on 23rd March 1988 as a conservation area, under the Civic Amenities Act of 1967.

1.5. Local Planning Policies

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

Strategic Policy 12 – Design and Conservation

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

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

Policy 3.15 – Conservation of the Historic Environment

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

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

In this policy the term historic environment includes Conservation Areas, listed buildings, scheduled monuments, protected London Squares, historic parks and gardens and trees that are protected by Tree Preservation Orders, trees that contribute to the character or appearance of a Conservation Area and ancient hedgerows.

Policy 3.16 – Conservation Areas

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

New Development, including Alterations and Extensions

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

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

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

Demolition

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

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

Implementation

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

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

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

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

Policy 3.19 – Archaeology

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

Reasons

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

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

1.6 National Planning Policy - PPS5: Planning and the Historic Environment

Introduction

- 1.6.1 Planning Policy statements set out the Government's national policies on different aspects of spatial planning in England. PPS5 sets out the planning policies on the conservation of the historic environment. The policies in PPS5 are a material consideration which must be taken into account in development management decisions where relevant.
- 1.6.2 PPS5 sets out that those parts of the historic environment that have significance because of their historic, archaeological, architectural or artistic interest are called heritage assets. Some heritage assets possess a level of interest that justifies designation and particular procedures apply to decisions that involve them. Designated assets are:
- World Heritage Sites;
 - Scheduled monuments;

- Listed Buildings;
- Protected wreck sites;
- Conservation Area;
- Registered Parks and Gardens; and
- Registered battlefields.

1.6.3 PPS5 also covers heritage assets that are not designated but which are of heritage interest and thus a material planning consideration. Guidance to help practitioners implement these policies, including the legislative requirements that underpin it, is provided in Planning for the Historic Environment practice Guide. The policies and guidance under PPG15 have now been replaced by this PPS5 and the Practice Guidance.

The Policies

1.6.4 The value of the historic environment, and the contribution it makes to our cultural, social and economic life, is set out in the Government's Statement on the Historic Environment for England 2010. PPS5 comprises policies that will enable the Government's vision for the historic environment as set out in this statement to be implemented through the planning system. The relevant policies to this designated heritage asset are set out below:

- Policy HE1: Heritage Assets and climate change;
- Policy HE2: Evidence base for plan-making;
- Policy HE3: Regional and local planning approaches;
- Policy HE4: Permitted development and article 4 directions;
- Policy HE5: Monitoring indicators;
- Policy HE6: Information requirements for applications for consent affecting heritage assets;
- Policy HE7: Policy principles guiding the determination of applications for consent relating to all heritage assets;
- Policy HE8: Additional policy principle guiding the consideration of applications for consent relating to heritage assets that are not covered by policy HE 9;
- Policy HE9: Additional policy principles guiding the consideration of applications for consent relating to designated heritage assets;
- Policy HE10: Additional policy principles guiding the consideration of applications for development affecting the setting of a designated heritage asset;
- Policy HE11: Enabling Development; and
- Policy HE12: Policy principles guiding the recording of information related to heritage assets.

1.7 Further Information

- 1.7.1 This document is not exhaustive, and further advice and information can be obtained from the Planning Department, London Borough of Southwark.
- 1.7.2 Information on the Southwark Plan, including electronic versions of the plan and supplementary planning guidance, can be found on the Council's web site at www.southwark.gov.uk.

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2 Historical Background

2.1 Origins

- 2.1.1 The Thrale Street area is on the western edge of the Roman settlement of Southwark, which extended southwards from the riverbank at the site of the Old London Bridge. The extent of Roman Southwark has been established in the north of the conservation area by the archaeological discovery of evidence for a series of: timber houses, roads and workshops as well as a 1st century timber warehouse.
- 2.1.2 During the Medieval period, much of the area was within the estate of the Bishops of Winchester. Ribbon development grew along the Thames and on radial routes to the south, such as Borough High Street, which had been established by the Romans. However, much of the conservation area remained as fields until the 17th century, when the Bankside area of north Southwark became the entertainment centre of London. This happened because, in 1574, the City of London sought to limit theatrical uses by licensing them, and this caused them to migrate south of the river beyond the City's jurisdiction. With the theatres came bull and bear baiting, inns and brothels. There were four theatres in the area, of which the Rose was the first, but perhaps the best known is the Globe, built in 1599. Excavations have established the original site of the Globe Theatre, just south of Park Street in the north of the conservation area, and it is now a scheduled ancient monument.
- 2.1.3 In 1642, theatres were banned by the Puritans but, by then, the area had become a major centre for industry to service the expansion of London. Brett-James' maps of 1660 and 1708 show dramatically the pace of urbanisation in the Thrale Street area. The first Anchor Brewery on the site was established in 1710 by James Child to serve his public house on Bankside, which is still called The Anchor. Ralph Thrale worked there, and eventually became the owner. His son Henry, an MP for Southwark, let the business go into debt and in 1781 it was sold to Barclays, who's Russian Stout was marketed extensively across north and eastern Europe. By 1840, the Anchor Brewery had eclipsed its rivals, Truman's and Whitbread's. The extent of the brewery is shown on the First Edition Ordnance Survey plan of 1873. It was taken over by Courage's in 1955 and finally closed in 1982.

2.2 18th and 19th centuries

- 2.2.1 Critical to the success of north Southwark's industries was the improvement of its road connections. Blackfriars Bridge opened in 1769 and Sir John Rennie's Southwark Bridge was completed in 1819. The latter was constructed of cast-iron arches on granite piers and, at 240 ft, the central span was the largest ever achieved in cast iron. It was eventually replaced in 1921.
- 2.2.2 John Rocque's map of 1746 indicates significant development in the Southwark area. Thrale Street was then known as Castle Street and ran northwest to southeast, intersecting with Redcross Street. The road is lined with buildings on either side, to the north are gardens or allotments and beyond these a Tenter Ground.
- 2.2.3 In 1862, some 400 properties were demolished to make way for Southwark Street, which cut through from London Bridge to Blackfriars Road. This was engineered by Sir Joseph

Bazalgette, best known for his pioneering work on London's sewerage. It was the first street to be developed by the Metropolitan Board of Works and was the first to have a common duct underneath to take gas, water and drain pipes, and telegraph wires. Stanford's Map of the same year depicts that the gardens and Tenter Ground to the north of Thrale Street (still known as Castle Street) have been replaced by the Anchor Brewery.

- 2.2.4 Also in the 1860s, the railway was extended from London Bridge Station to Blackfriars and Charing Cross on the arches, which form the southern boundary of the conservation area. On the 1879 OS map Southwark Street is clearly visible. The eastern end of Castle Street has been removed to make way for the railway viaduct. The railway also had a significant impact on Southwark Square and Winchester Street (now O' Meara Street) on the southside of Southwark Street. The southern end of both South Street leading from Southwark Square and Winchester Street are disrupted by the new railway lines to Charing Cross. Warehouses are also found on the triangular piece of land between Castle Street and Southwark Street, the footprint of these buildings is still discernable today.
- 2.2.5 There is some change to the conservation area on the 1896 OS map, although some buildings at the western end of Castle Street have been demolished and Southwark Square is no longer shown. The Charles Booths poverty map of London; two years later, describes the houses in Castle Street as being '*fairly comfortable*' and occupied by people with '*good ordinary earnings*'. In contrast on the eastern side of Southwark Bridge Road the houses are described as 'middle class' and 'well-to-do.' Whilst the road layout to Southwark Square is shown on Booths map, the houses are not indicated nor were they surveyed. By the 1916 OS map Southwark Square has completely disappeared.

2.3 20th century

- 2.3.1 The post Second World War maps indicate; by then, that a number of the streets in the conservation area had been renamed: Castle Street had become Thrale Street, Winchester Street had become O' Meara Street and Redcross Street, Redcross Way. Buildings at the southern end of Thrale Street had suffered significant damage during the Second World War. Also the area to the north of Thrale Street had lost a number of buildings. During the 1960s and 1970s, new buildings: No's 69 and 73-81 Southwark Bridge Road and No's 60 and 57 Southwark Street were introduced into the conservation area.
- 2.3.2 In the 1980's the buildings of the Anchor Brewery site were replaced by housing. Further changes to the conservation occurred in the 2000s with the construction of No's 39-61 Southwark Bridge Road (Novotel) and Old Theatre Court on site of Shakespeare's Globe Theatre.

3 The Character and Appearance of the Area

3.1 Broad Context

- 3.1.1 A significant part of the Thrale Street Conservation Area has the grand scale of industrial and commercial building, which has largely overlaid the earlier pattern. The domestic qualities found in Thrale Street itself are very much a survival from around 1800.
- 3.1.2 The two main roads in the conservation area: Southwark Street and Southwark Bridge Road have had a major impact on the character of the area. Southwark Bridge Road ramps up to its bridge causing a dramatic change in level. At the northern end of Anchor Terrace, Southwark Bridge Road is two levels above Park Street directly below. Being newly planned in the 1860s, Southwark Street attracted large commercial buildings typically of four to six storeys. Only recently has any domestic scale returned with the housing development of Gatehouse Square on the former Anchor Brewery site.
- 3.1.3 The earliest surviving property in the Thrale Street Conservation Area is a short terrace at No's 55-59 (consec.) Thrale Street. These two-bay, three-storey houses have 12-pane sash windows in a yellow stock brick façade and date from c1800. It is thought, however, that this may be a refronting of an earlier terrace. No. 55 has a semicircular arch and fanlight above the door, while all the other openings have flat arches of gauged brick. Unusually, the doorways to No's 56-59 are flanked by reeded pilasters supporting a bracketed timber fascia and cornice in the manner of shop fronts.
- 3.1.4 Anchor Terrace, on Southwark Bridge Road, is a set-piece design built as eight houses in 1834 of yellow stock brick with stucco embellishments. It has three storeys, rising to four for the central five bays, which also break forwards. Windows are arched to the ground floor and 12-pane sashes above. There is a balcony to the first floor and a full set of spearhead railings to the basement areas and entrances. In the mid 20th century, the whole terrace was converted into offices for Courage's Brewery and later to residential.
- 3.1.5 On the south side of Southwark Street, No's 49 and 51/53 are two warehouses built in the late 1860s in a flamboyant Gothic style. They are four and five storeys in stock brick with ornate stone dressings, large arched windows and stepped and bracketed cornices. The plan form includes curved corners leading to recessed hoist bays in the side elevations.
- 3.1.6 The late 19th century Gothic theme continues on the north side of Southwark Street with No's 56-58 and No's 44-50, the latter forming a dramatic rounded 'nose' out of the acute angle with Thrale Street. No's 56-58 Southwark Street (Crowne House) is a five storey commercial building, five bays wide (1:2:1:3:1 window arrangement). The ground floor is modern, which contrasts with the yellow brick and stucco colonnettes on the upper floors. No's 44-46 Southwark Street is a four storey building on a wedge shaped site. The building is seven bays wide with windows that are alternatively paired and tripled. Whilst the ground floor has been heavily altered the upper floors retain the Italianate yellow stock brick facade with elaborate stucco dressings. The main cornice is bracketed over the triple windowed bays. The Italianate treatment includes the rounded end to the wedge; however the Thrale Street elevation is plainer. No's 48-50 Southwark Street (Saxon House) is a four storey late 19th century commercial block with a modern two level, attic. The yellow stock brick building is 13 windows wide (3:7:3) in an Italianate style, with

elaborate dressings and dentil main course. No's 48-50 is comparable with No's 44-46 and is also altered at ground floor level. No. 34-36 also has arcaded arched windows, but is severely derelict. Between these, No.40 has an Art Deco front of brick and tile with decorative ironwork.

- 3.1.7 On the south side of Southwark Street, Lambert House at No. 55 is an unaltered example of a 1930s commercial building, and No. 4 O'Meara Street a modest mid 19th century four-storey brown stock brick warehouse, discreetly converted to offices. The O'Meara Street elevation is two bays wide, with a loading bay on the left. The building retains its timber flaps and bracketed canopy and a steel crane jib. The windows are set in segmental arched openings and have 10/10 paned timber sashes without horns. On the south and west elevations most of the windows have been replaced with metal framed plate glass.
- 3.1.8 No's 59 and 59½ Southwark Street is a large, late 19th century, stuccoed corner building, almost cubic in volume, at the western edge of the conservation area. The building is defined by paired bays with three superimposed orders of pilasters and a tall ionic order embracing the two top floors and a strong modillion main cornice. This four-storey commercial block has five bays to Southwark Street and three bays to Southwark Bridge Road, each bay two windows wide. The chamfered bay to the corner contains the main entrance, which has an Ionic pilastered doorcase with an open, segmental pediment framing a pair of putti supporting an oval plaque depicting a marker buoy. Behind it is an equally substantial red brick warehouse, No. 1 America Street.
- 3.1.9 On Southwark Bridge Road, No's 33-37 are a much-altered mid 19th century terrace of five houses. The houses are three-storey with modern attics and entrances at the rear. The ground floor is rendered with round arched windows set in round arched recesses.

3.2 Local Materials and Details

- 3.2.1 The majority of the conservation area was constructed during the 19th century. The mid to late Victorian commercial character of the main streets contrasts with the late Georgian terraces on Thrale Street and Anchor Terrace. The predominant building material in the area is brick. The yellow London stocks, used in Thrale Street and Anchor Terrace gave way in the later 19th century, to the red brick found at No.1 America Street and the warehouse at No.4 O'Meara Street. Cream-coloured bricks were used at No's 49 and 51-53 Southwark Street. These were commonly imported from East Anglia after railway transport had been established.
- 3.2.2 The use of stone and stucco for dressings and decorative elements is also important. Stucco makes an elegant contribution to Anchor Terrace, while at No. 59 Southwark Street it shapes the whole façade. Stone dressings are used extensively at No's 49 and 51-53 Southwark Street, the former also having engaged columns of Scottish granite either side of its ornately detailed entrance.
- 3.2.3 Roofs tend to be mansard or low-pitched and covered with slate. Windows are generally timber double-hung sashes, although some later buildings have steel casements.

- 3.2.4 The cast-iron railings at Anchor Terrace are important in the streetscape of Southwark Bridge Road. However, very little survives of the traditional street surfaces other than granite kerbs and some Yorkstone paving in Thrale Street.

3.3 Views and Townscape

- 3.3.1 Views in the south of the Thrale Street Conservation Area are contained by the elevated railway line, although the tower of Guy's Hospital and London Bridge Tower rises above the railway bridge in views eastwards along both Thrale Street and Southwark Street. Arriving in the area from the opposite direction, the most dramatic landmark is the bullnose of Thrale House on the corner of Thrale Street and Southwark Street.
- 3.3.2 A key view within the conservation area is the one south-north along Southwark Bridge Road. The City of London can be viewed beyond the approach to the Grade II listed Southwark Bridge. Views north-south along Southwark Bridge Road are also contained by the elevated railway line, with Strata Tower in the Elephant and Castle, rising above.
- 3.3.3 On the eastern side of the conservation area around Gatehouse Square, views are contained vistas between street frontages (two to four storeys) rather than broad prospects. These views provide a sense of enclosure, with views of London Bridge Tower and Guy's Hospital rising above roof lines. Similarly the views along Thrale Street are contained by the narrow street and building rising three to seven storeys on either side. In contrast the wider widths of both Southwark Street and Southwark Bridge Road create broader views.

3.4 Key Spaces and Landscape Elements

- 3.4.1 Pedestrian movement and heavy traffic, particularly at the junctions of Southwark Bridge Road and Southwark Street give the conservation area a busy urban character. As a functional working district, the area has little in the way of open space or trees. There are two exceptions; the first is Gatehouse Square, the recent housing development on the former brewery site. This has created an open square, with a modern landscape of Yorkstone paving, trees and overgrown raised planters. The second is the area immediately behind Anchor Terrace, on the site of Shakespeare's Globe Theatre. Further investment in the landscape would raise their local amenity value.
- 3.4.2 Within the conservation area urban interest at the junction of Thrale Street and Southwark Street is created by the distinctive wedge shape building, Thrale House. There is an opportunity here to improve the public realm in this part of the conservation area, with the introduction of additional street trees, traditional paving materials and quality street furniture.

4 Audit

4.1 Scheduled Ancient Monuments

- 4.1.1 The archaeological remains of the Globe Theatre are located within the Conservation Area. This is included on the schedule of ancient monuments.

4.2 Listed Buildings

- 4.2.1 The list of buildings of special architectural or historic interest for Southwark descriptions are available from the Council. The following buildings within the Thrale Street Conservation Area are statutorily listed:

- Anchor Terrace, No's 1-15 (odd) Southwark Bridge Road;
- No. 49 Southwark Street;
- No's 51, 53 Southwark Street; and
- No's 55-59 (consec.) Thrale Street.

4.3 Key Unlisted Buildings and Building Groups

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

- No. 4 O'Meara Street;
- No's 33 – 37 (consec.) Southwark Bridge Road;
- No's 44, 46 Southwark Street;
- No's 48 – 50 Southwark Street, Saxon House;
- No's. 56, 58, Southwark Street, Crowne House; and
- No's 59, 59½ Southwark Street.

4.4 Archaeology

- 4.4.1 The Thrale Street Conservation Area contains significant archaeological remains relating to the post-medieval and Roman periods. The most significant individual site with the Conservation Area are the remains of the Globe Theatre which are included on the schedule of ancient monuments.
- 4.4.2 Significant Roman archaeology has been identified in the area to the north of Thrale Street and Roman burials have been found in this area and south of Southwark Street. It should be noted that Roman archaeology will be expected across the area of the Conservation Area. Specific archaeological remains of interest have been found north of Thrale Street, these are the preserved remains of timber-framed Roman warehouses. Most significantly floors and structural timbers survived at these sites. Remains of this nature are of great significance and potentially of national importance. The preservation

of the archaeological significance of such remains is challenging. In line with saved policy 3.19 of the Southwark Plan and Core Strategy policy 12 development proposals should be accompanied by an archaeological assessment and an archaeological evaluation.

- 4.4.3 Deadman's Place burial ground is a significant historic burial ground. The site of the burial ground is presently occupied by the car park for the Southwark Rose Hotel, to the rear of Thrale Street. The history of the burial ground at Deadman's Place is obscure, but it is marked as a significant place name on Newcourt's 1658 map of London, although the location would seem to be different to the burial ground marked on both Roque and Horwood's maps. Traditionally the burial ground was used during the Plague. Post medieval mapping shows the development of this area

4.5 Negative Elements

- 4.5.1 The conservation area includes vacant sites, adjacent to No. 49 Southwark Street and between No's 53 and 55, which detract from the built-up urban character of the area. They are fronted by close-boarded fences, but these are not enhanced by advertisement hoardings and plastic recycling bins.
- 4.5.2 No's 36-38 Southwark Street is in an advanced state of dereliction and is on the Council's Buildings at Risk Register for unlisted buildings within conservation areas. The building has the potential to become an asset to the area and should be restored and brought back into use.
- 4.5.3 No's 39-61 Southwark Bridge Road (Novotel) is a modern part 6/ part 7 storey building on the corner of Southwark Bridge Road and Thrale Street. The building has failed to enhance the conservation area.
- 4.5.4 Buildings which, by their design and materials, do not contribute to the area's character include: No's 69 and 73-81 Southwark Bridge Road and No's 60 and 57 Southwark Street.

4.6 Neutral Areas

- 4.6.1 No. 52-54 Southwark Street is a late 20th century building which has taken its design cue from its neighbours and whilst it does not particularly enhance the area, equally it does not offend. Similarly, the Gatehouse Square development makes little impact on the overall character of the Thrale Street Conservation Area.

4.7 Environmental Improvements

- 4.7.1 There is an opportunity to improve the public realm within the Thrale Street Conservation Area. Property redevelopments should include the improvement to the adjacent public realm wherever possible.
- 4.7.2 Original 19th century street surfaces remain in Thrale Street. The use of material is simple: broad granite upstand kerbs and natural flagstone pavements. Natural flagstones are also found in Gatehouse Square, to the rear of No's 33-37 Southwark Bridge Road. Future repaving schemes should respect historic paving materials and patterns.

4.8 Potential Development Sites

- 4.8.1 An opportunity exists for redevelopment of the gap sites adjacent to No's 49 Southwark Street and between No's 53 and 55 Southwark Street. The introduction a building of four storeys on Southwark Street and no more than seven storeys against the railway on the

southern edge of the conservation area. A key consideration is the relationship of the new development to its listed neighbours, both on Southwark Street and on Flat Iron Square (Union Street Conservation Area). Furthermore, historic maps illustrate a Georgian square in this location, before the railway line cut off the south west corner. No's 53 and the former building at No. 55 Southwark Street once bounded each side of Southwark Square and this historic arrangement should be to preserved.

- 4.8.2 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. A number of potential redevelopment sites adjoin the conservation area. Proposals for such sites will need to demonstrate that there is no detrimental effect on the character or appearance of the adjoining conservation area.

4.9 Conservation Area Boundary Review

- 4.9.1 Consideration should be given to reviewing the boundaries of the Thrale Street Conservation Area along with the neighbouring Borough High Street Conservation Area. It is recommended that a Southwark Street East Conservation Area should be created from the existing Thrale Street Conservation Area and the Southwark Street section of the Borough High Street Conservation Area.

5. Guidelines

5.1 Introduction

Purpose of this guidance section

- 5.1.1 This section of the report draws out from the appraisal those themes that are essential to the Thrale Street Conservation Area's historical character, to which new development and improvement should pay heed. It is not intended to provide a perspective methodology for new design in the area or to exclude innovation.
- 5.1.2 It should also be noted that architectural style, in terms of the design of elevations, selection of materials, detailing and so on, is only part of the concern. Equally important are townscape issues of mass, overall form, building placement relative to the public realm, creation and presentation of views and vistas, quality of boundary treatments, and visual impacts of utility areas such as parking, servicing and site access.

Consulting the Council

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

5.2 Development Form and Urban Morphology

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

Street and plot patterns

- 5.2.2 It is important that the overall form of development remains in keeping with the morphological characteristics of the area. A "metropolitan townscape" on Southwark Street and Southwark Bridge Road, in which the line of a broader street, building façades and some trees express their importance as a major city routes. There is the potential for reinstatement of city blocks on the southern end of Southwark Bridge Road and the gap

sites on Southwark Street, restoring the rhythm of the earlier street frontage. The urban form of the conservation area is key, and any change must consider the basic principles that have determined it.

5.2.3 Development can therefore respond by:

- Maintaining the established or historic building line on the street – in most of the conservation area this means building on the boundary between the plot and the street;
- Keeping utility areas behind the street frontages, accessed from the rear this includes: car parking, garaging, service areas and private amenity space; and
- Design facades 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 can take place. The predominant building type is late 18th/early 19th century speculative housing and 19th century commercial development based on Classical principles of proportion and decoration. The style varies but there are consistent characteristics which should be observed in conversion and new design:

- Underlying the architectural detail is a very strong and ordered form, which maintains a strict balance between the horizontal and vertical elements of the façade.
- Cornices and friezes express the horizontal levels of floors, lintels and parapets, while columns and pilasters imply the structural support. Openings are grouped orthogonally within this grid, and decoration is used to emphasise the important elements, such as entrances or significant rooms.
- The proportions of the main elevational elements and groups of elements tend to be taller than they are wide. The proportion of window to wall area is controlled visually by the detail of surrounds and pediments, helping to exaggerate the apparent area of windows without losing the visual strength of masonry. Thus the impressive weight of some buildings is balanced by a lightness of detail.
- 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 likely to be unacceptable where they do not relate to the building below or would be visible from public areas or result in the loss of historic fabric.
- Depending on the location in the Conservation Area building heights range from a minimum of three storey elevations to the main street frontages up to four to five storeys with attic storeys behind the parapet line. It is important to respect prevailing building heights within the conservation area.

5.3 New design in the Conservation Area

- 5.3.1 There is no reason why new building design should not follow these basic disciplines, observing the scale of the earlier buildings by reference to ordering elements such as string-courses and structural spacing. Overall heights of buildings and their position on the street need also to conform to the established street “envelope”, but the manner of expression can be entirely modern. In each situation buildings should remain within the range of heights of the block of buildings in which they are sited.
- 5.3.2 The conservation area defined in 1988 reflected the distinctiveness the range of characters described in section 3, and the reasons for designating it broadly remain applicable. The Thrale Street Conservation Area has throughout its history had to accommodate change, and part of its character is due to the immense variety that change has brought.
- 5.3.3 Economics and technology have tended to be the main drivers of change. In recent times these have come together in the pressure for city centre offices fit for the IT environment, threatening major alterations to and even redevelopment of the older building stock. Some of the most intrusive office developments were in the 1960s and 70s, and these have quickly passed through their life cycle to the point where they, too, cannot perform technically in the modern environment. There may now be the opportunity for better development that more sensitively addresses the issues of the conservation area.
- 5.3.4 Economic changes have altered the role of some of the most significant buildings, such as No’s 49 and 51-53 Southwark Bridge Road. Technology brought the enormous impact of the railway and its huge structures. Motor traffic now exerts a major threat through pollution, congestion, and the physical impact of highway design.
- 5.3.5 Elsewhere in Southwark, the success of modern design in conservation areas comes not from aping the style of 18th and 19th century buildings, 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.

5.4 Public Realm

- 5.4.1 In this context the public realm includes everything visible from publicly accessible areas, including both street spaces and any areas up to the front elevations of buildings. The essential components of the public real that development and improvement should address are:
- Boundaries and frontages that define its edges;
 - The surfaces and design of the space itself; and
 - Trees, street furniture and other artefacts in the space.
- 5.4.2 Original 19th century surfaces remain in Thrale Street. The use of material is simple: stone setts laid stretcher-bond in carriageway areas, broad granite upstand kerbs to

protect footways, and natural flagstones in pedestrian areas. Typically dished drainage channels are formed in setts along kerb lines, at right angles to the laying pattern of the main carriageway surface. Such changes in laying patterns, related to the functional use of the surface, create simple visual interest and diversity. Repaving schemes, as well as respecting historic paving materials and patterns, should also have regard for other historic surface features, such as coal hole covers.

5.5 Boundaries

- 5.5.1 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. 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). Windows and doors at street level provide a level of activity, and promote better surveillance of the street.

5.6 Trees and Street Furniture

- 5.6.1 Apart from the Gatehouse Square, trees are not a primary feature of the conservation area. There may, however, 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, having greater resistance to damage and a stronger visual impact.
- 5.6.2 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 Thrale Street Conservation Area’s heritage, whilst avoiding “Victoriana” clichés would be appropriate.

5.7 Improvements and Repairs Materials

- 5.7.1 Choice and use of materials can have a significant effect on the character and appearance of the Thrale Street Conservation Area. It is therefore important that materials are appropriate for the building and for the conservation area. Care should be taken to ensure that original materials are retained whenever possible, and if replacements are necessary because of decay or damage, materials are chosen to match the originals as closely as possible in both appearance and performance.
- 5.7.2 The use of natural, traditional materials will be encouraged 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. The use of cement mortars and renders are discouraged on historic buildings.

Maintenance

- 5.7.3 Repair works can prove costly and may require authorisation, which can cause delays. It is therefore far better to ensure that regular maintenance is undertaken, thus preventing

unnecessary decay and damage and the resultant costs and problems. Works such as the regular opening of woodwork and timber, clearing out of debris in rainwater pipes and gutters, cutting back of vegetation in close proximity to buildings, repointing of failed mortar and re-fixing of loose roof slates are all in themselves relatively minor tasks that will not require authorisation but which may lead to much more complex and expensive works if left unattended.

Windows and doors

- 5.7.4 Where original elements exist they should whenever possible be retained in situ and repaired. All external joinery should be painted, which is the traditional finish. Stained or varnished timber finishes are inappropriate in the Thrale Street Conservation Area. Most window frames are painted white, although white may not have been their original colour, however repainting in garish colours would be inappropriate.
- 5.7.5 Replacement windows to listed buildings need to match the original glazing bars and detail of the originals. Where the existing windows or doors are however later alterations they determinably affect the character or appearance of a building, the Council will consider their replacement with appropriate traditional design. The use of modern materials such as aluminium or UPVC is inappropriate, it is often impossible to replicate timber sash window as a double glazed units and not acceptable on historic buildings. Stick on glazing bars and trickle vents are also considered unacceptable and incongruous features.
- 5.7.6 Double glazing is only acceptable on unlisted buildings within the conservation area, where it matches accurately the appearance of the original windows in terms of detail design. If increased insulation is required then use of secondary glazing should be considered. Stick on glazing bars and trickle vents are considered unacceptable in the conservation area.
- 5.7.7 Similarly, original front doors would have been timber panelled, in many cases with glazing in the upper panels, and replacements will be expected to follow the traditional design. Modern details such as doors with integral fanlights (i.e. where the fanlight is within the design of the door) are likely to prove unacceptable.
- 5.7.8 All external joinery should be painted. Stained or varnished timber finishes are inappropriate in the conservation area, as the wood would traditionally have been painted. Most window frames are painted white, although white may not have been their original colour: however repainting in garish colours would be inappropriate. Darker "heritage" colours should be considered for doors, such as navy, maroon, dark green, black, etc.

Roofs

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

buildings and either natural or good quality reconstituted slate on unlisted buildings in the Thrale Street Conservation Area. Natural slates have a better appearance and weather gradually and evenly over time: most artificial slates weather badly with streaking and leaching of colour and adverse effects on the overall appearance of the building.

- 5.7.10 Given the low pitches and/or parapet design of 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 few cases where the roof is already altered or hidden from view, some alterations may be possible. In such cases the Council will normally seek low key solutions minimising any adverse visual impact through the use of sympathetic designs and appropriate materials.
- 5.7.11 Where they exist, original chimney stacks and pots should always be retained and repaired if necessary. The reinstatement of appropriately designed replacement chimney pots where these have been lost will be encouraged.

Brickwork

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

Stucco and render

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

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

Ornamental ironwork

- 5.7.18 Original iron railings, balustrades and balconies should be retained and protected through regular painting (black) and maintenance. The reinstatement of missing ornamental ironwork with good quality replacements of similar and appropriate design will be encouraged. Some original balustrades and balconies remain, and historically faithful copies can be made and installed (subject to the Council's approval). Given the untidy nature of some current boundary treatments, the Council would encourage the reinstatement of boundaries.

Rainwater goods

- 5.7.19 Gutter and downpipes are of a standard style, originally in cast iron. Problems may occur with cracked pipes, blockages and broken fixings. Regular maintenance will minimise these defects. Repairs and renewal should preferably be in cast iron. This is readily available and provides a better long-term investment than fibreglass or plastic

Satellite dishes

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

- concealed behind parapets and walls below ridge level;
- set back on side and rear extensions;
- set back on rear roofs below ridge level; or
- located on the rear or garden elevation.

5.8 Renewable Energy

- 5.8.1 Micro-generation is the production of electricity and heat from the wind or the sun. Alternatively fossil fuels are used but with greater efficiency than conventional systems. Micro-generation systems include: photovoltaics, solar hot-water panels, wind turbines and heat pumps.
- 5.8.2 Where owners of buildings within the conservation area are considering the installation of a micro-generation system, thought should be given to protecting the historic fabric and character of the area. Prior to installation, check with the council as to whether planning and/ or listed building consent is first required for the work. Key points to consider are:
- equipment should be installed away from principal elevations or dominant roof slopes;
 - the cumulative visual impact of the equipment on one or group of buildings within the conservation area;
 - wherever possible panels which sit flush with the roof covering should be used rather than framed systems;
 - ensure that the impact of the equipment on the setting of the heritage asset (listed building and/ or conservation area is minimised by the: location, size, colour and reflectivity of the system selected ;
 - structural impact on the historic building of the installation of a micro-generation system; and
 - new pipe work, cables or excavations association with the micro-generation system should cause the least amount of damage to the historic building and should wherever possible be fully reversible.

Useful information

General advice

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

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

Useful telephone numbers

General Planning Enquiries	0207 525 5438
Conservation & Design Team	0207 525 5448
Planning Enforcement	0207 525 5419
Building Control	0207 525 5582
Tree Protection Officer	020 7525 2090

Other useful contacts

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

The Society for the Protection of Ancient Buildings 0207 377 1644
www.spab.org.uk

The Victorian Society 0208 9941019
<http://www.victoriansociety.org.uk>

The Council for British Archaeology 0190 467 1417
<http://www.britarch.ac.uk/>

Ancient Monuments Society 0207 236 3934
<http://www.ancientmonumentsociety.org.uk/>

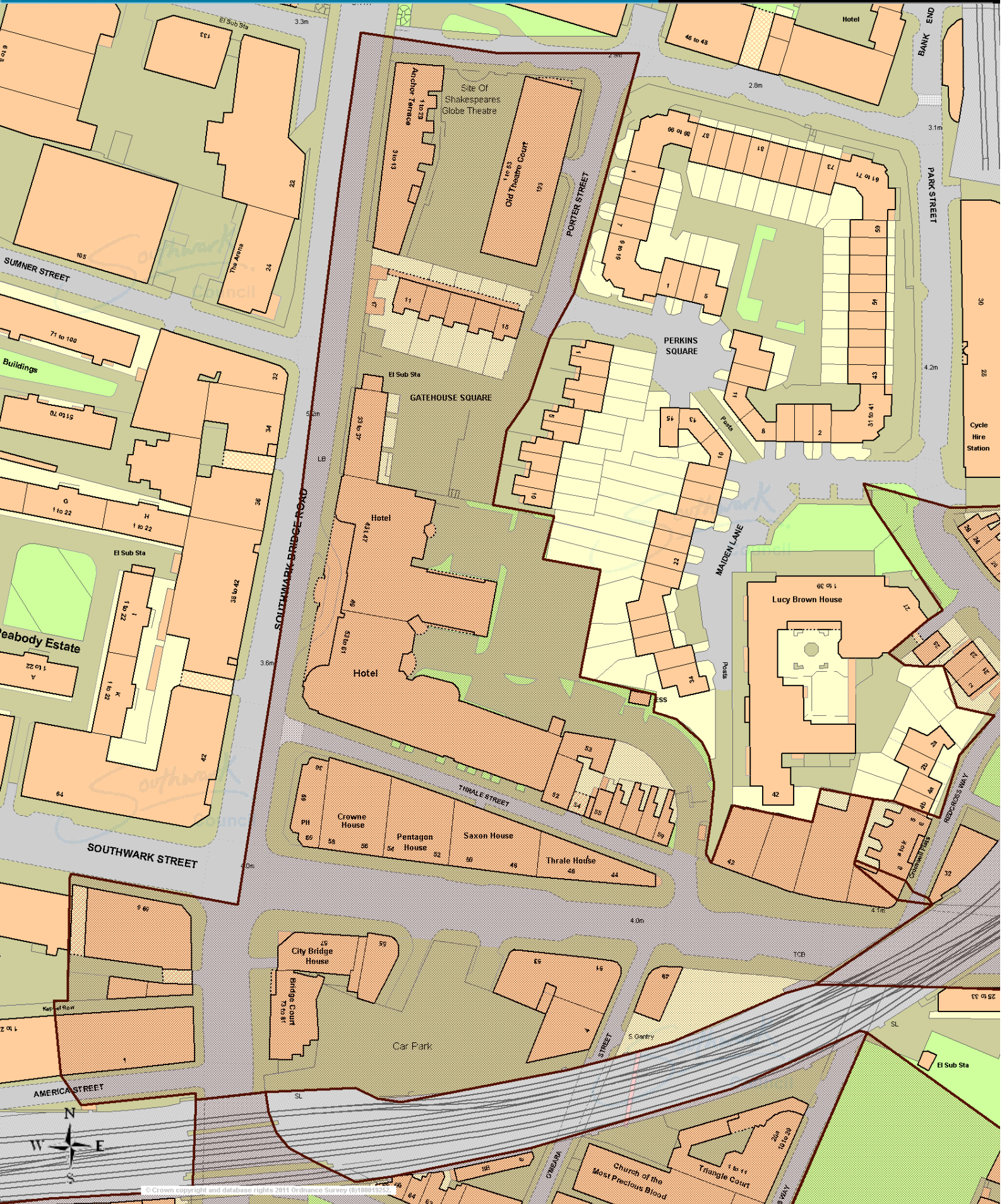
The Georgian Group 08717502936
<http://www.georgiangroup.org.uk/>

The Twentieth Century Society 020 7250 3857
<http://www.c20society.org.uk/>

Further Reading

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Date 9/1/2012



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APPENDIX 3

MEETING:	Borough and Bankside Community Council	Date:	26 January 2012
ITEM TITLE:	Thrale Street Conservation Area		
REPORT AUTHOR:	Tracy Chapman 020 7525 2289 tracy.chapman@southwark.gov.uk		
JOB TITLE & DEPARTMENT	Senior Design & Conservation Officer Regeneration and Neighbourhoods		

SUMMARY OF CONTENT

A description of the effect of an existing designation of the Thrale Street Conservation Area.

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

KEY ISSUES

- The methods used to involve and engage people affected by the Thrale Street Conservation Area need to be accessible to all.
- The existing Thrale Street Conservation Area may impose additional planning requirements upon those seeking to make alterations to their properties, which may have an impact on those on lower incomes such as lone parents, disabled people, the BME community and the elderly.

DECISIONS REQUIRED:

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

**THRALE STREET CONSERVATION AREA
EQUALITIES IMPACT ASSESSMENT****Stage One: Scoping****1. What policy, strategy or plan is this assessment addressing?**

The Thrale Street Conservation Area designated part of Borough and Bankside under the powers of the Planning (Listed Buildings and Conservation Areas) Act 1990 as an area of special architectural or historic interest the character or appearance of which was desirable to preserve or enhance.

The conservation area appraisal that is under consideration and that accompanies a designation must be in general conformity with national and regional guidance and policy and contribute towards meeting local needs. The council's policies and strategies must also be evidenced to ensure that they are robust, meet local needs and can be justified.

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

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

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

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

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

- Age.
- Disability.
- Gender reassignment.
- Marriage and civil partnership
- Pregnancy and maternity.
- Race.
- Religion or belief.
- Sex.
- Sexual orientation.

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

Community and Stakeholder Involvement

The Planning (Listed Buildings and Conservation Areas) Act 1990 does not oblige the council to consult on its decision to designate a conservation area or an appraisal document however, the council will consult with the occupants of properties in the designated area in accordance the council's adopted Statement

of Community Involvement (SCI). The SCI sets out how and when Southwark Council will involve the community in the preparation of planning documents and on applications for planning permission in the borough.

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

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

Considerations:

- Certain groups may not be able to access information and consultations as easily as others i.e. disabled people, those who do not have English as their first language, young people, those who support vulnerable people such as women who are more likely to care for children, older people and those with limiting illnesses.
- Certain groups may not feel comfortable expressing their views in public due to fear of discrimination such as people from the LGBT community, faith groups, young people and the BME community.
- People may not feel safe in attending public information or consultation events at certain times of the day, in particular after dark, such as older people and women
- Events may clash with times of religious observance and therefore we need to take into account people's faiths.
- Information may not be presented in a way that engages people effectively, such as material only printed in English, or information presented in a complicated format or language.
- Certain groups may not understand the relevance of Thrale Street Conservation Area appraisal to them and therefore they do not become involved in the process.
- Certain groups may have a negative perception of the council or disappointing experiences of community consultations which stop them becoming involved in the process.
- If people do not feel that they can access information at an early stage or have problems accessing it, they may become disillusioned in the process and lose interest i.e. BME groups, young and elderly people and disabled people.
- Some people may not be aware how to express their views or how these will feed into the process i.e. children and young people.
- There may be differences in the needs and aspirations between different groups which may result in conflict.
- People may feel as though certain groups are having a greater influence on how development within the Thrale Street Conservation Area.

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

Design and Heritage

The existing Thrale Street Conservation Area may impose additional planning requirements for those seeking to make alterations to their property. The Thrale Street Conservation Area was originally designated because we value its distinctive historic character. Consideration should be given to the following issues in the development and implementation of policies for design and heritage:

Considerations

The pattern of development

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

Improved quality of design

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

Improved public realm and environmental quality

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

Stage two: Assessment of Impacts

Part A: Feedback from the Equalities and Diversity panel

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

The Thrale Street Conservation Area has not been presented to the Equalities and Diversity panel as it was not considered to be a necessary requirement. There is no statutory obligation on the council to consult on the designation of a new conservation area. This document will be consulted on in line with the council's adopted SCI and will also be subject to its own equalities impact assessment.

Part B: Purpose and aims of policy/strategy

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

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

3. What are its aims?

The purpose of the statement is to provide an account of the Thrale Street Conservation Area and is a clear indication of the Council's approach to its preservation and enhancement. It is intended to assist and guide all those involved in development and change in the area, and will be used by the Council in assessing the design of development proposals.

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

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

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

The pattern of development

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

Improved quality of design

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

Improved public realm and environmental quality

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

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

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

Part C: Application of this policy/strategy

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

The appraisal sets out how planning applications for developments within conservation area, will need to 'preserve or enhance' the character and appearance of the Thrale Street Conservation Area. New development will need to respect the context of the conservation area, having regard to the content of the conservation area appraisal, propose appropriate materials, preserve

traditional features of the area and do not introduce design features or materials that are out of character with the area.

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

The existing Thrale Street Conservation Area will contribute to eliminating discrimination, promoting equality of opportunity and promoting social cohesion and good community relations.

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

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

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

Monitoring of planning applications

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

Annex 3: Related projects and EQIAs

The Southwark Plan

Key findings:

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

Core strategy

Key findings:

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

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

Southwark 2016

Key findings:

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

Item No. 11.	Classification: Open	Date: 26 January 2012	Meeting Name: Borough and Bankside Community Council
Report title:		West Square Conservation Area	
Ward(s) or groups affected:		Cathedrals	
From:		Head of Development Management	

RECOMMENDATIONS

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

BACKGROUND INFORMATION

4. The West Square Conservation Area was designated on 17th September 1971, under the Civic Amenities Act 1967.
5. The West Square Conservation Area is located to the north-western edge of the Borough abutting the Lambeth-Southwark boundary and the Walcot Conservation Area. To the east is the proposed Elliott's Row Conservation Area. The area is to the south and east of the River Thames with the main distributor road, Lambeth Road, passing through the northern part of the designated area. The Elephant and Castle, to the southeast, provides the nearest tube station link, with Lambeth north station equally close for those on the western boundary of the conservation area.

KEY ISSUES FOR CONSIDERATION

6. Section 69 of the Town and Country Planning Act 1990 imposes a duty on the local Planning Authority to designate as conservation areas any "areas of special architectural or historic interest the character or appearance of which is desirable to preserve or enhance". There is a duty on the local planning authority under Section 69 to review areas from time to time to consider whether designation of conservation areas is called for.
7. In March 2010 the Government issued PPS5 'Planning for the Historic Environment' replacing the guidance formerly contained within PPGs 15 and 16. PPS5 requires, in Policy HE2.1, that Local Authorities have evidence about the historic environment and heritage assets within their area, and that this evidence is publically documented. Designation records, such as Conservation Area

assessments, should also be taken into account when determining planning applications.

8. In 2011 English Heritage published guidance on conservation area appraisals, 'Understanding Place: Conservation Area Designation, Appraisal and Management'. This sets out the importance of definition and assessment of a conservation area's character and the need to record the area in some detail. The purpose is to provide a sound basis for rational and consistent judgements when considering planning applications within conservation areas. Conservation Area Appraisals, once they have been adopted by the Council, can help to defend decisions on individual planning applications at appeal. They may also guide the formulation of proposals for the preservation and enhancement of the area.
9. The proposed West Square Conservation Area Appraisal is in general conformity with national and regional guidance and policy. The council's policies and strategies are also included in the document. Once adopted the appraisal will form part of the Local Development Framework. The West Square Conservation Area Appraisal will be new policy, there is currently no adopted design guidance specific to the West Square Conservation Area. The 1986 'Albert Association/ West Square Conservation Area – House Extensions in the Albert Triangle' is not a material consideration for planning and Listed Building Consent applications. The guidance pre-dates recent national, regional and local planning policy and the statutory listing of properties within the Albert Triangle in 1989. It should be noted that the appraisal provides design and conservation guidance for the West Square Conservation Area, however it is not intended to be a conservation area management plan. A future West Square Conservation Area Management Plan would set out for example, development management policies and strategies for: regeneration, landscape, enhancement, street and traffic management and enforcement.

Outstanding Schemes

10. There are no significant outstanding schemes within the conservation area. However future developments in the Elephant and Castle and in the neighbouring Borough of Lambeth could impact on the setting of the West Square Conservation Area.

Planning Policy

Core Strategy 2011 (April)

Strategic Policy 12 Design and Conservation.

Saved Southwark Plan 2007 (July)

Policy 3.15 Conservation of the Historic Environment

Policy 3.16 Conservation Areas

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

Policy 3.19 Archaeology

London Plan 2011 (July)

Policy 7.9 Heritage-led regeneration

Policy 7.8 Heritage assets and archaeology

Planning Policy Statements

PPS5 Planning for the Historic Environment.

The draft National Planning Policy Framework (NPPF)**Community impact statement**

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

Human rights implications

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

Resource implications

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

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**Strategic Director of Communities Law & Governance**

17. A conservation area is an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance (*section 69(1), Listed Building Act (LBA) 1990*). A Local Planning Authority (LPA) is under a duty to designate conservation areas within its locality and to review them from time to time (*section 69(2)*). Section 69(2) of the Act imposes a further duty on

local planning authorities to review the extent of their functions and if need be to designate any further parts of their area as conservation areas. It is this section of the Act which is being triggered here.

18. As stated above in paragraph 10 of this report there is no statutory requirement for LPA's to consult with anyone before a conservation area is designated and nor does the Council's Statement of Community Involvement require consultation in respect of designating Conservation Areas. However, English Heritage advises LPA's to consult as widely as possible, not only with local residents and amenity societies, but also with Chambers of Commerce, Public Utilities and Highway Authorities.
19. Once adopted the Conservation Area Appraisal will provide additional guidance to be taken into account in determining applications for developments affecting West Square Conservation Area.
20. The draft appraisal for the Conservation Area Appraisal is brought before the Community Council in accordance with Part 3H paragraph 4 of the Constitution under the heading "Consultative/non-decision making" which requires the Community Council to comment to Planning Committee on the adoption of Conservation Area Appraisals and also designations of Conservation Areas.

Equalities and Human Rights

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

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
None		

APPENDICES

No.	Title
Appendix 1	Draft conservation area appraisal for the West Square Conservation Area.
Appendix 2	Map of the West Square Conservation Area
Appendix 3	Equality Impact Assessment (EqIA)

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Tracy Chapman, Senior Design and Conservation Officer	
Version	Final	
Dated	15 December 2011	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	Yes
Finance Director	No	No
Cabinet Member	No	No
Date final report sent to Constitutional Team	16 January 2012	

West Square

Conservation Area Appraisal

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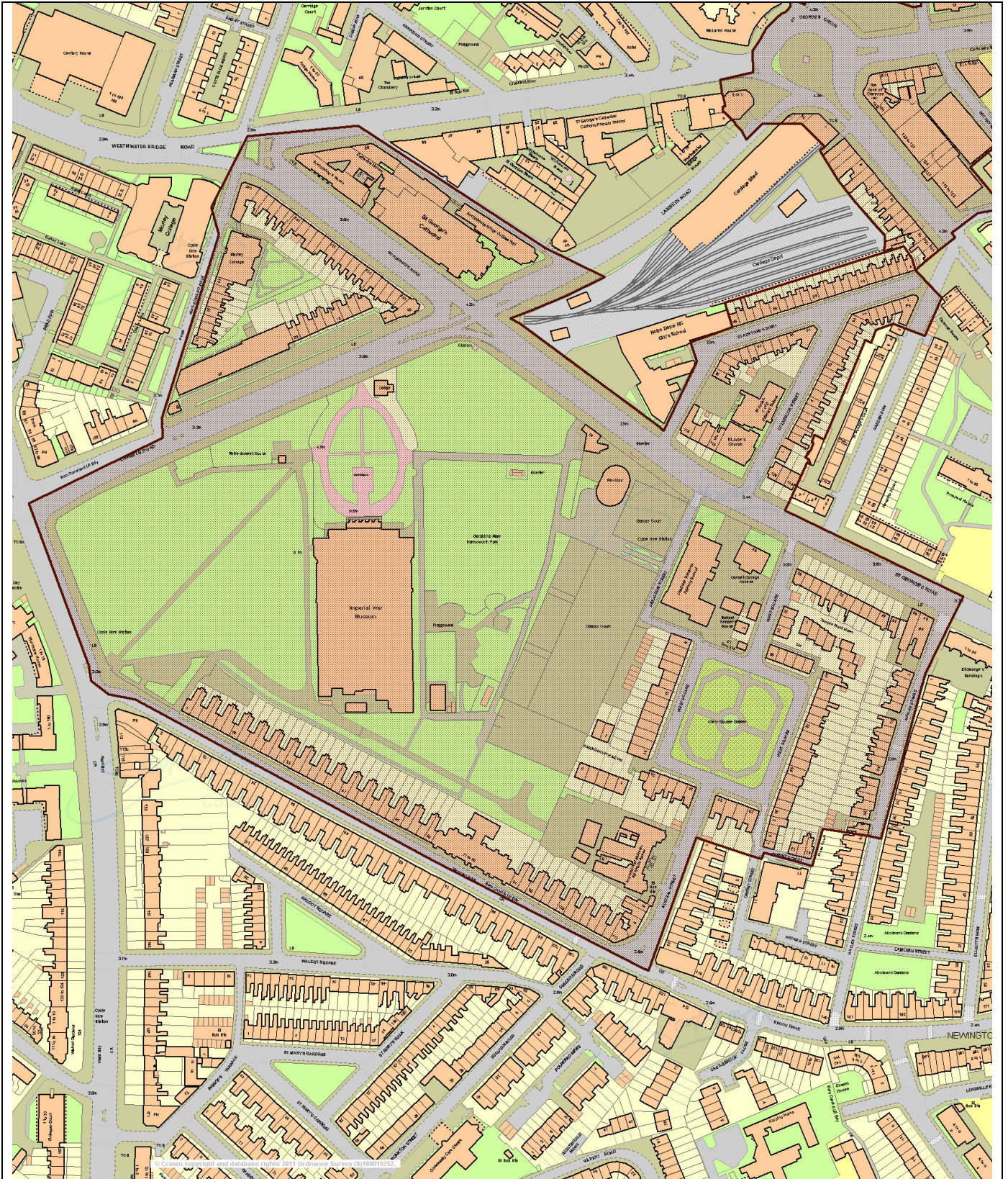


Figure one: Ordnance survey Map, Showing West Square Conservation Area

1. Introduction

1.1 The Conservation Area Appraisal: Purpose

- 1.1.1. The purpose of this statement is to provide both an account of the West Square Conservation Area and a clear indication of the Council's approach to its preservation and enhancement. It is intended to assist and guide all those involved in development and change in the area. Once adopted by the Council, this appraisal will be a material consideration when assessing planning applications.
- 1.1.2. The statutory definition of a conservation area is an "area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance." Conservation areas are normally centred on listed buildings and pleasant groups of other buildings, open space, or an historic street pattern. A town space or features of archaeological interest may also contribute to the special character of an area. It is, however, the character of an area, rather than individual buildings, that such a designation seeks to preserve or enhance. The most recent legislation dealing with conservation areas is the Planning (Listed Buildings and Conservation Areas) Act, 1990 (Sections 69 to 78). Guidance to the legislation is given in Planning Policy Statement 5 'Planning for the Historic Environment' (PPS 5) and the related Historic Environment Planning Practice Guidance, published by the Department of Communities and Local Government in March 2010.
- 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".

1.2 Arrangement of this document

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

1.3 West Square Conservation Area

Location

1.3.1 The West Square Conservation Area is located to the north-western edge of the Borough abutting the Lambeth-Southwark boundary and the Walcot Conservation Area. To the east is the proposed Elliott's Row Conservation Area. The area is to the south and east of the River Thames with the main distributor road, Lambeth Road, passing through the northern part of the designated area. The Elephant and Castle, to the southeast, provides the nearest tube station link, with Lambeth north station equally close for those on the western boundary of the conservation area.

Topography

1.3.2 The West Square Conservation Area, and the land surrounding it, is located on low-lying ground. The area is between approximately 2.4 metres 3.2 metres AOD in height, with the slightly higher land to the north. A combination of the conservation area's flatness and its built-up nature means views out are restricted. Apart from the immediately adjacent streets, views of the conservation area from surrounding points are limited.

1.4 Planning History

1.4.1 The West Square Conservation Area was designated by Southwark Council on 17th September 1971 as a conservation area, under the Civic Amenities Act of 1967.

1.5 Local Planning Policies

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

Strategic Policy 12 – Design and Conservation

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

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

Policy 3.15 – Conservation of the Historic Environment

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

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

In this policy the term historic environment includes Conservation Areas, listed buildings, scheduled monuments, protected London Squares, historic parks and gardens and trees that are protected by Tree Preservation Orders, trees that contribute to the character or appearance of a Conservation Area and ancient hedgerows.

Policy 3.16 – Conservation Areas

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

New Development, including Alterations and Extensions

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

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

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

Demolition

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

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

Implementation

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

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

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

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

Policy 3.19 – Archaeology

Planning applications affecting sites within Archaeological Priority Zones (APZs), as identified in Appendix 8, shall be accompanied by an archaeological assessment and evaluation of the site,

including the impact of the proposed development. There is a presumption in favour of preservation in situ, to protect and safeguard archaeological remains of national importance, including scheduled monuments and their settings. The in situ preservation of archaeological remains of local importance will also be sought, unless the importance of the development outweighs the local value of the remains. If planning permission is granted to develop any site where there are archaeological remains or there is good reason to believe that such remains exist, conditions will be attached to secure the excavation and recording or preservation in whole or in part, if justified, before development begins.

Reasons

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

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

1.6 National Planning Policy - PPS5: Planning and the Historic Environment

Introduction

- 1.6.1 Planning Policy statements set out the Government's national policies on different aspects of spatial planning in England. PPS5 sets out the planning policies on the conservation of the historic environment. The policies in PPS5 are a material consideration which must be taken into account in development management decisions where relevant.
- 1.6.2 PPS5 sets out that those parts of the historic environment that have significance because of their historic, archaeological, architectural or artistic interest are called heritage assets. Some heritage assets possess a level of interest that justifies designation and particular procedures apply to decisions that involve them. Designated assets are:
- World Heritage Sites;
 - Scheduled monuments;
 - Listed Buildings;
 - Protected wreck sites;
 - Conservation Area;
 - Registered Parks and Gardens; and
 - Registered battlefields.

- 1.6.3 PPS5 also covers heritage assets that are not designated but which are of heritage interest and thus a material planning consideration. Guidance to help practitioners implement these policies, including the legislative requirements that underpin it, is provided in Planning for the Historic Environment practice Guide. The policies and guidance under PPG15 have now been replaced by this PPS5 and the Practice Guidance.

The Policies

- 1.6.4 The value of the historic environment, and the contribution it makes to our cultural, social and economic life, is set out in the Government's Statement on the Historic Environment for England 2010. PPS5 comprises policies that will enable the Government's vision for the historic environment as set out in this statement to be implemented through the planning system. The relevant policies to this designated heritage asset are set out below:

- Policy HE1: Heritage Assets and climate change;
- Policy HE2: Evidence base for plan-making;
- Policy HE3: Regional and local planning approaches;
- Policy HE4: Permitted development and article 4 directions;
- Policy HE5: Monitoring indicators;
- Policy HE6: Information requirements for applications for consent affecting heritage assets;
- Policy HE7: Policy principles guiding the determination of applications for consent relating to all heritage assets;
- Policy HE8: Additional policy principle guiding the consideration of applications for consent relating to heritage assets that are not covered by policy HE 9;
- Policy HE9: Additional policy principles guiding the consideration of applications for consent relating to designated heritage assets;
- Policy HE10: Additional policy principles guiding the consideration of applications for development affecting the setting of a designated heritage asset;
- Policy HE11: Enabling Development; and
- Policy HE12: Policy principles guiding the recording of information related to heritage assets.

1.7 Article IV Directions

- 1.7.1 Article 4 of the General Permitted Development Order provides for two different types of direction. An Article 4(1) direction enables an LPA to dis-apply certain permitted development rights, including those relating to demolition, whilst an Article 4(2) direction relates solely to the removal of such rights in relation to conservation areas. The Council is empowered to make a Direction when there is a real and specific threat to the character of an area. It will then be in force for a period of 6 months. During that period the

necessary consultation will take place. Subsequently the Secretary of State will review the Direction to determine whether it will be approved and extended beyond this period or disallowed.

1.7.2 Though the Council is not opposed in principle to alterations and improvements it is, however, seeking to preserve or enhance the special architectural and historical interest of the area. Under the terms of the Direction, planning permission would have to be obtained before any of the following works could be carried out, to the unlisted properties within the conservation area:

- The enlargement, improvement or other alteration of a dwelling house (including changes to windows, doors, roofs and front boundary hedges) insofar as such development would alter the external appearance of the house, as viewed from a public highway;
- The rendering or use of stone or other cladding to external walls;
- The erection or construction of a porch outside any external door at the front of a dwellinghouse
- The construction within the curtilage of a dwelling house of a hardstanding for vehicles;
- The erection or construction of gates, fences or walls or other means of enclosure;
- Erection of satellite dishes;
- Installation of solar panels; and
- The painting of external walls.

1.8 House Extensions in the Albert Triangle Leaflet (1986)

1.8.1 The 1986 '*Albert Association/ West Square Conservation Area – House Extensions in the Albert Triangle*' is not a material consideration for current planning and Listed Building Consent applications. The guidance pre-dates recent national, regional and local planning policy and the statutory listing of properties within the Albert Triangle (Colnbrook Street and Gladstone Street) in 1989. It should be noted that this appraisal provides design and conservation guidance for the West Square Conservation Area.

1.9 Further Information

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

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

2 Historical Background

2.1 Origins

- 2.1.1 In the Roman period, development was concentrated around the only river crossing, now London Bridge, to the northeast of the present conservation area. Apart from Roman roads leading southwards, the area comprised generally flat marshy land, the area of the Conservation Area being located away from the line of the roads, which broadly follow modern Newington Causeway, Newington Butts and Kennington Park Road. Whilst no evidence of Roman occupation of this area has been identified there are numerous references to antiquarian finds within this part of the borough. Until the post-medieval period, the surrounding area to the south and west of the Thames, previously known as Southwark Fields, became known as St. George's Fields. Before being built over, the fields served a variety of purposes including hunting for wild fowl (which gave rise to the "Dog and Duck" pleasure gardens and later spa), recreation and as training ground for the militia.
- 2.1.2 Civil war fortifications, forming part of the chain of defences erected around London during the Civic War in 1642, were also located in the vicinity of the conservation area. It is most likely that an artillery fort was located on the site of the 'Dog and Duck', now the location of the Imperial War Museum, with the defensive line running east to a fortification at the south end of the Newington Causeway and west to Lambeth Palace.
- 2.1.3 Old maps provide an understanding of the development of the land which now comprises the conservation area. The 'Plan of the Manor of Walworth', produced on behalf of the Dean and Chapter of Canterbury in 1681 shows the extent of the manor of Walworth at this time. It indicates the importance of the Elephant and Castle area as a key junction. The extract from Thomas Moore's map of 1662 indicates development hugging the banks of the River Thames. The settlements of Southwark, Lambeth and Vauxhall are indicated. Both these maps indicate that the land which now comprises the conservation area was a network of fields at the end of the 17th century.

2.2 18th century urban development

- 2.2.1 Westminster and Blackfriars Bridges were built in 1739-50 and 1760-9 respectively. These new crossing points encouraged the development of land to the south of the River. John Rocque's map of 1766 shows the mid 18th century road layout. This road network, which is largely still evident today, includes: New Kent Road, St George's Road, Walworth Road, Newington Butts and Newington Causeway. Acts of Parliament were passed in 1719, 1751 and 1769 regarding the layout of the footpaths and roads across St. George's Fields. This resulted in Robert Mylne (surveyor to the Blackfriars Bridge Committee) laying out the area in a Parisian manner. A completely straight north-south road from Blackfriars Bridge met the road from Westminster at a circus, marked by an obelisk of 1771. Three more roads radiated from the circus: Lambeth Road, London Road and Borough Road, and a little later came St. George's Road. As an important historical example of Georgian town planning, St George's Circus has been designated as a conservation area. The streets leading up to the circus were not fully developed with buildings until around the 1800s.

- 2.2.2 John Rocque's map shows that in 1766, the area to the south of St. George's Road remained fields. Richard Horwood's 'Plan of the Cities of London and Westminster' (1792-1799) shows that a little later, the area to the south of St. George's Road still remained only partially developed. Whilst Gibraltar Row (now Hayles Street) had been developed, but the area to the north had not. In 1789 Prospect Place became one of the first groups of terraced houses to be built in the present conservation area, of which No's 63-83 St. George's Road survive today. By 1791 the West family had granted building leases to Thomas Kendall and James Hedger, and, by 1794 three sides of West Square had been completed, with the south side being added in 1800-1810. Darton and Harvey's map of 1800 clearly illustrates the partially developed area.
- 2.2.3 At the end of the 18th century Walworth and the area around Elephant and Castle was changing from a country village to; at that time, a high-class suburb of London. The new bridges and improved road networks made it easier for professionals to live out of London; in places like Walworth, and commute daily by carriage or coach into the City or Westminster. New developments were mainly residential, in terraces and interspersed with market gardens and fields. West Square with its impressive Georgian houses provides a surviving example of this early growth.

2.3 19th century urban development

- 2.3.1 The beginning of the 19th century saw the development of the wider area intensified with a variety of uses supporting the growth of the suburbs. Land was gradually built on: by churches, institutions and schools, which occupied larger sites and provided a degree of open space around the new buildings in contrast with the terraced housing.
- 2.3.2 Improvements in transport such as the new trams and trains also made a mark on the development in the area as the suburbs became more accessible from the city. Between 1825-35 there was significant change in the area, including the straightening of Lambeth Road and St. George's Road, resulting in the loss of a number of older streets.
- 2.3.3 From 1812 the Bethlehem Hospital was constructed on St. George's Fields, having moved out from Moorfields. The hospital, one of the first lunatic asylums in Europe, popularly known by the corruption 'Bedlam,' originated in 'the priory of the star of Bethlehem,' founded at Bishopsgate Without by Simon Fitzmary, Sheriff of London in 1247.
- 2.3.4 The new building, the hospital's third home, was constructed during the period 1812 – 1815 to the designs of James Lewis. Alterations took place in 1835 and 1844-46 by Robert Smirke, these included: two new wings, two new galleried blocks to the rear and the construction of two lodges in the grounds. Smirke also designed the replacement for the building's original cupola (1844-46), resulting in the current copper covered dome. Smirke was also responsible for the adjustments to Lambeth Road during this period. Smirke's wings were subsequently removed in 1930 by Lord Rothermere to create a park in memory of his mother, Geraldine Mary Harmsworth. The surviving central section; of the former hospital, became the Imperial War Museum in 1936.
- 2.3.5 The Borough to Denmark Hill map of c.1830 shows how the street network had been developed in the conservation area. By 1830, buildings front both sides of Brook Street (now Brook Drive) although the street had existed since before 1800, it did not take urban

form for more than half a century. The 1830 map also indicates a development; Moore Place, at the junction of Brook Street and Lambeth Road on the edge of the Bethlehem Hospital. West Square and the southern side of St. George's Road (Prospect Place) had been developed by this time. South Street (now Austral Street) and East Street (now Orient Street) had only been partially built on. On the northern side of St. George's Road a chapel building is identified. The area now known as the "Albert Triangle" is indicated as land belonging to the Philanthropic Society. The map also shows that the land to the north of Lambeth Road; leading up to Westminster Bridge Road, had not yet been developed and remained open land until the 1840s.

- 2.3.6 Laurie Terrace (now No's 105-147 St. George's Road) and Barkham Terrace (now No's 54-92 Lambeth Road) were built in 1842, the latter with the Union Baptist Chapel at its centre. The chapel and the western half of the terrace no longer exist, having been replaced by the private Gainsborough Nursing Home after World War II.
- 2.3.7 Between 1841 and 1848 St. George's Roman Catholic Cathedral was built in St. George's Road, to the north of the Bethlehem Hospital. The cathedral was designed by A.W.Pugin. and built to replace a smaller church in London Road, and to provide a larger place of worship for the many Irish labourers and their families who continued to flood into London to work on the railways and new buildings constructed around the capital.
- 2.3.8 From 1848 the terraces comprising 'The Albert Triangle' were built on the site of the earlier Philanthropic Society building which occupied this site from 1792. The Philanthropic Society was founded to provide for the children of criminals, to teach them a trade and make them useful citizens. In 1849 they decided to relocate to Redhill and most of the land they owned was sold off as small building plots. Other parts of this site were leased and later sold to the School for the Indigent Blind, and the Notre Dame School. Historical maps indicate that between 1879 and 1896 the streets in the Albert Triangle were renamed, by the Metropolitan Board of Works. Colbrook Street, originally known as Richmond Street (named after the Duke of Richmond). Albert Street (named after the Prince Consort) was partly renamed Gladstone Street, a section of which already existed north St. George's Road.
- 2.3.9 A section of the hospital grounds, abutting Ely Place (now Geraldine Street) and the rear of West Square, were leased in 1828 by the Hospital Governors to the Governors of the sister institution of Bridewell, for the erection of a "house of occupations for the employment and relief of destitute of both sexes." These premises, known as King Edward's Schools, remained on this site until 1931, when the children were removed to a more rural setting. The buildings were pulled down soon after. The OS map of 1879 indicates these buildings and terraced houses on Ely Place. The subsequent development of the St. George's Road School (now the Charlotte Sharman Primary School) led to the eventual loss of No's 1-5 West Square.
- 2.3.10 In the late 19th century Charles Booth undertook a scientific social survey of London life. The poverty map of 1898-99 which includes the West Square Conservation Area classes the majority of the area as fairly comfortable with good ordinary earnings. Hayles Street, Brook Drive and Orient Street were classed as mixed, some comfortable, others poor. In contrast, the eastern side of West Square northern side of St. George's Road were classed as middle class, well-to-do.

2.4 20th century urban development

- 2.4.1 During World War II some parts of the conservation area were affected by bombing, these include sites on: Brook Drive, King Edward Walk and Barkham Terrace. The 19th century buildings destroyed were temporarily replaced with pre-fab housing and then redeveloped at a later stage in the 20th century.
- 2.4.2 Between 1964 and 1970, numbers No's 26–23 and then No's 22–19 Colnbrook Street, and numbers No's 37–43 Gladstone street were demolished for extensions to St. Jude's School. The site adjacent to St. Jude's School on Colnbrook Street was ultimately not used for building and eventually became a community garden.
- 2.4.3 Post War developments immediately around West Square include; to the north west, Temple West Mews and No's 46-50 West Square and Harmsworth Mews. The later being developed on land belonging to All Saints Hospital in the far south western corner of the square.

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3 The Character and Appearance of the Area

3.1 Broad Context

- 3.1.1 The West Square Conservation Area is a mixed area containing a number of notable terraces of good quality late Georgian and mid-19th century houses, with a number of significant public buildings. The Imperial War Museum, with its surrounding parkland; Geraldine Mary Harmsworth Park, is the centrepiece of the conservation area. St George's Roman Catholic Cathedral is another important building.
- 3.1.2 The layout of this area is largely derived from its rapid growth through the urbanisation of 18th century London and from the construction of Blackfriars Bridge in particular. Robert Mylne's plan of roads radiating from St George's Circus followed the Parisian example, but the geometric layout of his "dissection of the fields" was pure Georgian. West Square is one of the best Georgian set pieces in the borough, complete with formally laid out central gardens and trees. The area is bisected by two busy main roads: Lambeth Road and St George's Road, where some street trees help to diminish the effect of the traffic. Residential uses predominate, with community use (the Museum) and religious uses also being important

3.2 Local Materials and Details

- 3.2.1 The materials used in the West Square Conservation Area are typical of most London buildings of the 18th and 19th centuries. The brown brick facades of the earlier Georgian terraces are succeeded by yellow stock bricks laid in a Flemish bond with flush mortar joints, with rubbed brick arches to the windows and door, such as can be seen on No's 43 and 44 West Square. After about 1840 rendered architraves, string courses, parapets, and other architectural embellishments were added to the brickwork. For better quality buildings, stucco was used to replicate stone in lined or rusticated forms.
- 3.2.2 From the mid-19th century onwards, buildings tend to include more variety of materials and detailing and this was achieved by using an interplay of different coloured brickwork. In addition to the local brown and yellow bricks, soft reds and gault whites were imported to provide detailing such as string courses, plinths and quoins.
- 3.2.3 Roofs of the Georgian buildings were generally pitched and concealed behind parapets. While the earlier buildings may originally have been roofed with clay tiles, Welsh slate has been almost universal throughout the conservation area since the railways made them easily available from the 1840s. Some roofs have been altered to provide attic rooms in mansard roofs with dormers. Most of the 18th and 19th century buildings have substantial chimneys with distinctive red clay pots.
- 3.2.4 Most windows are double-hung vertically sliding timber sashes. In accordance with by-laws introduced after the Fire of London, the windows are set back in their openings, rather than being flush with the façade. They tend to have six-over-six panes with narrow glazing bars, often reducing to three-over-three panes on the second floor. In Colbrook Street, a typical variation is the introduction of a narrow pane – the margin light – at the edges. After the mid-19th century, the introduction of plate glass made larger panes possible and these are evident in the windows of the orphanage on Austral Street.

- 3.2.5 Historical doors are always made of solid timber. Georgian doors generally have six moulded and fielded panels but, from about the 1840s, local doors often had two long moulded panels rounded at the top. Fanlights above the doors vary from plain glazed rectangles to the semi-circular lights with delicate leadwork patterns that can be seen in West Square.
- 3.2.6 Original boundary treatments are a significant feature of many parts of the West Square Conservation Area, these include: piers, walls, cast iron railings and gates. A number of properties on Gladstone Street, King Edward Walk, West Square and St. George's Road retain good examples. Elsewhere original boundary treatments have been lost or replaced, for example on Brook Drive. Outside the Notre Dame School on the north side of St George's Road, there are unusually heavy gothic cast-iron railings.
- 3.2.7 A number of original wrought iron first-floor balconies have survived, such as those on Laurie Terrace. There are also original cast-iron railings and window guards, particularly in the Albert Triangle area.
- 3.2.8 Historic features such as cast iron insurance plaques, coal holes and boot scrapers remain throughout the conservation area. Where these exist they should be retained and repaired where necessary.
- 3.2.9 Street surfaces generally comprise modern tarmac carriageways with concrete slab pavements and concrete kerbs. However, granite kerbs have survived in a number of stretches and in the Albert Triangle, much of the original Yorkstone paving still exists with inset cast-iron coalholes. This paving has been carefully set out so that the slabs align with the entrances to the houses.

3.3 Sub Area 1 – West Square and St. George's Road

- 3.3.1 The earliest Georgian residential buildings in the area are No's 63-83 (odd) St. George's Road (Prospect Place) of 1794. This terrace comprises houses of three storeys plus basements, set well back from the street with well-defined and contained gardens. The buildings are constructed of brown and yellow brick with plain brick coped parapets of a generally uniform height. Within this terrace, No. 81 has rusticated stucco to the ground floor with stucco cornicing to the parapet and one solitary pilaster. The details of doorways include round arched openings with stucco-lined recesses, moulded stucco impost blocks and breakfront cornice heads or stucco architraves. Some doorways are more decorative with reeded columns, foliage capitals and reeded cornices. Some original six-panelled doors remain *in-situ* as do recessed sash windows with glazing bars and flat gauged brick arches above. The front gardens to this terrace are defined by low brick walls surmounted with metal railings (not original) with entrances and boundaries indicated by substantial brick piers with decorative stone caps.
- 3.5.3 The layout of West Square was started in 1794 and was completed in about 1810. It is one of the earliest surviving Georgian squares in south London. The terraces around the square are generally uniform, arranged around a central green. This uniformity was interrupted with the construction of the Charlotte Sharman School of 1884, which replaced No's 1-5 West Square on the northwest side. The northeast side of the square is a reconstruction in a neo-Georgian style following war damage.

- 3.5.4 The buildings are mostly of three storeys with basements, although in some cases a fourth storey has been added to the roof in the form of mansard roof extensions, which break the continuity of the skyline. On the westside, the centre of the terrace is signified by a slightly projecting central pediment extending over four bays (two dwellings), with flanking houses and end pairs also projecting. This rhythm was mirrored on the opposite side but has been weakened through later alterations caused in part by the use of No. 36 as a semaphore station in the early 19th century. One of the later terraces on the south side rises to four storeys.
- 3.5.5 West Square is built of yellow stock bricks with stucco dressings, dentil corning to parapet roofs, and recessed sash windows with gauged flat brick arches. From street level there are steps leading up to six-panelled wooden doors with semi-circular fanlights. On the westside the two buildings flanking the central projection have first floor windows set back into tall semi-circular arched recesses. On the eastside, this is repeated to the central feature. Other details include stucco banding and keystones, and iron railings, although most of these are replacements.
- 3.5.6 Orient Street is a short narrow street leading off the south-eastern corner of West Square. No's 1, 3, 5 and 7 Orient Street are all Grade II listed buildings. No. 1 is a two storey terraced house over a basement and with an attic. The house steps up to the porch, with reeded columns with acanthus capitals, and corresponding pilasters to rear supporting canopy. Sash windows have glazing bars and gauged brick segmental arches. No's 3, 5 and 7 are early 19th century brick houses in Flemish bond, two storeys over a basement with one window each. Iron railings enclose areas, stucco faces the ground floor, and mansard roofs of slate are later 20th century rebuild. Ground floor openings are flat-arched, the entrances with plain over-lights, shallow pilasters and shallow canopies. Plain brick parapets have stone copings and each property has two dormers.
- 3.5.6 No's 105 -145 St George's Road (formerly Laurie Terrace) were constructed in 1842. They continue the Georgian tradition of three-storey 'second-rate' housing. The terrace, attributed to W R Glasier and T J Crawley, provides a marked contrast to the scale of St. George's Cathedral opposite. This terrace is of yellow stock brick with stucco to the ground floor. The end pairs break forward slightly with stucco quoins. The first floors have French windows with moulded stucco architraves and cast iron balconies, while the second floor windows have gauged brick flat arches. A notable feature is the heavy cast-iron railings to the basement areas, which have panels of stacked semi-circles forming a fishscale pattern.
- 3.5.7 The listed buildings of King Edward Walk (No's 15-31), to the rear of Laurie Terrace, are of a lesser height and style. They are of two storeys with a basement constructed of stock brick with stucco pilasters, frieze and cornice. Some original doors survive comprising two long panels echoing the round arched recesses containing the first floor sashes. Sash windows are generally set within reveals with flat gauged brick arches. Some area railings survive and all of the dwellings have fire insurance signs between the windows. An OS map from around 1830 clearly shows the King Edward Walk properties. Originally the terrace stretched between Lambeth Road and St. George's Road, however post World War II maps indicate that the properties at the northern of King Edward Walk

had been replaced by prefab housing. The Nancy Seear Building (Morley College) now occupies the site.

- 3.5.8 No's 4 – 20 (even) Barkham Terrace, Lambeth Road are a surviving terrace of 3-storey Gothic styled stucco houses. The houses are relieved by shallow bay projections through the ground and first floors of each house. Each bay has a balcony at first floor level. An uncommon feature of the terrace is the chamfering of all the door and window openings. Iron area railings. Barkham Terrace is named after Edward Barkham, an 18th century benefactor of Bethlehem Hospital. It was built in 1842 by Henry Heard of Castle Street and Ann Hewett of the New Kent Road. Originally at the centre of Barkham Terrace was a chapel, the Union Baptist Chapel. The ends of this group are marked by stucco lodges, which provide a visual link with the lodge to the Imperial War Museum.
- 3.5.9 Although the sub-area has a predominantly suburban residential character, it comprises a number of buildings that are important nationally as well as locally. The Imperial War Museum, formerly the Bethlehem Hospital, lies at the centre of the area and is set in spacious grounds. To the east lies West Square, this is one of the oldest surviving Georgian squares on the south side of London. To the north of the Museum sits the unfinished St. George's Roman Catholic Cathedral Church, designed by A W Pugin in 1841-1848 in a Victorian "Gothick" style. This was later altered by Walters in 1885-1905 and damaged during World War II.

3.6 Sub Area 2 – Albert Triangle

- 3.6.6 On the north eastern side of the West Square Conservation Area is the "Albert Triangle", which is bounded by St. George's Road and London Road. This area contains a number of terraces of local architectural importance, built during the mid-19th century when London expanded rapidly. Although dissected by main roads, the area unfolds to reveal hidden pockets of calm, for instance, within West Square and the Albert Triangle, in contrast to the main roads serving as busy thoroughfares. Some of the larger houses have now been divided into flats, and interspersed throughout the area, or in the thoroughfares adjacent to it, are a variety of neighbourhood shops, public houses, business services, schools and private clinics. This pattern is typical of an early London suburb.
- 3.6.7 Within the "Albert Triangle" the terraces of Gladstone Street and Colnbrook Street are listed. They were built between 1849 and 1852 by architects Garland and Christopher. They are generally two storeys over a basement of yellow stock brick with rusticated stucco ground floors and stucco details above. The north side of Gladstone Street is the set piece with three four-bay sections breaking forward under pediments. Some of the ground floor sash windows retain their original margin lights and most of the basement areas have spearhead railings.
- 3.6.8 All the houses have steps up to the ground floor from the street, bridging across the basement areas. Large Yorkstone flags in the pavement, some of which survive intact, identify the entrances. The cohesion of this area is particularly strong even though a number of features, such as the majority of the parapet cornice, have been lost. However, cast iron railings are a significant feature of the Albert Triangle and many have properties retained these original features.

- 3.6.9 Within this area are the Colnbrook Street Schools and the Church of St. Jude. St Jude's was built in 1803-1806 but was largely rebuilt in 1888-1890, after the construction of the school between 1870 and 1874. Both of these buildings are predominantly of the gothic revival style, constructed of Flemish-bond brickwork with stone dressings and slate roofs with emphatic gables. The church has an octagonal bell turret rising to a stone capped roof, filling the angle between the south transept and the flank of the chancel. The Philanthropic Society, dedicated to the training of young offenders, occupied these sites from 1793 to 1848. As the church was not cardinaly orientated it was given over to Anglican use and, in 1871, a scheme for re-orientating and extending it was approved with works that eradicated much of the earlier building, which was in a poor state of repair. Having been deconsecrated in the 1980s, the main body of the church fell into disrepair, with only the crypt in use as a community space. In recent years the church has been restored as is once again being used as a place of worship.
- 3.6.10 Just outside the conservation area is the Notre Dame RC Secondary School for Girls. The complex of buildings date from the late 19th century/ early 20th century and was partly built on land occupied by terraced houses on Gladstone Street. The convent school is four storeys and is an important back drop to the conservation area. Consideration should be given to including the school building within the West Square Conservation Area.
- 3.6.11 Directly opposite the Church of St. Jude on St. George's Road, is Charlotte Sharman School. Originally built in 1884-5 for the School Board for London, the complex interrupts the uniformity of West Square on the northwest side. The school is named after the christian philanthropist. The main block of the school fronts onto Geraldine Street, between West Square and St. George's Road. Fronting onto St. George's Road is the Siobhan Davies Dance Studios. The school annexe building has been refurbished and extended to provide dance rehearsal space. The 19th century building is now topped with dramatic curved roof ribbons.

3.7 Sub Area 3 – Hayles Street and Brook Drive

- 3.7.1 Only part of Hayles Street falls within the West Square Conservation Area (the remaining part is covered by the Elliott's Row Conservation Area). The properties on Hayles Street date from the 19th century, although the road itself pre-dates this. Unlike elsewhere in the conservation area, the Hayles Street properties do not have front gardens. No's 2 – 10 (even) Hayles Street date from the mid 19th century and a terrace of two storey houses. These houses are constructed of stock brick with stucco dressings. No's 12 – 24 (even) Hayles Street are comparable to N's 2-10, but 3 storeys. The end properties formerly housed shops but more recently have been converted to residential use. They feature a stucco main cornice and blocking course with a raised panel, on which is inscribed "Hayles Terrace 1853".
- 3.7.2 Hayles Street continues with a terrace of four, two storey houses No's 26-32 (even). The stock brick paired houses have round arched doorways with stucco surrounds and date from the mid 19th century. No. 34 Hayles Street is dated 1894 on central pedimented plaque to the Lambeth Hayles Estate. The building is three storeys and constructed of yellow stock brick with red brick pilaster strips, frieze, cornice and parapet. Between No's 34 and 38 is Five Court an historic narrow road, now providing access to garages behind.

No's 38, 40 Hayles Street is a pair of early to mid 19th century of two storey cottages, each one bay wide. Faced with stock brick with a stucco cornice, No. 40 has a stucco Doric doorcase. No. 38's doorway is in the side elevation and has a plain surround.

- 3.7.3 Brook Drive shares a boundary with the Walcott Conservation Area (L.B. of Lambeth) and the Elliott's Row Conservation Area. The residential properties along Brook Drive; that fall within the West Square Conservation are comparable to those in the adjoining conservation areas. Although part of the Georgian layout, the north side of Brook Drive was not developed until the late 19th century. The three storey terraced houses were built with the Walcot Estate, much of which lies in the L.B. of Lambeth. The terrace, with alternating groups of square (stock brick) and canted bays (red brick). The ornate rendered detailing around the doors and windows is typical of late Victorian residential properties. Small front gardens with a low are a feature, but typically original boundary treatments have been lost. The terrace is interrupted by No's 71-79 Brook Drive by a 1970s, three storey yellow brick development, which fills in a former bomb site. The western end of Brook Drive terrace continues to Geraldine Mary Harmsworth Park. Eastwards Brook Drive turns into Austral Street, which is the southern approach to West Square.
- 3.7.4 Originally Austral Street was known as South Street, but during the later part of the 19th century the road was renamed. Also during this time a large detached house of the western side of Austral Street was replaced by an orphanage. This three storey building with raised basement, prominent chimney stacks, has end bays set forward and a central pedimented Ionic porch at the head of a flight of steps. The building is yellow brick with red brick basement and bands and is now an annexe building to the Imperial War Museum.

3.8 Views and Vistas

- 3.8.1 The West Square Conservation Area is generally flat and terraces largely line the streets, so the scope for long vistas is limited. Views are either along the streets or across the Geraldine Mary Harmsworth Park.
- 3.8.2 The major landmarks within the area are the Imperial War Museum, St George's Cathedral and St. Jude's Church. All of these benefit from being in longer views across the park, as does the Notre Dame School.
- 3.8.3 Corner public houses feature on three gateways into the conservation area. The Albert Arms No. 1 Gladstone Street, The Prince of Wales No. 51 St. George's Road and No. 147 St. George's Road. The view into the conservation area from London Road is dominated by the Albert Arms; the building occupies a triangular site at the junction of Garden Row and Gladstone Street. The Prince of Wales Public House is on the corner of Hayles Street and St. George's Road and the former pub; No. 147 St. George's Road, on the corner with King Edward Walk.
- 3.8.4 Views westward along Brook Drive and Austral Road are of the adjoining Elliott's Row Conservation Area. The tall buildings of the Elephant Castle can be seen in these western views.

3.8.5 Outside the area, landmarks are less positive. View in both directions along St. George's Road; for instance, are terminated in the east by 20th century developments in the Elephant and Castle town centre. To the west distance views are terminated by modern developments in neighbouring Lambeth.

3.9 Key Spaces and Landscape Elements

- 3.9.1 The conservation area contains two important areas of green space, which make a significant contribution to the spatial character of the area. The Geraldine Mary Harmsworth public park surrounds the Imperial War Museum and is contained within area railings, providing a pleasant refuge from the surrounding streets and traffic. The park is well endowed with trees, which appear dwarfed when viewed against the museum. From certain aspects, the trees help to mask the less interesting elevations of the building. Formality is restricted to the rose beds in front of the museum.
- 3.9.2 West Square on the other hand is a completely formal square with limited access from the north and south, which gives it a sense of privacy despite public ownership. It is enclosed by railings and overlooked by the surrounding terraces. The square is dissected by a cross pattern of paths with trees and flowerbeds planted within the quarters. The enclosure of a central bed with a fence of rustic poles is entirely at odds with the Georgian elegance of the square.
- 3.9.3 The generous width of St George's Road and Lambeth Road enable them to be well stocked with London plane trees, which help to soften the effect of the high volumes of traffic. The width of both Lambeth Road and St. George's Road also add to the spatial quality of this part of the conservation area.
- 3.9.4 Elsewhere the streets tend to be generously wide, but the predominance of the terraced form gives only occasional glimpses of private gardens behind the frontage buildings. There is however a triangular garden behind Barkham Terrace.
- 3.9.5 On the western side of Austral Street, mature trees are to be found outside the former orphanage, which is now an annexe to the Imperial War Museum. The trees are likely to have been planted at the same time as the buildings on Austral Street. Further along Brook Drive young trees have been planted, to soften the townscape.
- 3.9.6 Original ground surfacing materials have generally been lost throughout the conservation area. The most significant surviving element is the broad, flat granite kerbstones which are still widespread. Public footways are paved with concrete paving slabs crossed by a number of vehicle crossovers and generally in a fair condition.
- 3.9.7 Street furniture is largely of the late 20th century design and consists primarily of traditional style metal street lamps with a bell-shape lamp. On Brook Drive the street lamps are the standard grey municipal type.

4 Audit

4.1 Listed Buildings

4.1.1 The list of buildings of special architectural or historic interest for Southwark descriptions are available from the Council. The following buildings within the West Square Conservation Area are statutorily listed:

- No's 15-31 (odd) King Edward Walk;
- Lodge to the Imperial War Museum, Lambeth Road;
- Roman Catholic Cathedral of St. George, Lambeth Road;
- Imperial War Museum, Lambeth Road;
- Former Church of St. Jude, St. George's Road;
- No's 63-83 (odd) St. George's Road;
- No's 105-145 (odd) St. George's Road;
- No's 3-11 (odd) Gladstone Street;
- No's 13-35 (odd) Gladstone Street;
- No's 4-48 (even) Gladstone Street;
- No's 1, 3, 5, and 7 Orient Street;
- No's 20-24 (consecutive) West Square;
- No's 25-28 (consecutive) West Square;
- No's 29-45 (consecutive) West Square; and
- Charlotte Sharman School (block fronting Geraldine Street) West Square.

4.2 Key Unlisted Buildings and Building Groups

4.2.1 The main defining elements of the conservation area are groups of buildings that combine into frontages that define 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 building groups are of particular note:

- Imperial War Museum, All Saints Annexe, Austral Street;
- No. 1 Gladstone Street;
- No's 2-10 (even) Hayles Street;
- No's 12-24 (even) Hayles Street;
- No's 26-32 (even) Hayles Street;
- No. 34 Hayles Street;

- No's 38, 40 Hayles Street;
- Nancy Seear Building, Morley College, King Edward Walk;
- No. 2 Barkham Terrace, Lambeth Road;
- No's 4–20 (even) Barkham Terrace, Lambeth Road;
- No. 24 Barkham Terrace, Lambeth Road;
- No. 51 St. George's Road, The Prince of Wales public house;
- No's 57, 59 St. George's Road;
- Siobhan Davies Studios, St. George's Road;
- No. 147 St. George's Road, The Morley Gallery;
- No's 104-108 (even) St. George's Road;
- No's 110–116 (even) St. George's Road;
- Railings to Notre Dame RC Secondary Girls' School, St. George's Road;
- No. 150 St. George's Road (N side), Archbishop's House; and
- Cathedral House, Westminster Bridge Road.

4.3 Archaeology

- 4.3.1 The primary archaeological interest within the Conservation Area relates to the presence of the Civil War Defences. The site of the Imperial War Museum is likely to be the location of the former fort located at the site of the Dog and Duck. Lines of defences running from the fort east to a fort at Newington Causeway and west to a further fortification at Lambeth Palace may well survive as buried archaeological features.
- 4.3.2 Antiquarian observation have also recorded the presence of Roman and prehistoric artefacts within the vicinity of the Conservation Area indicating some exploitation of the landscape at these times.

4.4 Negative Elements

- 4.4.1 Whilst the West Square Conservation Area remains substantially intact, the cumulative effect of small scale changes is damaging the overall character and appearance of the conservation area. Particular problems within the West Square Conservation Area include: replacement windows and doors, loss of architectural details, satellite dishes, inappropriate repair methods and materials.
- 4.4.2 Replacement front garden boundary treatments not in keeping with other properties in the conservation area (e.g. rendered walling and modern walling blocks on Brook Drive) are having a negative impact.
- 4.4.3 War damage or later demolition resulting in the erection of some buildings that do not enhance the character of the West Square Conservation Area and has affected the consistency of the residential areas. These areas include: Temple West Mews and No's 71-89 Brook Drive.

- 4.4.4 In the streets, poorly maintained surfaces, loss of traditional materials, and inappropriately designed and sited street furniture often detract from the townscape. In West Square, the car is a significant detractor: the one-way system simply creates more signage, while the sub-division of houses increases the demand for parking space.

4.5 Environmental Improvements

- 4.5.1 The conservation area would benefit from a consistent treatment of the public realm in terms of paving materials. Original kerbs exist throughout the West Square Conservation Area and consideration should be given to removal of tarmac and replacement with traditional materials.
- 4.5.2 Continuation of street trees along St. George's Road and Lambeth Road and improved planting to the Lambeth Road side of Geraldine Mary Harmsworth Park would benefit the conservation area.
- 4.5.3 Piecemeal improvements to the front gardens of individual properties have degraded the public realm particular along Brook Drive. Higher quality materials, walls and railings need to be encouraged.
- 4.5.4 Opportunities exist within the conservation area for removal of inappropriate modern alterations such as: UPVC windows and modern doors. Consideration should also be given to the relocation of satellite dishes to the rear or roofline.

4.6 Potential Development Sites

- 4.6.1 There are few potential development sites within the conservation area. 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. A number of potential redevelopment sites neighbouring the conservation area. Proposals for such sites will need to demonstrate that there is no detrimental effect on the character or appearance of the West Square Conservation Area.

4.7 Boundary changes

- 4.7.1 Consideration should be given to the inclusion of the Notre Dame School and grounds within in the West Square Conservation Area.

5. Guidelines

5.1 Introduction

Purpose of this guidance section

- 5.1.1 This section of the report draws out from the appraisal those themes that are essential to the West Square Conservation Area's historical character, to which new development and improvement should pay heed. It is not intended to provide a perspective methodology for new design in the area or to exclude innovation.
- 5.1.2 It should also be noted that architectural style, in terms of the design of elevations, selection of materials, detailing and so on, is only part of the concern. Equally important are townscape issues of mass, overall form, building placement relative to the public realm, creation and presentation of views and vistas, quality of boundary treatments, and visual impacts of utility areas such as parking, servicing and site access.
- 5.1.3 There are limited development pressures in the West Square Conservation Area as the area is generally built out. Where opportunities to replace buildings of limited value arise then there should be no objection in principle to good new building design in the conservation area in contemporary styles and following the 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.
- 5.1.5 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.
- 5.1.6 The following guidance provides some indication of the most appropriate approach to common problems and development pressures within the area. It is always wise to seek advice from the Council's planning and conservation officers before considering any building work.

5.2 Development Form and Urban Morphology

- 5.2.1 Renewal of the area is required through the redevelopment, alteration and renovation of buildings. In the majority of cases the existing buildings within the West Square Conservation Area are good quality townscape buildings (buildings of merit) that need to be retained and, where required, repaired and refurbished. In a small number of places poor development in relatively recent times may 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 was shaped during end of the 18th and the 19th centuries. The urban structure is typified by narrow street blocks and relatively long terraces or tenement buildings. Buildings are generally set back behind a small front garden.

5.2.3 Development can therefore respond by:

- Maintaining the established or historic building line on the street – in most of the conservation area this means setting building frontages back to provide front property boundaries defined by railings, low walls and fences. It is important to restore and continue the street definition these create;
- Designing facades to echo the narrow module of the traditional building plot, creating strong rhythms with architectural elements along the street and expressing verticality;
- Ensuring building footprints do not fill the whole of the plot but respect the historic building to ground ratio;
- Keeping utility areas behind the street frontage and retaining the front garden boundary line, as opposed to creating parking areas to the front of the properties; and
- Maintaining the mature trees and hedges that add to the amount of soft landscaping in the conservation area, complementing the Geraldine Mary Harmsworth Park and West Square Garden.

Building form

5.2.4 The common building forms in the conservation area also determine the way that development and changes can take place. Through much of the area the dominant building type are 18th and 19th century terraced houses.

5.2.5 A visual rhythm in the street is created by the relatively narrow frontages of the terraces, approximately 5m in width, and the regular bays of the tenements. This gives a strong verticality to buildings. Particular characteristics which should be observed in conversion and new design are:

- Heights range mainly between two and four storeys.
- Where new development is proposed buildings should respect the adjacent building heights;
- Roof lines are typically hidden behind parapets. Extensions and changes to the basic roof form are generally unacceptable even when located on the rear roof plane. Given the cohesive nature of the roofscape to properties in some parts of the conservation areas, mansard extensions would not be considered appropriate.

- Relatively narrow plot widths that give strong verticality to elevations are important in maintaining the visual rhythm of development blocks; and
- Regular residential patterns of fenestration and a strong verticality in upper floors should be maintained.

5.3 New design in the Conservation Area

- 5.3.1 Opportunities for new development in the conservation area are limited, but there are buildings requiring sensitive restoration or possibly adaptation.
- 5.3.2 Although new design should be sympathetic to the existing characteristics of the area modern design is not necessarily to be precluded. Success of contemporary design in the conservation area will not come from aping the style of 18th and 19th century houses, but in building on the unique townscape opportunities of building height, set back, plot width (visual rhythm) and continuity that the development pattern affords.
- 5.3.3 Where rear extensions are proposed, they should normally be no more than one storey in height, be low key in design and as unobtrusive as possible. Full width rear extensions will normally prove unacceptable. Extensions should be clearly subservient to the main part of a building and not add appreciably to the building's bulk. In some cases it may not be possible to devise an acceptable scheme to extend a property, although each case will be judged on its individual merits.

5.4 Public Realm

- 5.4.1 In this context the public realm includes everything visible from publicly accessible areas, including both street spaces and any areas up to the front elevations of buildings. The essential components of the public realm that development and improvement should address are:
- Boundaries and frontages that define its edges;
 - The surfaces and design of the space itself; and
 - Trees, street furniture and other artefacts in the space.

5.5 Boundaries

- 5.5.1 In most parts of the conservation area, front gardens for the boundary of the public realm and the retention of strong delineation are of paramount importance. Where original boundary treatments remain they should be retained in their entirety and repaired where necessary. In streets where boundary walls and railings have been lost or constructed of inappropriate materials, the Council will encourage their replacement or reinstatement in order to re-create the original character of the streets within the West Square Conservation Area.

5.6 Trees and Street Furniture

- 5.6.1 Trees, important in greening the public realm, softening hard built edges and enclosing spaces. There is scope for new street trees in relation to new development and public realm improvement. Where space allows, semi-mature specimens planted with tree guards are to be preferred to saplings, in order to have greater resistance to damage and a stronger visual impact. Elsewhere a minimum size is required to ensure successful

establishment. The type of tree needs to reflect and complement building elevations and have regard to both historical precedent and future climate change effects.

- 5.6.2 A more co-ordinated approach to the design and siting of street furniture, such as bus shelters, lamp standards and highway signs, is required. Simple designs appropriate to the West Square Conservation Area's heritage, whilst avoiding "Victoriana" clichés, would be appropriate.

5.7 Improvements and Repairs Materials

- 5.7.1 Choice and use of materials can have a significant effect on the character and appearance of the West Square Conservation Area. It is therefore important that materials are appropriate for the building and for the conservation area. Care should be taken to ensure that original materials are retained whenever possible, and if replacements are necessary because of decay or damage, materials are chosen to match the originals as closely as possible in both appearance and performance.
- 5.7.2 The use of natural, traditional materials will be encouraged 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. The use of cement mortars and renders are discouraged on historic buildings.

Maintenance

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

Windows and doors

- 5.7.4 Where original elements exist they should whenever possible be retained in situ and repaired. All external joinery should be painted, which is the traditional finish. Stained or varnished timber finishes are inappropriate in the West Square Conservation Area. Most window frames are painted white, although white may not have been their original colour, however repainting in garish colours would be inappropriate.
- 5.7.5 Replacement windows to listed buildings need to match the original glazing bars and detail of the originals. Where the existing windows or doors are however later alterations they determinably affect the character or appearance of a building, the Council will consider their replacement with appropriate traditional design. The use of modern materials such as aluminium or UPVC is inappropriate, it is often impossible to replicate

timber sash window as a double glazed units and not acceptable on historic buildings. Stick on glazing bars and trickle vents are also considered unacceptable and incongruous features.

- 5.7.6 Double glazing is only acceptable on unlisted buildings within the conservation area, where it matches accurately the appearance of the original windows in terms of detail design. If increased insulation is required then use of secondary glazing should be considered. Stick on glazing bars and trickle vents are considered unacceptable in the conservation area.
- 5.7.7 Similarly, original front doors would have been timber panelled, in many cases with glazing in the upper panels, and replacements will be expected to follow the traditional design. Modern details such as doors with integral fanlights (i.e. where the fanlight is within the design of the door) are likely to prove unacceptable.
- 5.7.8 All external joinery should be painted. Stained or varnished timber finishes are inappropriate in the conservation area, as the wood would traditionally have been painted. Most window frames are painted white, although white may not have been their original colour: however repainting in garish colours would be inappropriate. Darker "heritage" colours should be considered for doors, such as navy, maroon, dark green, black, etc.

Roofs

- 5.7.9 Where possible, original roof coverings should be retained and if necessary repaired with slate to match the existing. Where re-roofing is unavoidable because of deterioration of the existing roof covering or inappropriate later works, the use of natural slate will usually be required. The use of more modern materials such as concrete tiles and artificial slate is unacceptable, and their greater weight can lead to damage and deterioration of the roof structure if inappropriately used. Natural roof slates should be used on listed buildings and either natural or good quality reconstituted slate on unlisted buildings in the West Square Conservation Area. Natural slates have a better appearance and weather gradually and evenly over time: most artificial slates weather badly with streaking and leaching of colour and adverse effects on the overall appearance of the building.
- 5.7.10 Given the low pitches and/or parapet design of 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 few cases where the roof is already altered or hidden from view, some alterations may be possible. In such cases the Council will normally seek low key solutions minimising any adverse visual impact through the use of sympathetic designs and appropriate materials. Furthermore, given the cohesive nature of the existing roofscapes within the West Square Conservation Area, mansard extensions would be considered inappropriate on some terraces.
- 5.7.11 Where the historic 'v' shaped valley or butterfly roofs exist these should be retained and it is the council's intention to preserve these surviving details wherever possible. If this is the case and the 'v' is still in situ the rear wall to the loft extension should rise up from behind the existing brickwork. The rear elevation of the loft extension should also be sloping and slate clad, like the front.

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

Brickwork

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

Stucco and render

- 5.7.16 It is of particular importance that stucco render is kept in good repair and that regular maintenance takes place. Stucco is lime based, and it is important that any repairs are made in material to match. Hard cement renders can be damaging on a historic building and are therefore discouraged. If the surface is damaged, stucco may deteriorate quickly through water ingress possibly leading to further damage to the structure behind. Early localised repairs of the problem areas are usually the most appropriate approach when damage occurs. Major repair works can be expensive and difficult to carry out and are best undertaken by experts.
- 5.7.17 Stucco requires regular repainting for appearance and to maintain weather resistance, taking care not to obliterate decorative features. The stucco would originally have been a stone colour, and paint should be chosen carefully with this in mind and to respect the unified character of the area. 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 unacceptable. Generally the use of the colours buttermilk, parchment, ivory and magnolia are acceptable under British Standard Colours: BS 4800, these are BS 10B15, BS 08B17 and BS 08B15 respectively. Use of a gloss or eggshell finish that allows the masonry to 'breathe' is recommended and will not require consent. Textured or highly glossy paints and 'brilliant white' should be avoided.

5.7.18 Where features such as capital, pilasters have been lost, the Council will encourage their reinstatement using traditional materials following the design and detailing of those originals remaining on other properties.

Ornamental ironwork

5.7.19 Original iron railings, balustrades and balconies should be retained and protected through regular painting (black) and maintenance. The reinstatement of missing ornamental ironwork with good quality replacements of similar and appropriate design will be encouraged. Some original balustrades and balconies remain, and historically faithful copies can be made and installed (subject to the Council's approval). Given the untidy nature of some current boundary treatments, the Council would encourage the reinstatement of boundaries.

Rainwater goods

5.7.20 Gutter and downpipes are of a standard style, originally in cast iron. Problems may occur with cracked pipes, blockages and broken fixings. Regular maintenance will minimise these defects. Repairs and renewal should preferably be in cast iron. This is readily available and provides a better long-term investment than fibreglass or plastic

Satellite dishes

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

- concealed behind parapets and walls below ridge level;
- set back on side and rear extensions;
- set back on rear roofs below ridge level; or
- located on the rear or garden elevation.

5.8 Renewable Energy

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

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

- equipment should be installed away from principal elevations or dominant roof slopes;

- the cumulative visual impact of the equipment on one or group of buildings within the conservation area;
- wherever possible panels which sit flush with the roof covering should be used rather than framed systems;
- ensure that the impact of the equipment on the setting of the heritage asset (listed building and/ or conservation area is minimised by the: location, size, colour and reflectivity of the system selected ;
- structural impact on the historic building of the installation of a micro-generation system; and
- new pipe work, cables or excavations associated with the micro-generation system should cause the least amount of damage to the historic building and should wherever possible be fully reversible.

DRAFT

Useful information

General advice

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

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

Useful telephone numbers

General Planning Enquiries 0207 525 5438

Conservation & Design Team 0207 525 5448

Planning Enforcement 0207 525 5419

Building Control 0207 525 5582

Tree Protection Officer 020 7525 2090

Other useful contacts

English Heritage 0870 333 1181

<http://www.english-heritage.org.uk>

The Society for the Protection of Ancient Buildings 0207 377 1644

www.spab.org.uk

The Victorian Society 0208 9941019

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

The Council for British Archaeology 0190 467 1417

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

Ancient Monuments Society 0207 236 3934

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

The Georgian Group 08717502936

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

The Twentieth Century Society 020 7250 3857

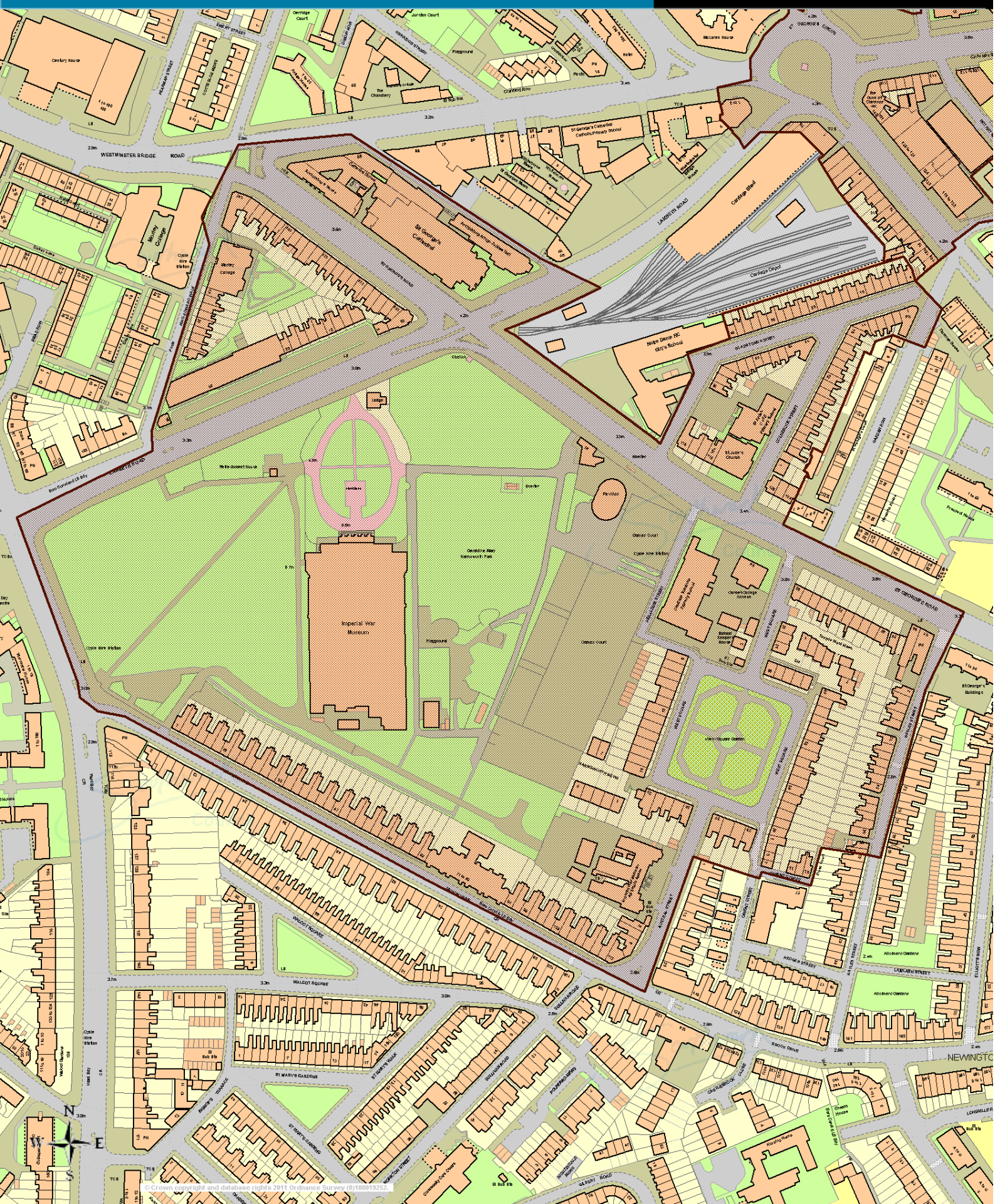
<http://www.c20society.org.uk/>

Further Reading

- Ashurst, J and N (1988) – Practical Building Conservation, Vols. 1 to 5.
- 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 (2008) – Climate Change and the Historic Environment.
- Godely, R J (1996) – Southwark: A history of Bankside, Bermondsey and The Borough.
- HMSO (2010) – Planning Policy Statement 5 [PPS 5]: Planning for the Historic Environment.
- HMSO (2010) – Planning Policy Statement 5 [PPS 5]: Planning for the Historic Environment: Historic Environment Planning Practice Guide.
- Institute of Historic Building Conservation [IHBC] (2002) – A Stitch in Time: Maintaining your Property Makes Good Sense and Saves Money.
- Reilly, L (1998, London Borough of Southwark) – Southwark: an Illustrated History.

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Date 9/1/2012



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APPENDIX 3

MEETING:	Borough and Bankside Community Council	Date:	26 January 2012
ITEM TITLE:	West Square Conservation Area		
REPORT AUTHOR:	Tracy Chapman 020 7525 2289 tracy.chapman@southwark.gov.uk		
JOB TITLE & DEPARTMENT	Senior Design & Conservation Officer Regeneration and Neighbourhoods		

SUMMARY OF CONTENT

A description of the effect of an existing designation of the West Square Conservation Area.

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

KEY ISSUES

- The methods used to involve and engage people affected by the West Square Conservation Area need to be accessible to all.
- The existing West Square Conservation Area may impose additional planning requirements upon those seeking to make alterations to their properties, which may have an impact on those on lower incomes such as lone parents, disabled people, the BME community and the elderly.

DECISIONS REQUIRED:

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

**PAGE'S WALK CONSERVATION AREA
EQUALITIES IMPACT ASSESSMENT****Stage One: Scoping****1. What policy, strategy or plan is this assessment addressing?**

The West Square Conservation Area designated part of Borough and Bankside under the powers of the Planning (Listed Buildings and Conservation Areas) Act 1990 as an area of special architectural or historic interest the character or appearance of which was desirable to preserve or enhance.

The conservation area appraisal that is under consideration and that accompanies a designation must be in general conformity with national and regional guidance and policy and contribute towards meeting local needs. The council's policies and strategies must also be evidenced to ensure that they are robust, meet local needs and can be justified.

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

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

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

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

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

- Age.
- Disability.
- Gender reassignment.
- Marriage and civil partnership
- Pregnancy and maternity.
- Race.
- Religion or belief.
- Sex.
- Sexual orientation.

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

Community and Stakeholder Involvement

The Planning (Listed Buildings and Conservation Areas) Act 1990 does not oblige the council to consult on its decision to designate a conservation area or an appraisal document however, the council will consult with the occupants of properties in the designated area in accordance the council's adopted Statement

of Community Involvement (SCI). The SCI sets out how and when Southwark Council will involve the community in the preparation of planning documents and on applications for planning permission in the borough.

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

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

Considerations:

- Certain groups may not be able to access information and consultations as easily as others i.e. disabled people, those who do not have English as their first language, young people, those who support vulnerable people such as women who are more likely to care for children, older people and those with limiting illnesses.
- Certain groups may not feel comfortable expressing their views in public due to fear of discrimination such as people from the LGBT community, faith groups, young people and the BME community.
- People may not feel safe in attending public information or consultation events at certain times of the day, in particular after dark, such as older people and women
- Events may clash with times of religious observance and therefore we need to take into account people's faiths.
- Information may not be presented in a way that engages people effectively, such as material only printed in English, or information presented in a complicated format or language.
- Certain groups may not understand the relevance of West Square Conservation Area appraisal to them and therefore they do not become involved in the process.
- Certain groups may have a negative perception of the council or disappointing experiences of community consultations which stop them becoming involved in the process.
- If people do not feel that they can access information at an early stage or have problems accessing it, they may become disillusioned in the process and lose interest i.e. BME groups, young and elderly people and disabled people.
- Some people may not be aware how to express their views or how these will feed into the process i.e. children and young people.
- There may be differences in the needs and aspirations between different groups which may result in conflict.
- People may feel as though certain groups are having a greater influence on how development within the West Square Conservation Area.

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

Design and Heritage

The existing West Square Conservation Area may impose additional planning requirements for those seeking to make alterations to their property. The West Square Conservation Area was originally designated because we value its distinctive historic character. Consideration should be given to the following issues in the development and implementation of policies for design and heritage:

Considerations

The pattern of development

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

Improved quality of design

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

Improved public realm and environmental quality

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

Stage two: Assessment of Impacts

Part A: Feedback from the Equalities and Diversity panel

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

The West Square Conservation Area has not been presented to the Equalities and Diversity panel as it was not considered to be a necessary requirement. There is no statutory obligation on the council to consult on the designation of a new conservation area. This document will be consulted on in line with the council's adopted SCI and will also be subject to its own equalities impact assessment.

Part B: Purpose and aims of policy/strategy

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

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

3. What are its aims?

The purpose of the statement is to provide an account of the West Square Conservation Area and is a clear indication of the Council's approach to its preservation and enhancement. It is intended to assist and guide all those involved in development and change in the area, and will be used by the Council in assessing the design of development proposals.

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

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

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

The pattern of development

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

Improved quality of design

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

Improved public realm and environmental quality

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

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

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

Part C: Application of this policy/strategy

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

The appraisal sets out how planning applications for developments within conservation area, will need to 'preserve or enhance' the character and appearance of the West Square Conservation Area. New development will need to respect the context of the conservation area, having regard to the content of the conservation area appraisal, propose appropriate materials, preserve traditional features of the area and do not introduce design features or materials that are out of character with the area.

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

The existing West Square Conservation Area will contribute to eliminating discrimination, promoting equality of opportunity and promoting social cohesion and good community relations.

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

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

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

Monitoring of planning applications

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

Annex 3: Related projects and EQIAs

The Southwark Plan

Key findings:

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

Core strategy

Key findings:

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

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

Southwark 2016

Key findings:

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

Elephant and Castle SPD

Key findings (Scoping report only)

- Redevelopment and regeneration of areas may result in potential displacement of local businesses from the Elephant and Castle shopping centre and surrounding area. This may have a disproportionate impact on black and ethnic minorities of which a larger percentage work in the existing SME businesses. This could also have a negative impact on older people who have less opportunity to re-train in other areas and would be forced to move elsewhere if their current employment was removed.
- Transport improvements could have a disproportionate impact on different groups with protected characteristics. The EqIA identified that the needs of those with disabilities, young families and older people will need careful consideration to ensure safe and accessible routes through new development. Increased pedestrian and cycle routes can have a positive impact on those with lower incomes, promoting more sustainable means of travel for no cost which can lead to health improvements and increased access to employment. Safe and reliable public transport can

also have a beneficial impact on more vulnerable groups such as older people, women and black and minority ethnic groups.

- Improvements to the public realm and open spaces is likely to have a positive impact on all groups with protected characteristics however the needs of disabled people and people with young families will need to be considered to ensure everyone has equal access to these spaces.

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