

Item No. 6.2	Classification: OPEN	Date: 8 October 2013	Meeting Name: Planning Committee
Report title:	Development Management planning application: Application 13/AP/0392 for: Listed Building Consent Address: SOUTHERN ABUTMENT TO FORMER WEST BLACKFRIARS AND ST PAUL'S RAIL BRIDGE, BLACKFRIARS ROAD, LONDON SE1 Proposal: Demolition of three bollards, adjacent boundary walls and steps and associated structures, in connection with the Ludgate and Sampson house redevelopment (ref 12/AP/3940).		
Ward(s) or groups affected:	Cathedrals		
From:	Head of Development Management		
Application Start Date 11/02/2013		Application Expiry Date 08/04/2013	
Earliest Decision Date 22/03/2013			

RECOMMENDATION

- 1
 - i) That listed building consent (LBC) be granted.
 - ii) In the event that application 12-AP-3940 is refused, that LBC also be refused on the grounds that no acceptable scheme for the development of the site is in place.

BACKGROUND INFORMATION

Site location and description

- 2 The site is located immediately south and east of Blackfriars Bridge on the border between the London Borough of Southwark and the City of London. Blackfriars Bridge, a Grade II listed building, lies entirely within the City of London, the walling, bollards and structures are attached to and in the setting of the bridge, but lie within the London Borough of Southwark. This proposal is to improve pedestrian access between Blackfriars Bridge Abutment and the widened Thames Path as part of the redevelopment of Sampson and Ludgate House.
- 3 The list description of the structure reads: 5002 BLACKFRIARS BRIDGE EC4 Blackfriars Bridge TQ 3180 NE 14/388 5.6.72. II 2. 1869, by James Cubitt - 5 shallow, segmental arches of cast iron with abutments of grey granite and piers with squat engaged columns, the caps and bases of carved Portland stone. Gothic balustrade of gray granite.

Details of proposal

- 4 The proposal impacts upon the fabric of the Grade II listed Blackfriars Bridge and the setting of the Grade II listed Southern Abutment to the former Blackfriars and St Paul's Rail Bridge. Fabric proposed for alteration or removal as part of this application is attached to Blackfriars Bridge and is considered to be listed with the bridge.

- 5 The proposals are to change the landscaping of the area. This will result in the removal of the present stair case and terraced beds leading to the riverside walkway. The two east-west walls, one at the top of the stair and one to its south will be removed and an opening will be cut in the walling fronting onto Blackfriars Road. The iron bollard presently at the top of the stair will be removed as well.
- 6 Three cast iron bollards and the two stone piers flanking the present access to the garden and a length of walling, as shown on the plans will be dismantled, retained and reused in the new scheme.
- 7 The proposal involves extending the parapet wall of the bridge to the south using retained material from the garden, terminating the extended wall with the retained octagonal pier, placing the three retained iron bollards within the entrance and constructing the second retained pier at the end of the retained walling.
- 8 The wider landscaping, planting and access changes are considered in the main application for Sampson and Ludgate House (12-AP-3940) elsewhere in this agenda.

Planning history

- 9 Blackfriars Bridge was listed Grade II on 5 June 1970. The abutment was listed on the 24 August 1995. As part of the Thameslink project for the construction of the south entrance to the new Blackfriars Station the abutment has been adapted to contain an access stair for the station and the iron cartouches have been restored and placed together at the west end of the structure.

Planning history of adjoining sites

- 10 The planning history of adjacent sites has been considered in application 12-AP-3940 for the redevelopment of Sampson and Ludgate House.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

- 11 The main issues to be considered in respect of this application are:
 - a) The impact upon the character and appearance of the listed building and their settings.

Planning policy

Core Strategy 2011

- 12 Policy 12, Design and Conservation

Southwark Plan 2007 (July) - saved policies

- 13 The council's cabinet on 19 March 2013, as required by para 215 of the NPPF, considered the issue of compliance of Southwark Planning Policy with the National Planning Policy Framework. All policies and proposals were reviewed and the Council satisfied itself that the policies and proposals in use were in conformity with the NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan policies are saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the NPPF.

- 14 3.15 Conservation of the Historic Environment
3.17 Listed Buildings.

London Plan 2011

- 15 Policy 7.8 Heritage Assets and Archaeology
Policy 7.9 Heritage Lead Regeneration

National Planning Policy Framework (NPPF)

- 16 Chapter 12 Conserving and Enhancing the Historic Environment

Principle of development

- 17 The proposals detailed here are part of a scheme that will improve access to the riverside walk with the construction of modern accessible staircases and a lift to the level of the riverside walk. The wider proposal includes widening the riverside walk.
- 18 Paragraph 129 of the NPPF requires that '*Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.*' It is considered that the significance of the Blackfriars Bridge lies in the bridge structure itself and the main approach on Blackfriars Road. The affected structures appear to be synchronous with the current bridge in historic maps, have a similar gothic profiled parapet to that of the bridge (noted in the description) and are mirrored on the opposite side of Blackfriars Road. The cross-walls are of a lesser significance to the listed bridge as they are remnants of the approach to the former Blackfriars Goods Station which was demolished in the latter part of the 20th century.
- 19 The proposals will retain significant elements of the present landscaping, admittedly in different locations, but locations that relate to the proposal scheme. Retention of the fabric in its present position is not possible.
- 20 It is considered that given the minor nature of the works, the proposal scheme will retain the significant elements of the historic character of the present arrangement of the bridge approach. The walling between Blackfriars Road and the garden area is retained, but with new access locations and three bollards complete the scheme. As such the proposal preserves the historic character of the area and retains the boundaries to the open space, and significant historic features of the area in the form of the bollards presently on site.
- 21 The Council for British Archaeology have objected to the removal of the return walls that run across the site. To improve access to the riverside walk and provide a shallow, accessible staircase, it is necessary to remove these walls. To preserve the walls would require a steeper, less accessible stair and retaining the walling would provide less space at the top of the stair. The primary conservation issue is preserving the setting of Blackfriars Bridge, and the scheme achieves this through reusing and extending the walling between the garden and Blackfriars Road, retaining an alignment with the bridge and the enclosure of the garden area. The public benefits offered by the scheme outweigh any damage caused by the loss of the return walls and existing trees.

- 22 As such, in preserving the character and appearance of the site, the sense of enclosure of the gardens and separation from Blackfriars Road, with retained materials the proposal can be seen to comply with Saved Policies 3.15 and 3.17 of the Southwark Plan and Policy SP12 of the Core Strategy.

Conclusion on planning issues

- 23 The proposals will result in the reconfiguration of elements of the landscape presently associated and attached to the listed building of Blackfriars Bridge. This reconfiguration will offer significant public benefits in improving access to a widened riverside walk. The character of the area is preserved with the retention of walling, piers and bollards from the present landscape and the proposal therefore complies with policy.
- 24 However, in the event that planning permission is not granted for the redevelopment of the wider site (under 12-AP-3940), then the public benefits attributed to that scheme will not be delivered in these circumstances, the demolition would not be justified and the LBC should be refused.

Community impact statement

- 25 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.
- 26 The impact on local people is set out above.

Consultations

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

Consultation replies

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

Summary of consultation responses

- 29 English Heritage and the City of London provided no comment on the application. No response was received from the Victorian Society. The London and Middlesex Archaeological Society acting for the CBA in London has objected to the removal of the return walls.

Human rights implications

- 30 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.
- 31 This application has the legitimate aim of providing preservation of the historic character and fabric relating to the Grade II listed bridge. 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.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/1390-247 Application file: 13/AP/0392 Southwark Local Development Framework and Development Plan Documents	Chief executive's department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 2963 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Recommendation

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Chris Constable, Planning officer	
Version	Final	
Dated	16 September 2013	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments sought	Comments included
Strategic director, finance & corporate services	No	No
Strategic director, environment and leisure	No	No
Strategic director, housing and community services	No	No
Director of regeneration	No	No
Date final report sent to Constitutional Team	27 September 2013	

APPENDIX 1

Consultation undertaken

Site notice date: 18/02/2013

Press notice date: 21/02/2013

Case officer site visit date: Many

Neighbour consultation letters sent: 20/02/2013

Internal services consulted:

Design and Conservation

Statutory and non-statutory organisations consulted:

English Heritage
City of London
Council for British Archaeology
Victorian Society
London and Middlesex Archaeological Society

Neighbours and local groups consulted:

Addresses at Ludgate House, 245 Blackfriars Road
Living Accommodation at Doggetts, Blackfriars Bridge
Public House at Doggetts, Blackfriars Bridge

Re-consultation:

APPENDIX 2

Consultation responses received

Internal services

Statutory and non-statutory organisations

English Heritage - notification not necessary.

City of London - no detrimental impacts upon the city there no observations to make.

Council for British Archaeology, via the London and Middlesex Archaeological Society object to the removal of the return walls and trees within the landscaping. The CBA accepted the improved revised scheme but retained their objection to the removal of return walls.

Neighbours and local groups

No responses received.