

Item No. 6.2	Classification: Open	Date: 4 April 2011	Meeting Name: Borough and Bankside Community Council
Report title:	Development Management planning application: Application 11-AP-4343 for: Listed Building Consent Address: 1-13 PARK STREET, LONDON, SE1 9AB Proposal: Refurbishment and extension of Grade II listed terrace including mansard roof extension to No.s 1,3,7,9 & 11, to provide an additional 5 residential units: resulting in a total of 12 units, to comprise 2 x studio flats, 7 x 1 bed flats, 2 x 2 bed flats, and 1 x 4 bed flat.		
Ward(s) or groups affected:	Cathedrals		
From:	HEAD OF DEVELOPMENT MANAGEMENT		
Application Start Date 23 December 2011		Application Expiry Date 17 February 2012	

RECOMMENDATION

- 1 Refuse Listed Building Consent.

BACKGROUND INFORMATION

- 2 Councillors have requested for this application be brought to the Borough and Bankside Community Council, in order for it to be considered by the community council.

Site location and description

- 3 The site comprises seven properties on the south side of Park Street. The properties are all three storey with traditional shopfronts on the ground floor. Number five has a 2 bay dormer. The properties are group listed grade II (numbers 1-13 odd). There are seven flats in the buildings accessed individually from street level.
- 4 Borough Market lies to the east of the site, and opposite the site are three storey terraced houses of a similar age to the application properties although unlisted. A new development known as Brew Wharf Yard is taking place opposite the site, to create a new link through to Stoney Street with a new restaurant and retail units in the arches.
- 5 The site is in a District Town Centre, Central Activity Zone, Air Quality Management Area, Strategic Cultural Area, Archaeological Priority Zone and the Borough High Street Conservation Area.

Details of proposal

- 6 The applicant wishes to add a mansard roof to the row of terraces (1-11) in order to reconfigure the flats slightly, and to result in the addition of five units in total. This

would involve a small amount of lateral conversion with the removal of some of the partitions on the upper floors.

- 7 The roof to number 5 already has a dormer which was carried out prior to listing. The proposal seeks to remove butterfly roofs at numbers 1, 3 and 9. Number 7 and 11 already have pitched roofs, again, installed prior to listing.
- 8 The roof to number 13 would be renewed with slate.
- 9 The existing chimneys would be raised to the new roof levels with materials to match the existing. Dormer windows would be provided to each mansard.

Planning history

- 10 Thameslink application TL12 (Transport and Works Act) consent granted for the demolition of the rear outbuildings at 1-13 Park Street following CPO by Network Rail.
- 11 11-AP-4342 Accompanying planning application.

Planning history of adjoining sites

- 12 08-AP-1650 was granted on 01/04/10 for the re-use of existing railway arches for a new restaurant, retail units, bakery and associated plant - the restaurant to extend into a new two storey building to the rear/side of 12/14 Park Street. Erection of four single storey retail units and ancillary stores/W.C. on existing yard. Creation of a new pedestrian link off Park Street connecting through Brew Wharf Yard to Stoney Street; alterations to building on west side of viaduct to facilitate access to service yard and formation of toilets/technical room on second floor.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

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

The impact of development on the fabric and special interest of the Listed Building.

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 7.8 Heritage assets and archaeology

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

- 17 PPS5

Principle of development

- 18 In Listed Building terms, a roof extension to these properties is unacceptable due to the loss of historic fabric, as set out below.

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

- 19 Saved Policy 3.12 Quality in design, requires that developments should achieve a high quality of both architectural and urban design, enhancing the quality of the built environment in order to create attractive, high amenity environments people will choose to live in, work in and visit. New buildings and alterations to existing buildings should embody a creative and high quality appropriate design solution, specific to their site's shape, size, location and development opportunities and where applicable, preserving or enhancing the historic environment.
- 20 It is considered that the uniform stripping of the existing/original roofs to the whole terrace represents an unacceptable loss of historic form and fabric. The Applicant's Heritage statement acknowledges that the proposal will "result in some harmful alteration to the listed terrace" and change to the historic architectural appearance of the terrace, with the new roof form appearing above the parapet instead of being screened behind it. It also notes that the existing mansard to No.5 has already caused notable harm to the unity of the listed group.
- 21 Saved Policy 3.15 Conservation of the historic environment, requires that 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 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. Policy HE7.2 of PPS5 also 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's conservation and any aspect of the proposals. The particular nature of the groups significance lies within its consistency of form and detailing, within which there is some variety in the later C19 shopfronts, as well as the C20 alterations to the roofs of No.s 5, 7 and 11.
- 22 Section 3.4.15 of the Borough High Street Conservation Area Appraisal notes that on the south side, Park Street has a particularly good line of early 19th century houses (designed by Henry Rose, 1831), converted later in the 19th century to shops: these include some good traditional shop fronts. The strong line of the three-storey façade turns sharply and passes below the railway, closing the westward view, and the viaduct completes the enclosure of the street space.
- 23 Saved Policy 3.16 Conservation areas, requires that within conservation areas, development should preserve or enhance the character or appearance of the area. New development, including alterations and extensions, should respect the context of the conservation area, and not involve the loss of existing traditional features of interest which make a positive contribution to the character or appearance of the Conservation Area. The quality of this terrace of listed buildings is extremely important to the conservation area townscape, and the roofscape is also visible from the London Bridge to Waterloo train-line. Officers do not consider that the current variety of roof forms across the terrace is a negative feature to the area, indeed it adds variety and

interest as well as showing the organic and incremental changes that have taken place over the last 180 years. Regularising this variety would be to the detriment of this character and authenticity of development.

- 24 Saved Policy 3.17 Listed buildings, requires that development proposals involving a listed building should preserve the building and its features of special architectural or historic interest. 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.
- 25 This proposal is considered to represent an unacceptable loss of important historic fabric and fails to preserve existing detailing; at least half of the roofs in the terrace are original, and their loss cannot be justified. The proposal to completely change the roof-forms to mansards is detrimental to the special architectural and historic interest of the terrace, and fails to relate sensitively to the period, style, detailing and context of the listed building or later alterations of architectural or historic interest.
- 26 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. We will do this by 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.
- 27 Policy HE9.2 of PPS5 requires that where the application will lead to substantial harm to or total loss of significance, local planning authorities should refuse consent unless it can be demonstrated that the substantial harm to or loss of significance is necessary in order to deliver substantial public benefits that outweigh that harm or loss. The public benefits that would arise from this proposal relate to the provision of additional residential accommodation within the mansard roof-space; while additional housing within the Borough is always welcomed in principle, it should not be at the significant loss of historic fabric and form. Accordingly it is not considered that this harm to national heritage is outweighed by the provision of limited quality residential units.

Conclusion on listed building issues

- 28 Due to the harmful impact that the proposal would have on the special fabric and interest of the listed building, including the loss of important traditional slate roofs, the proposal is contrary to the Council's policies and to Government advice and is therefore recommended for refusal.

Community impact statement

- 29 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.

- 30 There will be no impact on local people as the proposal is recommended for refusal.

Consultations

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

Consultation replies

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

Summary of consultation responses

- 33 Concerns over loss of historic fabric.

Human rights implications

- 34 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.

- 35 This application has the legitimate aim of providing mansard roof additions and five additional units. 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

- 36 N/A

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/1523-H Application file: 11-AP-4343 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 5405 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	Susannah Pettit, Senior Planning Officer	
Version	Final	
Dated	14 March 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	No	No
Date final report sent to Constitutional Team		23 March 2012

Consultation undertaken

Site notice date: 11/01/12

Press notice date: 12/01/12

Case officer site visit date: 11/01/12

Neighbour consultation letters sent:11/01/12

Internal services consulted:

Design and Conservation team.

Statutory and non-statutory organisations consulted:

English Heritage
The Georgian Group

Neighbours and local groups consulted:

BOROUGH MARKET BOROUGH HIGH STREET LONDON SE1 9AH
7B PARK STREET LONDON SE1 9AB
JADE HOUSE 3 PARK STREET LONDON SE1 9AB
8 STONEY STREET LONDON SE1 9AA
7A PARK STREET LONDON SE1 9AB
2 PARK STREET LONDON SE1 9AB
11 PARK STREET LONDON SE1 9AB
6-8 PARK STREET LONDON SE1 9AB
9 STONEY STREET LONDON SE1 9AA
BASEMENT AND GROUND FLOOR 5 PARK STREET LONDON SE1 9AB
FIRST FLOOR AND SECOND FLOOR FLAT 3 PARK STREET LONDON SE1 9AB
GROUND FLOOR 13 PARK STREET LONDON SE1 9AB
BASEMENT AND GROUND FLOOR 9 PARK STREET LONDON SE1 9AB
FIRST TO THIRD FLOORS 5 PARK STREET LONDON SE1 9AB
12-14 PARK STREET LONDON SE1 9AB
10 PARK STREET LONDON SE1 9AB
8 PARK STREET LONDON SE1 9AB
1A PARK STREET LONDON SE1 9AB
FIRST FLOOR 9 PARK STREET LONDON SE1 9AB
BASEMENT AND GROUND FLOOR 4 PARK STREET LONDON SE1 9AB
LIVING ACCOMMODATION 9 STONEY STREET LONDON SE1 9AA
ROAST AT THE FLORAL HALL BOROUGH MARKET BOROUGH HIGH STREET LONDON SE1 1TL
MESSRS DRINKS CAGE LTD BOROUGH MARKET BOROUGH HIGH STREET LONDON SE1 9AH
BOROUGH MARKET CATHEDRAL STREET LONDON SE1 9AL
MARIAS MARKET CAFE BOROUGH MARKET BOROUGH HIGH STREET LONDON SE1 1TL
MESSRS LE MARCHE BOROUGH MARKET BOROUGH HIGH STREET LONDON SE1 9AH
28 SOUTHWARK STREET LONDON SE1 1TU
15 PARK STREET LONDON SE1 9AB
7 PARK STREET LONDON SE1 9AB
4A PARK STREET LONDON SE1 9AB
BRIDGE STUDIOS 13 PARK STREET LONDON SE1 9AB
7A STONEY STREET LONDON SE1 9AA
Ground floor Irwin House 118 Southwark Street London SE1 0SW

by email
c/o 13 Park Street London SE1 9AB
6 PARK STREET LONDON SE1 9AB

Re-consultation:

N/A

Consultation responses received

Internal services

Design and Conservation team: Objection. Comments incorporated into the report.

Statutory and non-statutory organisations

English Heritage: You are hereby authorised to determine the application for listed building consent, and English Heritage is not expressing any views.

The Georgian Group: Objection.

The proposal will result in the removal of significant historic fabric and be damaging to the architectural significance of the listed buildings as well as the conservation area. It is critical that the damage carried inflicted on this terrace in the past ie; the roof lights, a mansard roof at number 5, and pitched roofs at numbers 7 and 11, are not considered to be precedents for further damage.

The proposals will be damaging to the historic character of the buildings, and in addition will introduce a pastiche architectural detail masquerading as original Georgian design, which will harm the architectural integrity of the listed buildings. There are no objections to the removal of modern fabric at numbers 7 and 11, however, if the applicants wish to introduce a unity and rhythm to Park Street, they should reinstate butterfly roofs.

We are also concerned about the loss of the historic plan form and alterations to the staircase at 2nd floor to accommodate the mansard stair.

Neighbours and local groups

5 Park Street: Objection

The listed terrace 1-11 retains many of its original features and the proposal does not enhance the building. The terrace should be left and not developed in any way.

1 Park Street: Objection

The plans will completely change the historic roof line of the terrace and viewed from the street, it will no longer look as the architect intended.

10-14 Park Street: Objection

This row of listed buildings is surely worth preserving in their original state.