

SOUTHWARK'S HISTORIC ENVIRONMENT

HERITAGE SUPPLEMENTARY
PLANNING DOCUMENT (SPD)



Draft Foreword

The immensely rich and varied architecture, archaeology and history of Southwark is of national and international significance, ranging from prehistoric flint scatters, through Shakespearean playhouses, to the vast industrial Tate Modern. Our historic environment is an important and essential community benefit, contributing many tangible and intangible benefits to wellbeing, culture, and the sense of place and identity.

At the same time, Southwark also has some of the highest regeneration activity experienced anywhere in London. We recognise that Southwark's unique historic environment is a finite and non-renewable resource, and requires sustainable management based upon best practice, clear principles, consistent policies and sound guidance. Our aim is to find a balance between our commitment to the historic environment and to sustainable development.

The purpose of this document is to show how the development decisions the council make are considered, and are consistent with national and local policy and guidance. Policies within the Southwark Plan protect the historic environment from harm and ensure that heritage-led development conserves or enhances heritage places and their settings.

Southwark Council have produced this Supplementary Planning Document (SPD) to set out our approach to the management of heritage assets and to show how we protect and celebrate our common humanity in harmony with the economic and social needs and aspirations of the people who live, work and visit Southwark now, and in future generations. History is not just about the past, it is an essential and unstoppable process and all of us are living histories, creating new history every day. History can help us to understand and engage with our contemporary places and cultures, and nurture a sense of belonging and identification for everyone.

We hope that this document will provide clear guidance to help manage change in the historic environment through the planning system. We hope it will set out our commitment to Southwark's unique heritage and celebrate new history in the making, but above all provide helpful and clear advice on how to approach these matters and find sustainable outcomes.

Councillor Johnson Situ

Cabinet Member for Climate Emergency, Planning and Transport
Southwark Council

1 About this document

The aim of this Supplementary Planning Document (SPD) is to provide guidance on how to apply the relevant policies of the Southwark Plan and the emerging New Southwark Plan concerning the historic environment. It gives advice on how to conform to the additional national and local legislature and policies, within which the council must operate. Its aim is to help people to understand heritage matters and provide advice on the conservation, preservation and enhancement of the historic environment. It is designed for a wide readership, including applicants, owners, residents, planners, community groups and developers.

This document is a Supplementary Planning Document (SPD), which means that it is supplementary to the saved policies of the Southwark Plan and the New Southwark Plan. SPDs contain non-statutory guidance that expands on development plan policies. This document shows how the council expects our planning policies to be addressed by planning applications and how we make our planning decisions. SPDs can be a material consideration in planning decisions but are not part of the Plan. It should be noted that SPDs are subject to statutory preparation procedures under Regulations 11-16 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

This document has been compiled by Southwark Council, but elements of the text repeat closely the wording and phrasing used in national legislation, the National Planning Policy Framework and within guidance and information prepared by Historic England.

This document has been divided into several sections: an introduction (section 1), followed by a short overview of legal and policy context (section 2), definitions of heritage terminology which will be used throughout (section 3), and detailed sections on historic buildings (section 4), archaeology (section 5) and natural capital (section 6). The document also contains a glossary of technical terms (section 7) and abbreviations (section 8) used within the SPD to help clarify the document.

2 Our vision

Southwark Council takes its role as the custodian of the historic environment very seriously. Our vision is to preserve, conserve, celebrate and enhance Southwark's unique, but also fragile and irreplaceable historic environment. It is also our responsibility to balance this vision with our commitment to sustainable development and to providing housing and long-term benefits and a fairer future for the people of Southwark. We have a proven track record in delivering heritage-led regeneration, through community and public engagement and supporting the objectives of the Local Plan as well as promoting good growth and quality place-making.

Heritage plays a central role in Southwark's cultural life, and it is the basis of Southwark's distinct character and allure, reflected in many diverse voices through musical, literary and artistic creative events and delivered through cultural groups, open spaces, libraries, heritage centres, museums, theatres, galleries and venues. History, and how people interpret the value of historic places, looks very different depending upon who you are and where you are looking from. There are many different voices that contribute to making Southwark so special, including social, communal, cultural, economic, spiritual, political, activism, artistic, and literary experiences and these reflect personal matters of belief, gender, sexuality, race, ethnicity, age, mobility and all have equally important histories that must be preserved, recorded and protected. Londoners are passionate about and intrigued by their heritage and want to know more about it, participate in it, celebrate it and enjoy it. Research has shown that the historic environment can contribute positive social benefits, providing the foundation for positive growth, promoting social cohesion and contributing positively to physical and mental health wellbeing.

Writing this SPD offers the Council an opportunity to show that we hear and celebrate all the voices of Southwark that have shaped its unique and special character and history. Our aim is to co-design a heritage strategy with Southwark communities so we understand what people value about the places that they connect with, so the Council can actively build stronger connections, reinforce local cultural identities, celebrate diversity and support creative industry. The first step to achieving that is to provide guidance on how the council manages the historic environment, which is the purpose of this SPD.

This SPD seeks to provide an informative overview of all our heritage assets, and show how this can be balanced with our commitment to enabling appropriate sustainable development. The SPD is an important step towards designing a heritage strategy for Southwark that identifies what people value about their heritage and how it plays an active role in community life.

We hope this SPD will be a catalyst for people to join together and see how heritage assets represent an opportunity for achieving successful heritage-led regeneration.

3 How can I learn more and get involved?

We rely on community knowledge and the great experience that local people have to learn about the past and identify what makes places special. There are many ways you can get advice and information and tap into this local knowledge and research, for example by joining or contacting local groups, historical societies, organisations, records/archives and charities.

You can also get involved in engagement with the council by contacting our specialist staff in the design and conservation planning team or through our network of museum and library services. For example, the Conservation Area Advisory Group (CAAG) which meets monthly to review planning applications received in Conservation Areas and provides independent advice to the Planning Committee. Where a heritage asset may have a cultural or faith interest to a particular community, it is important to consult them as their views and information may add to the understanding of the asset's significance.

4 What is the legal and policy context?

Our planning decisions are shaped by legislation and based upon government policy and guidance, this section is an introduction to the principal elements of conservation law and local and national policy and guidance.

The duty for all local planning authorities (LPAs) is set out in the Planning (Listed Buildings and Conservation Areas) Act 1990 (The Act) as amended and updated, this act places great weight on the "special architectural or historic interest" of designated heritage assets worthy of preserving and enhancing for future generations. Designation of any part of the borough as a Conservation Area or statutory listing of a building, gives the council planning powers and responsibilities within that area that are additional to those normally available through the Town and Country Planning Act 1990 (the Planning Act).

Managing change in the historic environment is complex and every site or place must be considered on its own merits and a site specific management strategy devised. There is not a 'one size fits all' solution for many heritage questions. It is important to be aware that a single methodology or applying a particular piece of legislation may not be sufficient to gain a full understanding of the relevant issues concerning heritage matters, and this SPD should be read in conjunction with the relevant legislation, national planning policy and guidance, and other current guidance and advice notes. Sometimes, there are several different approaches that may be equally acceptable, provided they are demonstrably compliant with legislation, national policies and objectives.

There are also responsibilities on the landowner towards the historic environment, so if you own a listed building or a heritage asset you must ensure that you recognise your own legal responsibilities as the steward of that heritage asset. Heritage crime covers very many different aspects, including neglect or wilful damage. There are several key pieces of legislature and national and regional guidance documents which must always be complied with:

4.1 The National Planning Policy Framework 2019 (NPPF)

The National Planning Policy Framework (February 2019) or NPPF sets out the Government's planning policies for England and how these should be applied. It introduces the presumption in favour of sustainable development and requires all development to conserve or enhance heritage places and their settings. Where there is 'harm' the NPPF asks decision makers (the Local Planning Authority (LPA)) to consider whether that harm can be outweighed by the public benefits of the proposal including, where appropriate, securing its optimum viable use (NPPF paragraph 195). The NPPF requires applicants to be able to provide sufficient information to allow the LPA to make informed decisions (paragraph 189).

The NPPF reinforces these principles stressing that heritage assets are irreplaceable and once lost can never be recovered. It requires the LPA to avoid harm to heritage assets and to ensure that development conserves or enhances heritage assets and their settings.

Applicants have to be able to describe the 'significance' of any heritage places affected (paragraph 199) and quantify the contribution made by their setting. It states that great weight should be given to the place's conservation (paragraph 193). For this reason, this guide explains briefly how to quantify value, significance and contribution to setting. The NPPF also states that as a minimum the local Historic Environment Record (HER) should be consulted and an expert assessment made (paragraph 189).

For sites with archaeological interest, the NPPF states that developers should submit an appropriate desk-based assessment and, where necessary, a report on the results of a field evaluation a first stage of archaeological fieldwork by trial trenching (paragraph 189). This SPD shows how to access the HER, and how to commission archaeological assessments and evaluations.

The NPPF also has related guidance given in the Planning Practice Guidance (PPG) and in Good Practice Advice Notes 1 to 3: Good Practice Advice Note 1 (GPA1 The Historic Environment in Local Plans); Good Practice Advice Note 2 (GPA2 Managing Significance in Decision-Taking in the Historic Environment); and Good Practice Advice Note 3 (GPA3 The Setting of Heritage Assets).

4.2 The London Plan (2016)

Council policy must be in general conformity with Greater London Authority (GLA) policy. The London Plan includes the Mayor of London's general policies in respect of the development and use of land in Greater London and includes statements dealing with general spatial development aspects of other Mayoral strategies. It stresses the importance of heritage conservation to London. The emerging draft New London Plan promotes the sustainable growth of London and includes a set of policies for the historic environment in Chapter 7 'Heritage and Culture'.

4.3 The Southwark Local Plan

The Southwark Plan (2007), Core Strategy (2011) (particularly Strategic Policy 12: Design and Conservation), and area SPDs include policies and guidance that require that all development must conserve or enhance heritage assets and their settings. These documents contain specific policy and detailed advice and must be closely consulted prior to putting forward any proposal affecting a heritage asset in Southwark. The draft New southwark Plan addresses this policy area in the 'Regeneration that works for all' section, in particular policies 12 to 25.

The principles of development in the context of heritage assets

A step-by-step guide to the information that must be included in a Heritage Statement that is submitted as part of your planning application, how it helps us to process your planning application and make a planning decision.

The NPPF defines the steps we need to take before we can approve a proposal affecting a heritage asset. First to identify the significance or importance of the asset, then to understand the impact or effect of the proposal on the asset, and finally to consider whether that impact is justified or necessary.

1 The significance of your asset

Tell us what is important about your heritage asset and its setting

a) Its history Tell us about the heritage asset, its current use and if it has parts that may be older than others. This will be your Heritage Statement.
b) Academic and other research What information has been published about the asset? For example: <ul style="list-style-type: none">• Listing description / Statement of significance• Conservation Area Appraisal• Conservation Management Plan• Archaeological Desktop study• Arboricultural Assessment• Historic Area Assessment• Area Characterisation Assessment Remember when an asset is recognised as a heritage asset the whole asset is listed and protected
c) Its value List those parts of the heritage asset that may be more important than others either because they are older, rarer, better preserved or of artistic or cultural value
d) Its setting / context Tell us about how the asset can be appreciated by the public – how it is located on its site and how it relates to other properties nearby

We will use this information to confirm what is important about the heritage asset. We may visit to inspect the property.

Depending on the significance of the heritage asset we may ask for more information about the heritage asset and this may delay your application

2 The impact of your development

Tell us how will your proposal affect the heritage asset, its significance and its setting

a) The heritage asset Prepare drawings, plans, sections and elevations to scale showing the heritage asset and how it will be affected by your proposal. Drawings should show the asset: <ul style="list-style-type: none">• In its current form i.e. as existing;• The alterations you wish to make to it i.e. as existing with demolitions / removals; and• The completed development i.e. as proposed
b) Its setting Prepare drawings and/or visualisations of the proposal in its context <ul style="list-style-type: none">• Elevations of the heritage asset together with its neighbouring properties to scale• 3D visualisations of the proposal relative to the heritage asset• Accurate Visual Representations (AVRs) of the proposal in its surroundings

We will use this information to gauge if there is harm to the heritage asset and its significance due to your proposal. We may ask for more information about the impact of your development and this may delay your application.

3 Justification for your proposal

Tell us why is it necessary to affect the heritage asset in this way and what are the benefits of the proposal

a) Is the harm necessary? Prepare technical studies to show why it is necessary for your development to affect the heritage asset in this way Remember 'development' includes: <ul style="list-style-type: none">• Change of use• Engineering works• Demolitions / removals• Alterations / extension
b) What are the benefits? What are the benefits of the proposal? If your development proposes all of the works listed above in a), your planning permission is likely to require separate and additional technical studies for each List the benefits of your development. Remember that heritage assets are valued by the public. It is desirable to retain and improve a heritage asset rather than lose it. Where you think there are additional public benefits to your proposal make sure you highlight them Public benefits are only those that improve the public's ability to access, learn about, or enjoy the heritage asset.

We will use this information to consider whether the harm we have identified above is necessary and outweighed by the benefits of the proposal

5 Understanding Heritage terminology

There is a lot of jargon associated with heritage matters and sometimes it is hard to understand precise meanings.

A glossary of key words and phrases is provided at the end of this SPD, but the really key terms are described below.

5.1 What does the 'historic environment' mean, and what is a heritage 'place' or 'asset'?

The 'historic environment' is a very general term used to refer to everywhere around us that has something special about it from a heritage point of view, this can be architectural, archaeological, historical, artistic or even the association to people, actions or events. Spiritual, social, commemorative and memorial values also contribute to the significance of a place.

5.2 What do we mean by 'significance' and 'heritage values'?

'Significance' is defined in the NPPF as 'the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting'.

It captures what makes a place special, from a heritage point of view: this can be architectural, archaeological, historical, artistic or even an association with people, actions or events. Spiritual, social, commemorative and memorial values also contribute to the significance of a place.

Significance can also be described using Historic England's Conservation Principles heritage values: evidential, historical, aesthetic and communal.

5.3 What is a heritage 'place' or 'asset'?

The term 'heritage place' goes beyond physical form, to involve all the individual characteristics that can contribute to giving somewhere a distinctive 'sense of place'. Certain places hold special meanings for people and a strong 'sense of place' that can be deeply felt by local inhabitants and appreciated by visitors. It reflects the knowledge, beliefs and traditions of diverse communities and provides a sense of inclusivity, continuity and a source of identity. It is a social and economic asset and a resource for learning and enjoyment. Understanding the historic character of a place is an essential starting point for deciding its future.

Heritage places can range from a bollard to a whole town or region. They can be small features of local historic value or those of the highest significance, such as World Heritage Sites (WHS) or Scheduled Ancient Monuments (SAM).

In planning terms heritage places are often referred to as heritage 'assets', because they make a positive contribution or bring a benefit to their locations. The phrase 'heritage asset' is pretty interchangeable with 'heritage place'. The term heritage asset is used when we want to refer to one specific and individual heritage item, rather than generalising about an area.

Heritage places are grouped into: 'designated' and 'undesigned' heritage assets identified by law or by the local planning authority as having a significance justifying consideration in a planning decision.

5.4 What is a 'Designated Heritage Asset'?

The NPPF uses the term 'designated heritage assets' to refer to heritage places that have been selected under a range of relevant legislation or criteria for formal recognition of their heritage value and significance, including registration, listing, scheduling and inscription.

5.5 What is an 'Undesignated Heritage Asset'?

The NPPF refers to 'undesigned assets' as places which do not have this formal recognition, but may nevertheless be demonstrably equivalent in value to formally recognised assets, and in some cases should be treated in the same way.

Southwark has a range of undesigned heritage assets and we have selected the key assets below. The value of places can change over time and heritage value and significance may become apparent when new evidence or knowledge is revealed. It is important to understand which heritage assets have legal protection (designated) and which do not (undesigned), however, for the purpose of this document the vast range of heritage places and assets is divided into three sections by type: Built Heritage, Archaeology, and Natural Capital.

5.6 Built Heritage, Archaeology and Natural Capital

It is important to understand which heritage assets have legal protection (designated) and which do not (undesigned). However, for the purpose of this document the vast range of heritage places and assets is divided into three sections by type: Built Heritage, Archaeology, and Natural Capital.

'Built Heritage' means all the heritage places and features that survive as buildings, earthworks or structures above or below ground and are visible and/or visit-able.

'Archaeology' refers to buried archaeological finds, layers, structures and features which are buried below the ground and generally are not visible

'Natural Capital' is another term for the stock of renewable and non-renewable resources (e.g. plants, animals, air, water, soils, minerals) that combine to yield a flow of benefits to people. It includes all the distinctive natural features of the landscape that add to the sense of character and distinctiveness of a place.

5.7 National designation vs Local designation

Some assets are of national importance and are designated by the Secretary of State for Digital Culture Media and Sport on the advice and recommendation of Historic England.

Nationally designated Heritage Assets include World Heritage Sites, Ancient Scheduled Monuments, Listed Buildings and Registered Parks and Gardens

All other heritage assets, including conservation areas and locally listed buildings are considered to be locally designated heritage assets.

DESIGNATED HERITAGE ASSETS

Southwark has the following designated heritage assets and information on these and how to manage them through the planning process is provided below. We have the following types of designated heritage assets or places:

- World Heritage Sites – in adjacent boroughs;
- Scheduled Ancient Monuments;
- Listed buildings and structures;
- Conservation Areas;
- Registered Parks and Gardens;
- Archaeological Priority Areas;
- Protected and veteran trees;
- The marine environment (River Thames and its foreshore);
- Article 4 Directions;
- Metropolitan Open Land;
- Consecrated ground;
- Disused cemeteries;
- War Graves;
- Tree Preservation Orders.

Table 1: Designated Heritage Assets

UNDESIGNATED HERITAGE ASSETS

Undesignated heritage assets include:

Buildings and features of Heritage Interest

- Archaeological remains;
- Locally Listed Buildings;
- Assets of Community Value;
- Buildings built before 1960;
- Trees in the Curtilage of Listed Buildings;
- Infrastructure – bridges and viaducts;
- Structures of industry – Gasometers or cranes;
- Socially or culturally significant buildings – schools or churches.

Buildings and features of Townscape Merits

- Groups of buildings of consistent design and character;
- Trees in Conservation Areas;
- Historic features – like Stretcher fences.

Table 2: Undesignated Heritage Assets



Figure 2 : Hay's Galleria, Grade II Listed

6 The Historic Environment in a Changing Climate

6.1 How does climate change affect the historic environment?

In 2018, the Met Office released updated UK climate projections (UKCP18). The main hazards in the UK highlighted in this report are increasing temperatures and changes in precipitation patterns.

Hotter drier summers and warmer wetter winters are resulting in drought, flooding, and erosion; extremes of wetting and drying; potential for flooding of historically inundated areas such as water meadows, marshes and former riverbeds; increase in severity of storms. This will also result in an increase in invasive species, vegetation, pests and disease.

These will all have an effect on the historic environment — including below-ground archaeology, underwater and intertidal features, built heritage and architecture and historic landscapes and natural capital — in a variety of ways, positive and negative.

6.2 Southwark and climate change

The UK passed legislation in June 2019 committing to becoming carbon neutral by 2050.

Southwark Council has declared a Climate Change Emergency and reinforced its commitment to combatting carbon emissions and rising global temperatures, joining in April 2019 the international Climate Change Campaign and drafting a strategy to become Carbon Neutral by 2030.

Policy in this section is framed by the Climate Change Act 2008.

The London Plan (7.31B) recognises the need to ‘identify potential modifications to reduce carbon emissions and secure sustainable development’ within the historic environment. The London Plan also highlights the need to minimise carbon dioxide emissions in major developments, in accordance with the following energy hierarchy:

- Be lean: use less energy
- Be clean: supply energy efficiently
- Be green: use renewable energy
- Offset

Developments must prioritise energy efficiency decisions according to this hierarchy, with offsetting carbon the last resort.

This hierarchy primarily focuses on operational carbon, the green house gases released during construction or use of a building. However it is also essential to consider as a part of ‘being lean’ the embodied carbon of existing structures, materials and landscapes of any proposed developments.

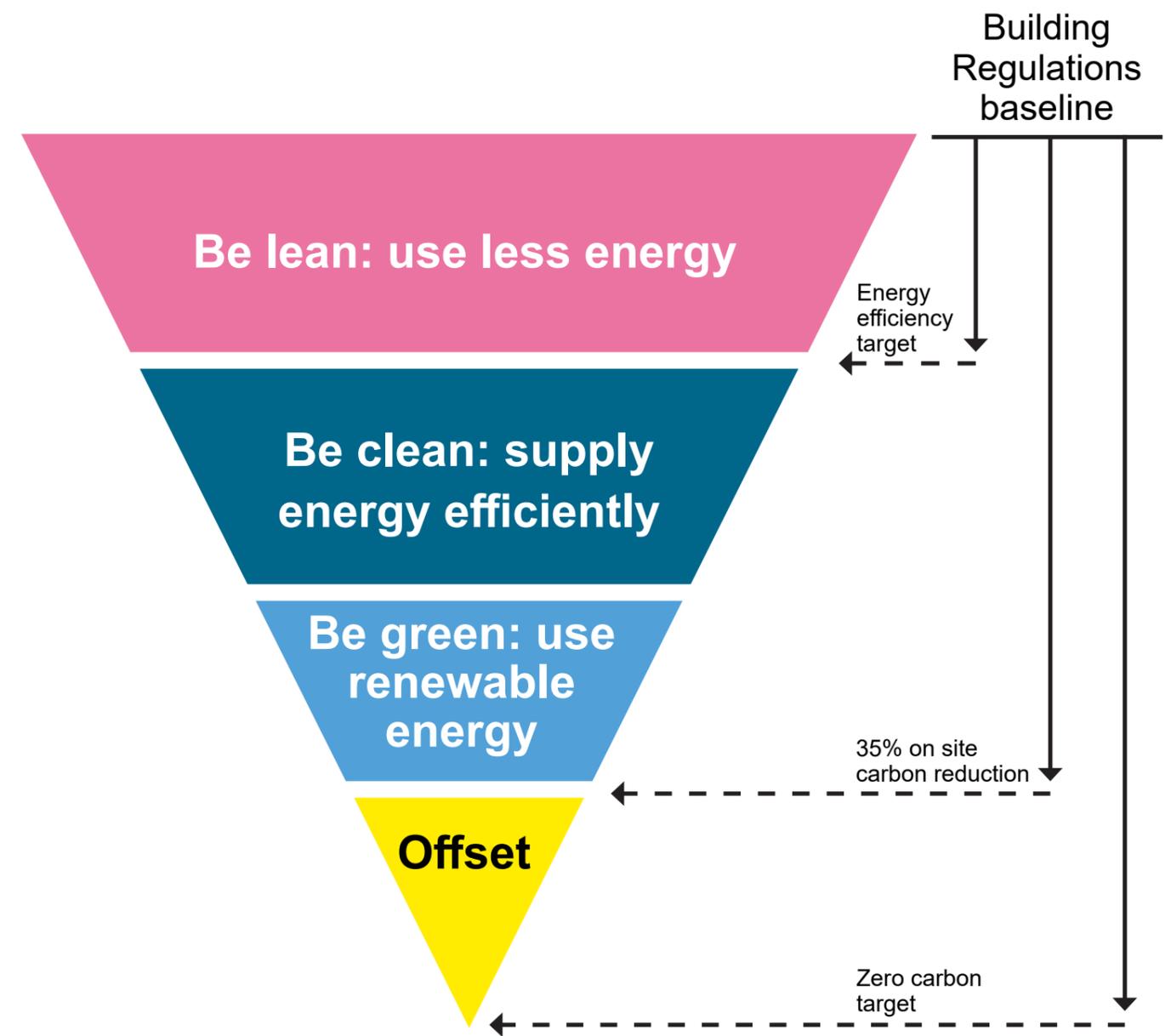


Figure 3 : Energy efficiency hierarchy (GLA)

6.3 Re-use: Embodied carbon in the historic environment

The built environment is estimated to be responsible for 35%-40% of total carbon emissions in the UK (Sturgis et al, 2017). Historic buildings can contribute to reducing carbon emissions through re-use, especially when considering embodied carbon — the carbon released through the whole process of manufacture, transport, construction and demolition of a building through its life cycle.

The carbon generated during the construction of an historic building has already been released. It is increasingly important to prioritise the re-use of existing buildings to reduce present and future carbon emissions and support more sustainable development (Carrig 2019; Historic England, 2020; Dorpalen 2020).

There is a vast amount of embodied energy in existing buildings that is wasted if the building is demolished to make way for a new one. In most cases comprehensive upgrades with regard to carbon efficiency are possible as an alternative. However, this could have a social and economic cost.

Historic buildings are inherently sustainable; they were built to last a long time without requiring demolition or replacement. The key to their longevity is that historic buildings can be flexibly adapted so that they can be used for a number of purposes, or easily altered to take on new uses.

Historic green spaces and natural capital contribute positively to reducing carbon emissions. They can help to counteract the effects of urban heat islands. Historic natural features such as peats, marshes and plant life also help through 'carbon sequestration', the long-term storage of carbon from the past. This duty extends to the edges of your site. For example landowners are responsible for all rainfall on their land. This emphasises paving gardens as little as possible, depaving where possible and changing any remaining paving to being permeable. In addition, gardens should contain as many plants as possible to benefit UK wildlife biodiversity.

6.4 Reduce: use less energy through sympathetic retrofit

Achieving significant on-site carbon reduction through using less energy and supplying energy efficiently is very feasible. Despite these, buildings will always have energy demands, no matter how efficient they are so a first step is to seek to reduce the energy your building uses.

The historic environment has an important role to play in climate change mitigation (reducing carbon emissions) especially through the greening of existing buildings. Historic buildings can be refurbished and retrofitted to be more energy efficient. In a recent study, a sensitively retrofitted Victorian terrace house was shown to release far less carbon than an energy-efficient new build; when carbon released over the whole life cycle of the building was taken into account a new build would take c. 60 years to pass the retrofitted terrace house in carbon savings (Carrig 2019).

However this is not a one-size-fits-all exercise and energy efficient modifications suitable for new build properties may not be appropriate for older buildings, and in some cases could cause harm to historic fabric. Older buildings were often designed to be permeable, to encourage the flow of air and moisture into and out of a building to control heat and moisture levels; some traditional building techniques and natural materials can more easily expand and contract in varying hot dry and wet cold weather and so may be more durable, long-lasting and sympathetic to historic fabric than modern alternatives.

Building regulations 2010, Part L1B discusses the conservation of fuel and power in existing dwellings; Historic England have issued technical guidance on how these regulations apply to historic buildings in their Energy Efficiency and Historic Buildings reports which can be found on their website. Any development involving energy efficiency retrofitting of an historic building, including (but not limited to) installation of insulation, draught proofing, replacement of windows, installation of renewable energy sources (e.g. photovoltaics, microgeneration), etc, should consult these guidance documents to ensure these interventions are suitable for an historic building, to improve energy efficiency while minimising harm to historic significance.

Interventions such as draught-proofing can offer high energy efficiencies without a large expense. Energy efficiencies should also be considered when carrying out other repair work, to reduce energy expenditure and overall cost.

Any modifications to historic buildings must consider the impact on historic fabric and minimise harm. In some cases, energy efficiency retrofitting and installation of renewable energy sources may be allowed under permitted development rights. However, such developments for listed buildings, buildings within conservation areas, or those within the setting of a designated heritage asset will usually require planning permission and/or listed building consent. Please consult a council officer if you are unsure if your project requires permission.

6.5 Recycle: sustainable building materials

Most buildings will need to be replaced at some time when their materials or structure come to the end of their working lives. Re-using materials from these buildings could make a significant contribution to reducing carbon in new developments.

Some materials are easier to recycle and reuse than others, steel or aluminium for example. Some materials are high in embodied energy, through their manufacture and transportation, such as concrete or brick. However, when bound together with lime mortar bricks can be easily separated back into individual bricks for re-use in future developments and certain concretes can be broken to be re-used as aggregate for more concrete. Sustainable materials and recycling of materials from demolition will be encouraged in developments within Southwark.

7 Introduction to 'Built Heritage Assets'

As shown in the text box, Southwark has a broad selection of built or above ground heritage assets, many of which are designated – this means they are of National Importance . A brief summary of each type is shown below.

7.1 World Heritage Sites

7.1.1 What is a World Heritage Site (WHS)?

A World Heritage Site (WHS) is a landmark or area which is selected by the United Nations Educational, Scientific and Cultural Organisation (UNESCO) as having “Outstanding Universal Value” (OUV) to all humanity - today and in future generations. WHSs can have cultural, historical, scientific or other form of OUV and are legally protected by international treaties. There are nearly one thousand WHS worldwide, including places such as the Great Wall of China, the Pyramids and Stonehenge.

There are three World Heritage Sites in central London: the Tower of London; Westminster; and Maritime Greenwich

7.1.2 World Heritage Sites in Southwark?

We do not have any World Heritage Sites in Southwark, but Policy P23 of the draft New Southwark Plan refers to World Heritage Sites and their settings, because the 'local setting' zone or buffer zone of the Tower of London, extends across the River Thames to covers part of north Southwark.

In addition, the wider setting of the Palace of Westminster World Heritage Site extends to the edges of Bankside and North Walworth.

7.1.3 What is the World Heritage Site Local Setting Zone?

New development proposals in Southwark must consider the impact on the setting (including views) of London's World Heritage Sites. Development within the setting zone or buffer zone of the Tower of London will only be permitted when the significance of the 'outstanding universal value' (OUV) of the World Heritage Site is sustained and enhanced.

Elsewhere in the borough development potentially affecting the strategic views to the Tower of London, Westminster and Greenwich will also need to be considered.

7.2 Locally listed buildings

7.2.1 What is a locally listed building?

A locally listed building is a building, structure or feature which is not listed but is important in the local context owing to its special architectural or historic interest or its townscape or group value.

The protection of local heritage is important because it enhances the value of Southwark's built environment, but also maintains a sense of local distinctiveness which can assist with regeneration and place-making.

7.2.2 Does Southwark have a Local List?

Southwark first issued a list of 'Buildings of Local Interest' in November 1972. The list is being reviewed alongside this SPD. This draft list, which conveyed no statutory protection to the buildings identified, contained approximately 930 buildings or other structures. Of these, over 130 have since been demolished, and 390 have subsequently been designated as listed buildings and added to the statutory list. One of these, Six Pillars, Crescent Wood Road, is now listed at Grade II*.

Of the remaining 400-410 buildings on that list, the very large majority [380] are residential dwellings and half of the remainder have shops on the ground floor. There are only four public houses; three warehouses/industrial buildings; one ecclesiastical building and one school. Almost all the properties in question can be dated to the late Georgian or early Victorian periods: the most recent items are a pair of boundary posts dated 1870.

This limited selection clearly fails to do justice to the full range of Southwark's built heritage. For example, it fails to identify the massive contribution made by Victorian and earlier 20th century public, commercial and industrial buildings.

In light of this, the council have decided in consultation to compile a new local list, based on a set of clearly defined criteria aligning with Policy P25 in the draft New Southwark Plan. These new criteria are also detailed in this document.

7.2.3 How can I nominate a building to become 'locally listed'?

Anyone can nominate a building, structure or open space in the borough to be considered for local listing. All nominations will be considered against the criteria set out below, and if it is deemed to be of sufficient significance the building, structure or open space will be added to the local list.

Local listing will be undertaken by the Director of Planning on the advice of the design and conservation planning team. Local listing nominations should be sent to the design and conservation planning team and should include:

- Full address or a location map of the building, structure or open space if it has no address;
- Clear, up-to-date photographs of the main elevations of the building, structure or open space;
- Any information about the building, structure or open space (e.g. the date it was built, the name of the architect etc.);
- Details of any specialised function (such as industrial use) or historical associations;
- Details of the local listing criteria with which the building, structure or open space is considered to comply;
- How the building fits in with and enhances its location.

7.2.4 What are the broad selection criteria for a 'locally listed' building?

In order to reflect more accurately the full range of Southwark's historic environment, the contributions made by all categories of buildings need to be taken into consideration. All unlisted buildings, structures or open spaces in the borough are eligible for consideration for inclusion on the new Local List.

The criteria for inclusion will essentially be whether, by virtue of any inherent architectural or historic interest, or by forming part of an interesting group, they make a positive contribution to the character or appearance of an area. Buildings of all ages can be considered for inclusion, although the more recent their date, the more strictly the selection criteria will be applied.

The way in which buildings make their contributions to the character of an area will vary widely. Some building types, such as pubs, banks and civic buildings, were deliberately designed to impress visually, to catch the eye with a virtuoso display of architectural embellishment. Others, such as Victorian or Edwardian office buildings, sought to demonstrate their commercial respectability with a more sober use of ornamentation. Still others, such as some industrial buildings or warehouses, are positively reticent in their architectural treatment, relying on a noble simplicity and calm grandeur for their impact. Good examples of each design approach will be eligible for consideration.

Contribution to the street scene can be as worthy of consideration as individual architectural merit. Particularly important will be street corner buildings, which successfully exploit their location as a focus for views, or which skilfully turn the corner. Other buildings that catch the eye for positive, rather than negative, reasons can include chapels or church halls, which often successfully terminate or punctuate street terraces. In the case of the terraces themselves, some discrimination will be necessary. Good examples will be eligible for consideration, where consistent original detailing consistently survives intact, but terraces whose integrity has been excessively compromised by unsympathetic modern alterations are unlikely to be selected.

Schools, especially those erected for the London School Board or the London County Council, are often key buildings both for the community and for the townscape. Many of these have been unsympathetically altered or extended in the post-War period but, certain examples will be serious candidates for inclusion. Street furniture can also make a valuable contribution to the street scene. Good examples will be eligible for inclusion and could include: cast iron bollards or boundary markers [particularly if they are dated]; war memorials; lamp standards, or the distinctive painted timber finger posts on the Dulwich Estate.

7.2.5 How does Southwark choose the criteria for a locally listed building?

The following criteria are based upon the recommendations of Historic England in their Good Practice guidance for Local Listing. In addition to this, criteria for local designation will be based on the character of localities and specific areas within the borough as detailed in section 6.4.6.

7.2.6 What are the criteria for locally listing a building?

There are several broad criteria which will determine whether the council will add a building to the local list they are:

6.2.6.1 Age and Rarity

The building stock of Southwark primarily dates to the expansion of London to the south during the 19th century. Buildings and structures dating to before this expansion are rare and worthy of consideration. Many of these earlier buildings have been converted for to retail or commercial uses and have lost most of their special interest at ground-floor level. As such, they are unlikely to meet the criteria for local listing.

7.2.6.2 Aesthetic value and landmark status

This criterion is based on the intrinsic design value and architectural interest of an asset relating to local styles, materials or any other distinctive local characteristics. A building with strong communal or historical associations, or because it has especially striking aesthetic value, may be singled out as a landmark within the local scene worthy of local listing.

7.2.6.3 Group value

For consideration under this criterion, assets should contribute to a group of buildings or structures with a clear visual, design or historic relationship. For example, much of the 19th century development of Southwark was based upon numerous landed estates developing their land holdings, some of which, such as the Trinity Estate are listed, almost in their entirety, other estates are conservation areas, for example the Pullens Estate, and others have been impacted by later development.

7.2.6.4 Historic, evidential, communal and social values

Southwark Council manages a scheme of Blue Plaques which are nominated by and voted for by the general public. Buildings and sites which have been nominated and successfully selected as part of this scheme should be included on the local list if they are not already listed.

Street furniture in Southwark frequently includes details of historic estates, boundaries, the earlier borough structure, historic parish boundaries and toll roads. Features such as these are worthy of inclusion on the local list if not already listed. However, those that have been moved from their original locations may not meet the criteria for local listing.

7.2.6.5 Archaeological interest

The industrial and recent archaeology of Southwark is expressed in many of its surviving buildings, these present different characters within the borough, for example, warehousing around Southwark Street, leatherworking buildings in Bermondsey, features and structures associated with the Surrey Docks in Canada Water as well as earlier warehouses, mills and industrial works focused upon the waterfront could all be of significance and worthy of consideration for local listing.

Another example of archaeological interest could be the many of the parks and open spaces of Southwark that date from after the Second World War and preserve earlier settlement patterns and features within their boundaries. For example Geraldine Mary Harmsworth Park covers the area of the former Bedlam Hospital and it is likely the ward blocks survive as archaeological features within or beneath it. Other parks have been established through the clearance of bomb sites after the Second World War and contain memories of the social history of these former built up spaces.

7.2.6.6 Designed landscaping

Southwark's parks, landscapes and other open spaces could be worthy of local listing under this criterion if their design is considered to be of significance. Southwark has a number of Registered Parks and Gardens. Features associated with these important heritage assets, such as gates, railings, walls, pavilions, bandstands, bridges, walled gardens and water features could be suggested for inclusion on the local list.

Southwark has a number of parks and open spaces which are also of heritage value and can reflect earlier settlement patterns, such as areas of designated common, village greens or former churchyards.

7.2.7 Can I develop or make changes to a locally listed structure?

There will be a general presumption against demolition or substantial demolition of buildings included in the list of locally designated heritage assets. Draft New Southwark Plan policy P25 'Local list' requires development to take into account locally listed buildings and structures that positively contribute to local character and amenity

In determining applications, we will ask applicants to provide a heritage statement that records the features of significance of any their locally designated listed heritage assets that could be affected by their proposals, and describes how the proposed development will affect those features of significance.

When considering the impacts of a proposed development on a locally listed heritage asset, great weight will be given to the applicant's efforts to conserve or adapt the building, minimising harm or loss through substantial alteration or destruction. As locally listed assets are irreplaceable, any harm or loss will require clear and convincing justification.

Where a proposed development will lead to substantial harm to or total loss of significance of a locally listed building, we will refuse consent, unless it can be demonstrated that the wider public benefits of the scheme outweigh the harm, including securing an optimum alternative use for the building. All of the following apply:

- The nature of the locally designated heritage asset prevents all reasonable uses of the site; and
- No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its retention; and
- The proposed replacement is of exceptional quality of design; and
- The harm or loss is outweighed by the public benefits arising from bringing the site back into use.

In the event that the demolition of a locally designated heritage is considered to be justified, the applicant will be asked to carry out a detailed record of the building for future generations. This building record will be to agreed standards determined by the council, in line with current guidance

7.2.8 Will my building be locally listed and can I appeal a local designation decision?

When a building is added to the local list the owner/occupant will be informed in writing. If you wish to appeal the listing you must write to the Director of Planning at the council explaining why you think your building is not of local architectural or historic interest. Similarly, if the council chooses not to locally list a building then the person who proposed the listing can write asking the Director of Planning to revisit the decision.

7.3 Listed Buildings

7.3.1 What is a listed building?

Under the Planning (Listed Buildings and Conservation Areas) Act 1990, a listed building is a building of special architectural or historic interest that is included on the national list of historically important buildings. The Government puts together this list with advice from Historic England.

All buildings included on the statutory 'List of Buildings of Special Architectural or Historic Interest' are subject to controls and regulations under the 1990 Act. These controls apply regardless of whether or not a property lies within a conservation area. Conservation areas do however provide the setting for many listed buildings, and often include several such buildings within their boundaries.

7.3.2 What does the grading mean?

Listed buildings are graded according to their architectural or historic value (or both). Grade I applies to buildings or structures of outstanding or exceptional interest, and of national importance. Only about four buildings are listed at Grade I. They are Southwark Cathedral, the George Inn, St.Peter's Church, Walworth and Tower Bridge.

Grade II* applies to particularly important buildings or structures of more than special interest. These account for about 4% of all listed buildings and examples include Dulwich College and Picture Gallery and several churches.

Grade II applies to buildings or structures of special interest. As is the case nationally, most of the listed buildings in Southwark are in Grade II category. Most listed building owners are likely to live in a Grade II building as these make up 92% of all listed buildings.

7.3.3 What buildings in Southwark are listed?

Only a very small percentage of Southwark's buildings are listed. This fact alone makes every listed building special. The purpose of listing is to make sure that the special interest of these buildings is taken into account in decisions affecting their future. In order to protect Southwark's built heritage, special planning controls apply to listed buildings. All buildings included on the statutory 'List of Buildings of Special Architectural or Historic Interest' are subject to controls and regulations under the 1990 Act. These controls apply regardless of whether or not a property lies within a conservation area. Conservation areas do however provide the setting for many listed buildings, and often include several such buildings within their boundaries.

Southwark has approximately 1,000 entries on the National Heritage List, but these also include one entry for multiple properties. In total, there are over 3,000 buildings and structures which are listed within the borough. Listed Buildings range from: houses, schools, offices, railings walls and gates, tombstones and monuments. Historic England includes "Selection Guides" for each type of property or structure and the criteria for adding a building to the list is high.

7.3.4 When should a building be listed?

All the buildings considered for listing are judged according to a set of national standards and criteria. In summary, these relate to architectural interest; historical interest and close historical associations with events or nationally important people; and group value, where buildings have an important architectural or historical unity or a fine example of planning, such as squares, terraces, street frontages and set-pieces.

As well as buildings, the list includes other structures of special architectural or historical interest such as monuments, bridges, garden buildings, telephone kiosks, gate piers, walls, fountains, street furniture, milestones and gravestones. Generally, all buildings built before 1700 which survive in anything like their original state are included, and most buildings that were built between 1700 and 1840. Between 1840 and 1914 only buildings of definite quality and character are listed. Occasionally, exceptional modern buildings may be listed. The criteria for listing can be found on Historic England's website [here](#).

7.3.8 What is 'curtilage' listing?

A building or structure which is within the 'curtilage' of a listed building is controlled by the same consent regime as the main listed building. This means that other structures or buildings such as walls, cellars, garden features, that pre-date July 1948, may also be listed by association and require separate Listed Building Consent for their alteration or removal. The principles of what applies as curtilage to a listed building are shown in detail in Historic England's Advice Note 10 'Listed Buildings and Curtilage'

7.3.5 What is Listed Building Consent?

Listed Building Consent (LBC) is considered under the terms of the Planning (Listed Building and Conservation Areas) Act 1990 [the Act] as amended and updated. The main principles of the Act are repeated in the National Planning Policy Framework (NPPF) (2019), and reinforced by the council's policies, and associated guidance documents. The main issue in these cases is the effect of the proposal on the special architectural and historic interest of the listed building. The Act places great weight on the 'special interest' of heritage assets and their settings, and stresses the importance of preserving and enhancing their architectural and historic significance. It requires Local Planning Authorities to avoid harm to heritage assets and to ensure that development conserves and enhances heritage assets and their settings.

The Council is required to consult or notify Historic England on certain applications for listed building consent or where applications affect the setting of a listed building. Where demolition is concerned, the national amenity societies are also consulted. The draft New Southwark Plan policies relating to listed buildings and the historic environment are material considerations in determining a listed building consent application.

7.3.6 What is Listed Building Consent required for?

You must get listed building consent from the council before carrying out any work which could affect the special architectural or historic interest of the building. This includes work to the outside and to the inside of a listed building, and often including work in its grounds or to its boundary. This means that works that generally involve like-for-like repairs are not likely to need Listed Building Consent.

Like-for-like repairs that generally do not affect the special architectural or historic interest of the building include:

- Repainting
- Replacing slipped tiles
- Replacing modern wall or floor finishes
- Replacing modern kitchen or bathroom fittings

Works that will require LBC

- Replacement of windows
- Replacement of roof finishes
- Installation of new central heating
- Installation of a new Kitchen or Bathroom in a room that did not serve that purpose
- Rewiring.



7.3.7 Certificate of Lawful Development for Listed Building Consent

If you need informal advice about whether you need LBC please ask the council before you go ahead. Where you are expecting an installer to certify their work and are likely to rely on that certificate in a conveyancing search, you are advised to get a Certificate of Lawful Development for LBC.

7.3.9 Do I need pre-application advice for Listed Building Consent?

If you have a listed building and meet the criteria set out in section 4.2.7, you must first obtain listed building consent from the Council before starting any works. There is no fee for applying and the procedure is the same if you have a Grade I, II* or II statutory listed property.

You will need to fill out an application form for listed building consent, which can be downloaded or completed on line. When you apply for listed building consent it is important that you present your proposals fully, clearly and accurately as this will speed up the process. The number of drawings and level of details required depends on the complexity of your building and your proposed works. The drawings must be to a recognised metric scale and include, as a minimum:

- A site plan at a scale of 1:250 or 1:2500 outlining the building in its surrounding context
- Existing elevations, floorplans and sections — including any proposed demolitions — at a scale of 1:50 or 1:100, showing the current layout and appearance of the area of the building that will be affected (areas of proposed demolitions should be clearly highlighted with a hatch)
- Proposed elevations, floorplans and sections at a scale of 1:50 or 1:100, showing the works that you intend to carry out
- Detailed drawings at a scale of 1:5 or 1:20 of any particular elements of works (e.g. new or replacement fixtures or fittings)
- A Design and Access statement
- A Heritage Statement

If your site is within an Archaeological Priority Area (APA), your listed building application will also need to consider the effect of your proposal on any archaeological (buried below ground) significance of your site. Your heritage statement should have a chapter assessing 'archaeological significance' and you may need to also submit a separate Archaeological Desk-Based Assessment (DBA), alongside the Heritage Statement, in support of your application. Depending on the complexity, it may be helpful to provide axonometric drawings or photographs to further explain the changes.

7.3.10 What is a Heritage Statement?

When we process your application, we will be assessing whether your proposed changes will affect the special architectural character or historic interest of the property or its setting, and to what extent those changes are harmful. We will be considering whether the works are essential or could be carried out in a more sensitive manner.

To assist us in our task you will need to submit a Heritage Statement with your application. The statement should explain the significance of the listed building, the impact of your proposal on the listed building, and the justification for the proposed impact. (see 'principles of development in the context of listed buildings'). Alternatively, you may wish to employ a heritage specialist or an architect that is trained or experienced in listed buildings to prepare the Heritage Statement on your behalf.



Figure 5: Trinity Street Terraces, Grade II Listed

7.3.11 How do I apply for Listed Building Consent?

If you have a listed building and are looking to alter or extend the property in a way that affects its character or appearance as a building of special architectural or historic interest, or demolish the building, you must first obtain listed building consent from the Council.

There is no fee for applying and the procedure is the same if you have a grade I, II* or II statutory listed property. You will need to fill out an application form for listed building consent, which can be downloaded here or completed on line. You can also search to find out if your building is listed and read the list description [here](#).

When you apply for Listed Building Consent It is important that you present your proposals fully, clearly and accurately, as this will speed up the process. The number of drawings and level of details required depends on the complexity of your building and your proposed works. Your Heritage Statement should include the minimum information we require to assess your application as set out in the step-by-step guide on the following page.

Depending on the complexity, it may be helpful to provide axonometric drawings or photographs to further explain the changes.

7.3.11 Conditions attached to a grant of Listed Building Consent

Often consent is granted for works to a listed building and conditions are attached to the decision. Some conditions require no further information to be submitted ("compliance conditions") and some require further information in the form of an application to discharge a condition to satisfy the authority that the details would not harm the special character of the listed building. ("Pre-commencement decisions"). A standard condition is also applied giving consent for the work to commence within 3 years of the issuing of the decision. ("Time limit condition")

There is no fee currently associated with an application to discharge a listed building consent condition. Officers will usually contact the applicant or agent 10 days prior to a decision being issued to notify them of the intent to add a pre-commencement condition to an approval.

Example of compliance conditions

- "All works shall be carried out in accordance with approved plans"
- "All materials adjacent to the works shall be repaired to match the existing"
- "All slate used in the re-roofing shall be natural Welsh slate"

Example of pre-commencement or above grade conditions:

- "Prior to the commencement of development on site, samples of all external materials shall be provided on site and agreed in writing by the Local Planning Authority"
- "Prior to the commencement of works to the windows and doors, section drawings of all joinery at 1:5 scale and elevations at 1:20 scale showing the frame, jambs, cills, glazing and opening mechanism shall be approved in writing by the Local Planning Authority."

Once a pre-commencement condition has been discharged, work on the building or the specific element of the building is able to commence. If works commence and the condition has not been discharged, the works are considered to be unauthorised and an offence under part 7 (a) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

7.3.12 What happens if I do not maintain my listed building?

Most owners and occupiers recognise listed buildings as an important part of our heritage and are pleased to maintain their properties. In all cases, repairs and alterations will need to be carried out with materials that are in keeping with the original buildings. This may sometimes be more expensive than it would for a modern building, but in most cases their use helps to maintain the value of the building, architecturally and financially.

If you allow your listed building to become run down, we can serve a repair notice. This means that you must carry out specific repairs to the building within a certain time limit. However, we usually only use these notices as a last resort. In the case of unoccupied buildings, we can serve an urgent works notice and then carry out work to make a building windproof and weatherproof. We can then charge you for the work or place a charge on the land. Urgent works and Repairs Notices are contained within the provisions of the Planning (Listed Building and Conservation Areas) Act 1990.

Prior to taking formal action, we will try to work with owners to ensure compliance and maintenance is kept up. In some cases, it may be possible for the building to be placed on Historic England's Heritage At Risk (HAR) Register. The Council will work with statutory bodies and heritage groups to assist in securing a future for buildings on the Heritage at Risk Register including seeking funding for grant aid and using informal negotiation and formal methods to restore to the building to the extent it is removed from the HAR Register.

7.3.13 Can I propose a building for listing?

If you are concerned about the future of a historic building, monument, park, garden, or war memorial that you know and love, you can apply for it to be protected through the listing system by completing Historic England's online application form.

There are three simple steps to follow:

- Step 1: Make sure that the building or site you are nominating is not already on the List, by searching the list
- Step 2: Check that the place you are nominating is eligible
- Step 3: Complete the form using the Historic England step-by-step guidance

The principles of development in the context of listed buildings

A step-by-step guide to the information that must be included in Planning and Listed Building Consent applications, how it helps us to process your the application and make a planning decision.

1 The significance of your Listed Building

Tell us what is important about your listed building and its setting

a) Its history Tell us about the listed building, its current use and if it has parts that may be older than others
b) Academic and other research What information has been published about the asset? For example: <ul style="list-style-type: none">• Listing description / Statement of significance• Is it also in a conservation area?• What does the Conservation Area Appraisal say about it Remember the whole building is listed and not just its facade
c) Its value List those parts of the Listed Building that may be more important than others either because they are older, rarer, better preserved or of artistic or cultural value.
d) Its setting / context Tell us about how the Listed Building can be appreciated by the public – how it is located on its site and how it relates to other properties nearby

We will use this information to confirm what is important about the Listed Building. We may visit to inspect the property. Depending on the significance of the Listed Building we may ask for more information about the heritage asset and this may delay your application

2 The Impact of your development

Tell us how will your proposal affect the Listed Building, its significance and its setting

a) The Listed Building Prepare drawings, plans, sections and elevations to scale showing the listed building and how it will be affected by your proposal. Drawings should show the building: <ul style="list-style-type: none">• In its current form i.e. as existing;• The alterations you wish to make to it i.e. as existing with demolitions / removals; and• The completed development i.e. as proposed
b) Its setting Prepare drawings and/or visualisations of the proposal in its context <ul style="list-style-type: none">• Elevations of the listed building together with its neighbouring properties to scale• 3D visualisations of the proposal relative to the listed building• Accurate Visual Representations (AVRs) of the proposal in its surroundings

We will use this information to gauge if there is harm to the listed building and its significance due to your proposal. We may ask for more information about the impact of your development and this may delay your application

Any harm to the building, its significance or its setting should be avoided and will need to be justified. There is a strong presumption against granting planning permission where harm to a heritage asset or its setting is identified. The NPPF requires us to assess the degree of the proposed harm and to decide if it is 'Substantial Harm' or 'Less than Substantial Harm'.

We judge the degree of harm by the proportion of the building/structure that is affected and the significance of the affected building. We will only consider Substantial Harm in wholly exceptional circumstances – in most cases Substantial Harm will be refused. When the degree of Less than Substantial Harm has been assessed, we consider the justification for that harm.

3 Justification for your proposal

Tell us why is it necessary to affect the listed building in this way and what are the benefits of the proposal

a) Is the harm necessary? Prepare technical studies to show why it is necessary for your development to affecting the heritage asset in this way Remember 'development' includes: <ul style="list-style-type: none">• Change of use A Building Control Assessment setting out how the proposal will meet building control requirements like fire separation (Part B) and sound separation (Part E), means of escape (Part B), energy consumption (part L) and Access (Part M) will affect the Listed Building and protect its historic features• Engineering works Basement excavations or new structural works like a new steel frame or concrete beam will need Structural Engineer's calculations• Demolitions / removals A detailed condition survey by a specialist will be required for all window or door replacement• Alterations Where these involve removal of historic built fabric they should be kept to a minimum and preserve the arrangement of rooms. The division of rooms should be avoided
b) What are the benefits? List the benefits of your development. Remember that Listed Buildings are valued by the public and are of national significance. Where you think there are additional public benefits to your proposal make sure you highlight them – public benefits are only those where improvements to public access to the heritage asset are proposed

We will use this information to consider whether the harm we have identified above is necessary and outweighed by the benefits of the proposal We will only recommend for approval those proposals where the public benefits arising from the proposal outweigh the Less than Substantial Harm the we have identified.

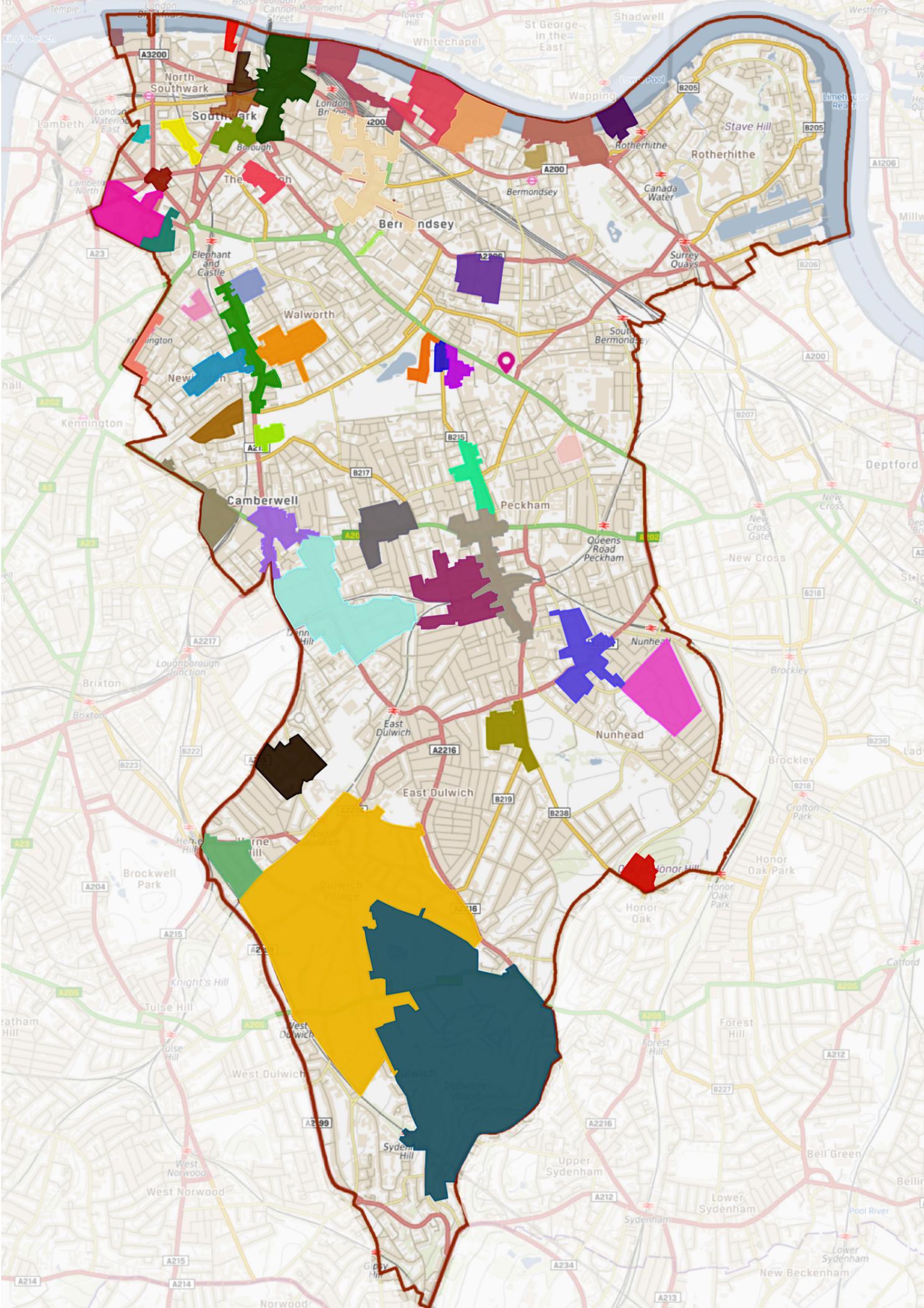


Figure 6: Conservation Areas

- | | | |
|----------------------------|--------------------------|-------------------------|
| ■ Addington Square | ■ Kennington Park Road | ■ Sunray Estate |
| ■ Bear Gardens | ■ King's Bench | ■ Sutherland Square |
| ■ Bermondsey Street | ■ Larcom Street | ■ The Gardens |
| ■ Borough High Street | ■ Liberty of the Mint | ■ Thorburn Square |
| ■ Caroline Gardens | ■ Liverpool Grove | ■ Thrale Street |
| ■ Camberwell Green | ■ Nunhead Cemetery | ■ Tooley Street |
| ■ Camberwell Grove | ■ Nunhead Green | ■ Tower Bridge |
| ■ Camberwell New Road | ■ Old Barge House Alley | ■ Trafalgar Avenue |
| ■ Cobourg Road | ■ Pages Walk | ■ Trinity Church Square |
| ■ Dulwich Village | ■ Peckham Hill Street | ■ Union Street |
| ■ Dulwich Wood | ■ Rye Lane Peckham | ■ Valentine Place |
| ■ Edward III's Rotherhithe | ■ Sceaux Gardens | ■ Walworth Road |
| ■ Elliot's Row | ■ St. George's Circus | ■ West Square |
| ■ Glengall Road | ■ St. Mary's Rotherhithe | ■ Wilson Grove |
| ■ Grosvenor Park | ■ St. Saviour's Dock | |
| ■ Holly Grove | ■ Stradella Road | |
| ■ Honor Oak Rise | | |

7.4 Conservation Areas

7.4.1 What is a conservation area?

Southwark Council has a duty under Section 69 of the *Planning (Listed Buildings and Conservation Areas) Act 1990* to designate as conservation areas those 'areas of special architectural or historic interest, the character of which is desirable to preserve or enhance.' It is the overall character of an area, rather than the individual buildings, which is important when designating a conservation area. These areas are important in ensuring that development proposals are moderated to preserve the best of the past and allow for sympathetic high quality modern development. The conservation area will include both listed and unlisted buildings, modern buildings, open spaces, walls, trees and any other features of interest where they contribute to the special character of the area.

The Act requires the council to decide whether any parts of the borough are areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance, and then designate these areas as conservation areas. As a result of this requirement the council has an ongoing programme for the assessment of potential new conservation areas (and extensions to existing conservation areas), which is reviewed on an annual basis. Decisions to designate will only be made following a detailed assessment of the character of an area, and local consultations.

The designation of new conservation areas, extension of existing ones and the adoption of Conservation Area Appraisals and Management Plans will require the agreements of members via committee, cabinet or delegated powers. Consultation will take the form of

- Consultation letters to the existing occupiers of the properties within the area
- A public exhibition or meeting
- Report to the relevant committee or cabinet

The NPPF places great weight on the designation of new conservation areas and states in paragraph 186 that: "When considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest."

You can ask the council to consider the designation of new conservation area if you have evidence to demonstrate that an area has special architectural or historic interest worthy of preserving. It is particularly important if such requests are accompanied by supporting information like a **Historic Area Assessment** which charts the history and character of the area, illustrations including historic maps, an audit of important buildings, suggested boundaries and details of any threats to the area's character.

The council's design and conservation planning team can advise whether a property lies within a conservation area. Conservation area status is however recorded as a land charge on properties lying within that area and, as all local land charges are registered by the Council, members of the public may also request a search of the register. Conservation Areas are also recorded on the mapping system on Southwark Council's [website](#) and are designated on the Planning Policies Map.

7.4.2 What are the criteria for designating a conservation area?

The main purpose of designating a conservation area is to preserve and enhance the character and appearance of the area. The emphasis of planning control in conservation areas is not preventing development, but managing change that will harmonise with the special architectural or historic qualities of the area and protect open spaces and the wider setting of the conservation area.

7.4.3 What do I need permission for in a conservation area?

Planning permission is required for certain external works to a dwelling house in a conservation area. This is in addition to the standard restrictions to permitted development that apply to all single dwelling houses. Works that require planning permission as a result of conservation area status include:

- house extensions that extend beyond any side wall of the dwelling house or to rear greater than single storey;
- the cladding of any part of the exterior;
- any addition or alteration to the roof;
- the erection of a building or enclosure e.g. garden shed between a wall forming a side elevation of the dwellinghouse and the boundary;
- the erection of chimneys, flues or soil and vent pipes to front or side elevations fronting a highway;
- the installation of an antenna (satellite dish) on a chimney, wall or roof slope which faces a highway and is visible from a highway. Also on buildings taller than 15 metres.

In addition works to install domestic microgeneration equipment (solar photovoltaic, wind turbines, source heat pumps etc.) will require planning permission as a result of conservation area status. Please note this list is not exhaustive and is a guide as to when planning permission is required.

7.4.4 Demolition in Conservation Areas

Planning permission must be obtained from the council for any demolition. Permission for a demolition in a conservation area will only be granted if the proposed replacement will conserve or enhance the character and appearance of the conservation area. A planning application for demolition of a building in a conservation area should include justifications for the demolition and proposals for the replacement or redevelopment. The construction of the new or redeveloped scheme will be a condition of the consent for demolition.

Positive Contributors

There is a presumption against demolition of buildings identified as 'making a positive contribution' to the conservation area. Positive Contributors (such as but not limited to, Locally Listed Buildings) are recognised in the adopted Conservation Area Appraisal and protected in their own right due to their local importance. Developments affecting Positive Contributors should seek to retain and repurpose the existing building preserving its features of architectural or historic significance

CONTENTS OF A HISTORIC AREA ASSESSMENT

<p>Part 1: Historical Overview of the area</p> <ul style="list-style-type: none"> • Early history of the area • Population and change • Economic activity 	<p>Part 4: Distinctiveness and Significance</p> <ul style="list-style-type: none"> • Identify buildings or features that survive from distinct eras • Recognise groups that define character (commercial, residential or civic) • Identify intangible heritage – cultural or social distinctiveness
<p>Part 2: The form of Development</p> <ul style="list-style-type: none"> • Residential development • Commercial development • The emergence of a townscape over time • The influence of people, social or cultural movements that have shaped the townscape 	<p>Part 5: Historic references</p> <ul style="list-style-type: none"> • Bibliography • Archive research • Historic photos • Historic maps
<p>Part 3: The Character of the area today</p> <ul style="list-style-type: none"> • Definition of the extent of the historic area • Recognition of Sub-areas where relevant • Description of the sub-areas 	

Table 3: Contents of a Historic Area Assessment

7.4.5 What is a Conservation Area Appraisal?

The Government encourages local authorities to produce 'Conservation Area Appraisals' for each conservation area. These describe what is special about each conservation area and lay down policies for the preservation and enhancement of each area. In the Conservation Area appraisal you can find out more about the historic significance of the area overall, the various sub-areas or parts of the conservation area, guidance for new development in the area and an audit of important buildings in the conservation area.

A Conservation Area Appraisal is adopted by the Planning Committee and includes important guidance about what you can and cannot do in each area. We have produced conservation area appraisals for some, but not all conservation areas with Southwark. It is in the process of updating these appraisals and producing them for areas that have not yet been appraised. We do this to ensure that policies and our understanding of what is special about the area is kept up to date.

7.4.6 Trees in Conservation Areas

Trees within a conservation area are given special protection and there is a presumption in favour of protecting those which make a positive contribution. Anyone wishing to fell, top or lop a tree with a trunk over 75 mm in diameter (measured 1.5 metres above the ground) must give Southwark Council six weeks' written notice of the work.

This is to allow the Council time to assess the impact of the proposal on the character and appearance of the conservation area. This is called a 'Section 211 notice' and it gives the LPA an opportunity to consider protecting the tree with a Tree Preservation Order (TPO).

CONTENTS OF A CONSERVATION AREA APPRAISAL

Part 1: Introduction

- What is a Conservation Area?
- Purpose of this Appraisal: Conserving what's special
- Using this document
- Location, description and summary of special architectural and historic interest of the conservation area

Part 2: History and archaeology

- Early history and archaeology
- Commerce, transport and housing
- Townscape development
- Identification of Sub-areas

Part 3: Appraisal of special character and appearance of the area - What's special

- Historic significance
- Layout and form
- Landmarks, views and setting
- Character areas
- Listed buildings
- Audit of designated and undesignated features

Part 4: The conservation area today

Part 5: Management and development guidelines

- What changes can you make to your building or your development site? What about trees?
- What needs permission
- Trees
- How will be the Council judge planning applications?
- Advice on common building projects:

Part 6: Boundary of the conservation area

- Potential boundary changes
- Management of the Conservation Area
- Consultation

Table 4: Contents of a Conservation Area Appraisal

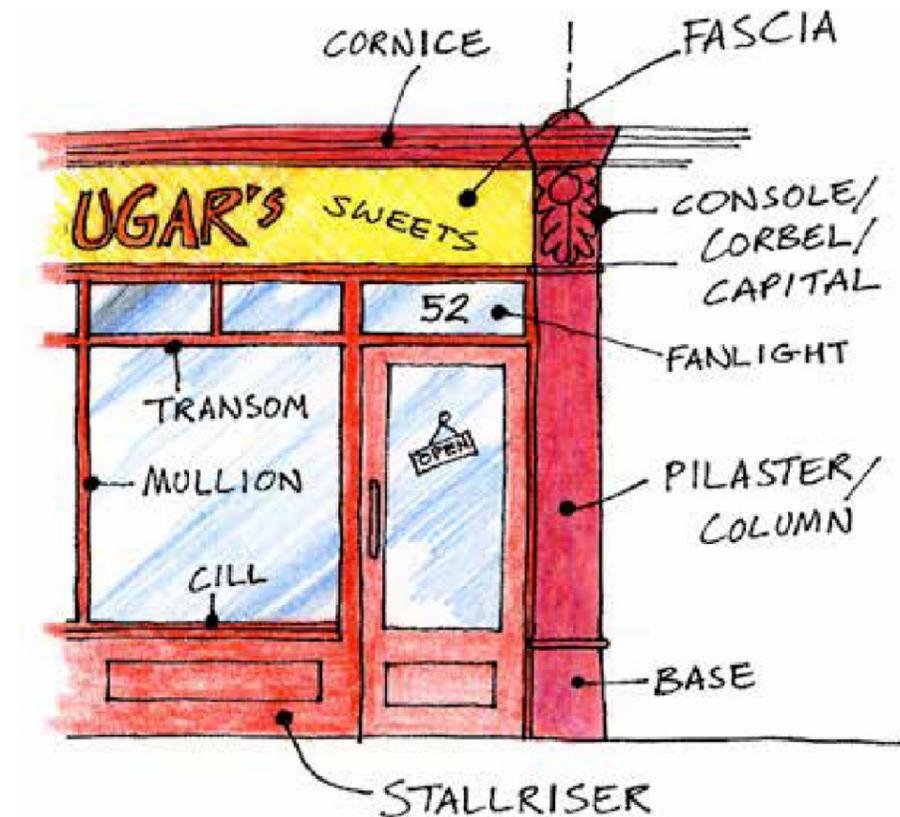


Figure 7 : Shop Fronts Illustration

7.4.7 Shop fronts in conservation areas

In conservation areas that are characterised by their commercial frontages we place a particular emphasis on the design quality of shop fronts and signage, as these are elements that are intrinsic to the areas character and often the most prominent part of a building in the streetscape. In these areas the quality of design and materials should be appropriate to the building and to the wider character or appearance of the conservation area.

7.4.7.1 The elements of a shop front

Most, if not all shopfronts are designed in a primary structural frame, within which secondary elements and detailing add character and visual interest. A traditional shopfront may include the entrance doorway to the accommodation above. The basic elements of a typical shop front are: the stallriser; symmetrical layout; pilasters and corbels; fascia and cornice.

The primary frame or surround to a traditional shopfront would typically include side columns or pilasters, often topped by decorative console brackets. Capping the shopfront would be a projecting cornice, below which is the fascia or signage zone (which sits within the height of the corbels/console brackets). Within this outer frame sit the shopfront window(s) and door(s); often there will be a door to the shop and another door to the accommodation above. Below the window would be a stallriser, which can be plain or panelled/tiled.

The console, corbel or capitals are often the most exuberant and decorative elements of a shopfront, and are particularly important for their role as 'dividers' between adjacent shopfronts. Not only is this the traditional treatment for shop fronts but the cornice provides an architectural and visual division between the commercial base and the uses above.

The fascia is a key element in any style of shopfront as this determines the scale of the lettering/signage that can be the most visually prominent part of a shopfront. As a general rule-of-thumb, the depth of the fascia should not exceed one quarter of the height from pavement to the underside of the fascia. The consoles/corbels will generally be the same height as the fascia. The fascia should not extend below the top of the pilaster or into/above the cornice zone. A single fascia should not run over several shop frontages or units, even if a shop has taken over adjoining premises, instead individual/original proportions should be maintained.

Projecting box fascias (often with internal illumination and a plastic materiality) are similarly to be avoided as they are visually obtrusive and detracting from the quality and character of a shopfront. The fascia should never breach the window-cill of the first-floor windows above. The stallriser gives a strong base to a shopfront, whether it is timber or masonry, faced in tiles or plastered. It also helps to protect a shopfront from knocks and damage, thereby more robust. The fenestration design should create a well-proportioned structure to a shopfront, in a way that a frame-less glass or large single-panes cannot. Sub-division with mullions, transoms, top-lights and other features will add interest and character, in a design that ties together all the elements of the shopfront.

7.4.7.2 Doors

The entrance to a commercial unit should provide level-access with no impediment to disabled ingress. The design of the doors, and fan-lights above, should have a direct relationship to the fenestration design of the shopfront; there is however some scope for variety in the design of the upstairs-access door, although this should fit-in with a consistent overall design approach.

7.4.7.3 Awnings and canopies

Retractable apron blinds covered in canvas are often characteristic features of historic shopfronts and should be retained. Modern plastic canopies are not acceptable within conservation areas, and are not desirable elsewhere. In terms of scale, the extended awning should not appear over-dominant on the facade when extended, and should not cover the whole depth of the pavement. The mechanism and storage-housing for an awning should not be in a surface-mounted box, but should be contained within the fascia.

7.4.8 How are applications for developments affecting conservation areas considered by the Council?

For all applications in a conservation area, or which affect the setting, the Council will require a heritage statement setting out the significance of the conservation area. (see Factbox – Contents of a Heritage Statement p23)

In general, the Council will look at all planning application in conservation areas to check that the proposals are sympathetic and do not harm the character and appearance of the conservation area. This does not necessarily rule out good, modern buildings but the emphasis, above all, is on quality of both design and materials and appropriateness of scale and massing. An important test of any development in a conservation area is its visibility from the public domain both from inside and outside the conservation area. The visibility of a development affects the character and appearance, as well as the setting of a conservation area. 3D Views of the proposed development from a number of public vantage points are normally required before an application can be validated.

The most sensitive development is typically affects the roof-line or silhouette of the conservation area because, depending on the separation, this can appear dominant or incongruous in a cohesive historic setting of a conservation area. For example first floor extensions as well mansard and dormer roof extensions are generally resisted in our residential conservation areas where these features are not prevalent.

7.4.9 Guidelines for development in Conservation Areas

In general, we will assess all planning application in conservation areas to check that the proposals are sympathetic to its surroundings. This does not necessarily rule out good, modern buildings but the emphasis, above all, is on quality of both design and materials and appropriateness of scale and massing. To check which works are permitted and which are not see Historic England's guidelines for altering buildings or developing within a conservation area, available [here](#).

7.4.10 Permitted Development in Conservation Areas

Most forms of development require the granting of planning permission. There are however a number of exceptions ('permitted development') that do not require authorisation under the Planning Acts and these are set out within the General Permitted Development Order 1995 (GPDO). The range of permitted development rights outside conservation areas is narrow and is further reduced in designated conservation areas. You should check the categories of works requiring planning permission in conservation areas and ensure are complying with the legal process. Details of this are available on our website.

7.4.11 Article 4 Directions (the Withdrawal of Permitted Development Rights)

Article 4 Directions allow the council to gain control over works normally considered to be permitted development rights in certain sensitive areas. These directions can control small-scale change that might gradually erode the character of a conservation area or of a group of assets, such as alterations to windows and doors, roofs and front garden areas. Where an Article 4 Direction (GPDO (2015) (England) (as amended) applies, planning permission is required for the specified works under the Town and Country Planning (Permitted Development, Advertisement and Compensation Amendments) (England) Regulations 2019. Before undertaking any works it is therefore always advisable to contact the council to check whether your property is subject to Article 4 Direction controls.

Some of the Southwark Council Article 4 Directions include;

- Sunray Estate Conservation Area
The conservation area is the subject of an Article 4 Direction, confirmed by the Secretary of State on 13 November 1987, under which some categories of external alterations, which would otherwise constitute "Permitted Development", are subject to control.
- Railway Arches
The council confirmed Article 4 Direction to remove permitted development rights relating to the conversion of railway arches to residential dwellings on 27 October 2016. This is to ensure residential amenity is protected.
- Public Houses
The council has confirmed immediate Article 4 Directions to protect traditional public houses across the borough. This is in recognition of the unique community and historic value pubs bring to local communities.
- Light Industrial
The council confirmed an Article 4 Directions in March 2018 to protect light industrial land uses on selected sites across the borough. This is in recognition of the important contribution light industrial premises make to local employment in the borough and the local and wider London economy.
- The Old Southern Railway Stables and the Forge
The Council has confirmed the immediate Article 4 Direction on 8 November 2018. The Article 4 Direction removes permitted development rights for the demolition of the Old Southern Railway Stables and the Forge at the junction of Catlin Street and St James's Road

The principles of development in the context of conservation areas

A step-by-step guide to the information that must be included in a Heritage Statement that is submitted as part of your planning application, how it helps us to process your planning application and make a planning decision.

1 The significance of your property in the conservation area

Tell us what is important about your property and its place in the conservation area

a) Aesthetic

Tell us about the property, its current use and its age*

Where is it in the conservation area – is it on a primary road or a prominent corner – and how does it relate to other properties nearby – is it part of a group of similar design or age?

*If it is statutory listed you should also follow the guidance on listed buildings

b) Academic and other research

The Conservation Area Appraisal is a very important document

What does the Conservation Area Appraisal say about the property?

For example:

- Which Sub-area is it in and
- What is significant about its sub-area
- Is the property mentioned in the conservation area appraisal (the conservation area appraisal lists properties that make a positive contribution to the conservation area as well as other buildings or features of historic interest)
- Are there historic photos of the property in the Local Histories Library
- Has the property been altered or extended – are their old surviving parts of the property that you are aware of

c) Cultural

Some properties may be of artistic or cultural value. Find out about famous previous occupants or the historic use of the property.

d) Its setting / context

Tell us about how the property can be appreciated by the public – how it is located on its site and how it relates to other properties nearby

Does the conservation area appraisal mention the property or its location in the views of the area?

What does the appraisal say about the immediately neighbouring properties – are they recognised as positive contributors or statutory listed?

We will use this information to confirm what is important about the property. We may visit to inspect the property

Depending on the significance of the property in the conservation area we may ask for more information about the property, its age and condition, and this may delay your application

2 The Impact of your development

Tell us how will your proposal affect the conservation area, its significance and its setting

a) Conservation area

Prepare drawings, plans, sections and elevations to scale showing the property and how it will be affected by your proposal. Drawings should show the building:

- In its current form i.e. as existing; and
- The completed development i.e. as proposed

b) Its setting

Prepare drawings and/or visualisations of the proposal in its context:

- Elevations of the listed building together with its neighbouring properties to scale
- 3D visualisations of the proposal relative to the neighbouring properties
- 3D views and photomontages from nearby streets in its surroundings

We will use this information to gauge if there is harm to the listed building and its significance due to your proposal

We may ask for more information about the impact of your development and this may delay your application

3 Justification for your proposal

Tell us why is it necessary to affect the conservation area in this way and what are the benefits of the proposal

a) Is the harm necessary?

Tell us why it is necessary for your development to affect the conservation area in this way.

How does the proposal conserve or enhance the character and appearance of the conservation area?

b) What are the benefits

List all the public benefits of your development – these may be social or economic benefits as well as improvements to the conservation area like the restoration or repair of a dilapidated building.

We will use this information to consider whether the harm we have identified above is necessary and outweighed by the benefits of the proposal

7.5 Heritage at Risk (HAR)

7.5.1 What is Heritage at Risk?

Historic England's Heritage at Risk Programme (HAR) identifies those sites that are most at risk of being lost as a result of neglect, decay or inappropriate development and adds them to a national register. The Register is an annual Historic England publication which identifies the most important heritage assets at risk of damage or loss. The programme highlights to communities about the condition of their local neighbourhood. It encourages people to become actively involved in looking after what is precious to them. It also reassures them that any public funding goes to the most needy and urgent cases. As public and private finance remains scarce, there is a need to focus on the heritage assets that are at greatest risk and that offer the best opportunities for positive development

7.5.2 Southwark council's approach to Heritage at Risk?

Accurate and up-to-date information on the condition of buildings on the register is the key to positive intervention. There is a range of measures available to the council to bring about the repair of our Buildings at Risk. The council has statutory powers (including Compulsory Purchase Orders CPO) to carry out repairs in default but this can involve considerable public money. It is often better to work with the owner and facilitate repair and reuse by seeking to overcome the obstacles to reuse, finding development partners and securing grants.

The HAR programme is reviewed every year by Historic England and the council for publication in October, the register is updated annually based on the working knowledge of officers. We have several buildings on the register and have a track record of successes in restoring HAR buildings and having them removed from the list.

7.5.3 How can I get involved in Heritage at Risk?

You can apply to Historic England to have heritage assets added to the Heritage at Risk register and get involved in the programme [here](#).

7.6 Grant Programmes

Grant programmes are a good way of securing additional funding for repairs to our historic buildings and to learn more and celebrate our historic environment. The council has a strong track record of securing and delivering grant moneys for our Heritage at Risk. These often involve grants for repair and restoration works to private properties where the council, its grant funders and private owners can work together to fund the works.

Over the years we have secured a number of such grant programmes including: Partnership Scheme in Conservation Areas (PSiCA); Heritage Action Zone (HAZ); and Townscape Heritage Initiative (THI)

7.6.1 What is a Heritage Action Zone (HAZ)?

Heritage Action Zones (HAZs) are a national initiative by Historic England working with local people and partners, including local authorities. They are 3–5 year area-based partnership projects with the aim of unlocking the power in England's historic environment to invest in historic places, create economic growth and improve quality of life in villages, towns and cities.

7.6.2 The Walworth HAZ

The Walworth Heritage Action Zone (HAZ) is a five-year partnership running until 2023, overseen by the London Borough of Southwark and Historic England, with significant contributions from the Walworth Society. Other partners include Southwark and Lambeth Archaeological Excavation Committee (SLAEC), Museum of London, Creation Trust, London South Bank University, Lendlease and Notting Hill Genesis. The Walworth HAZ is an opportunity to deliver a variety of research, community, conservation and improvement projects with a single vision. The project aims to protect the special character and social vitality of Walworth, to proactively manage and enhance its unique heritage assets, restore vacant properties, deliver new housing, improve public realm and put heritage at the heart of delivering sustainable growth.

7.6.3 The Peckham THI

The Peckham Townscape Heritage Initiative (Peckham THI) is a five year grant programme funded jointly by the Heritage Lottery Fund and Southwark Council and is due to end in 2021. The purpose of the project is to contribute to the regeneration of Peckham town by part-funding the restoration and repairs of some of Peckham town centre's oldest and finest buildings. In 2014, the Heritage Lottery Fund granted £1.675m towards this project and Southwark have committed additional funding to make a common fund of £2.3m. For building owners there is information about how to apply for funding. But there is much more: updates on individual THI buildings as they are restored; news and invitations for you to participate in THI community projects; introductions to the Rye Lane Conservation Area and planning requirements; and sign-posts to sources of information about Peckham's rich heritage and how to maintain traditional buildings.

6.6.4 The St George's Circus and Camber well Green PSiCA

The St George's Circus and Camber well Green PSiCA was a three year project funded jointly by Historic England (formerly English Heritage) and Southwark Council. In 2010 this £450,000 project delivered the whole-building restoration and repair of some of the most prominent and finest buildings in the St George's Circus and Camberwell Green Conservation Areas

8 Archaeology in Southwark

8.1 Scheduled Ancient Monuments (SAM)

8.1.1 What is a Scheduled Ancient Monuments (SAM)

A scheduled ancient monument is a legally protected (generally archaeological) site that is considered to be of national importance. Scheduled monuments are described here because of the high level of legal protection that is afforded them, not all of Southwark's SAMs are archaeological monuments, for example the pumping engine house for Brunel's Thames tunnel at Rotherhithe. Also, not all scheduled sites are ancient, but scheduling is restricted to the most important examples of each type of monument requiring protection, following close criteria for selection. It is normal now to refer to sites as 'scheduled monuments', rather than by the longer term 'scheduled ancient monuments'. The legal process of 'Scheduling' will add the site to the 'Schedule' (the list of legally-protected monuments) maintained by the Secretary of State for Digital, Culture, Media and Sport (DCMS), under powers contained in the Ancient Monuments and Archaeological Areas Act 1979 (as amended).

8.1.2 Scheduled Monuments in Southwark?

Policy P18 of the New Southwark Plan refers to the conservation of the historic environment and natural heritage and includes our policies on scheduled monuments. We have a range of scheduled monuments in Southwark, including a Roman boat, Roman bath-house, Shakespearean playhouses (the Rose, the Globe and the Hope), medieval religious and secular great houses and more modern sites such as Brunel's pumping engine house. Our Area Policies in the New Southwark Plan also refer to SAMs. .

8.1.3 What do I need to know about Scheduled Monuments?

Scheduled monuments are protected by law, and any development that affects a scheduled monument requires formal written Scheduled Monument Consent (SMC) from the Secretary of State for DCMS. Historic England's, Inspector of Ancient Monuments, London Office, gives advice to the government on each application and administers the consent system. In assessing applications, the Secretary of State will aim to ensure that the significance of protected sites is safeguarded for the long term.

Formal Scheduled Monument Consent (SMC) consent must be obtained before any work can begin on a scheduled site, as carrying out unconsented works on a scheduled monument is a criminal offence. The formal application process of applying for SMC and receiving a response from DCMS can take a significant time and this should be programmed carefully into any proposals affecting SAMs.

Additional legislative procedures apply and specific advice will be needed. For example, it is a criminal offence to: disturb a scheduled monument by carrying out works (outside Class Consents) without SMC; cause reckless or deliberate damage to a monument; and, use a metal detector or remove an object found at a monument without a licence from Historic England.

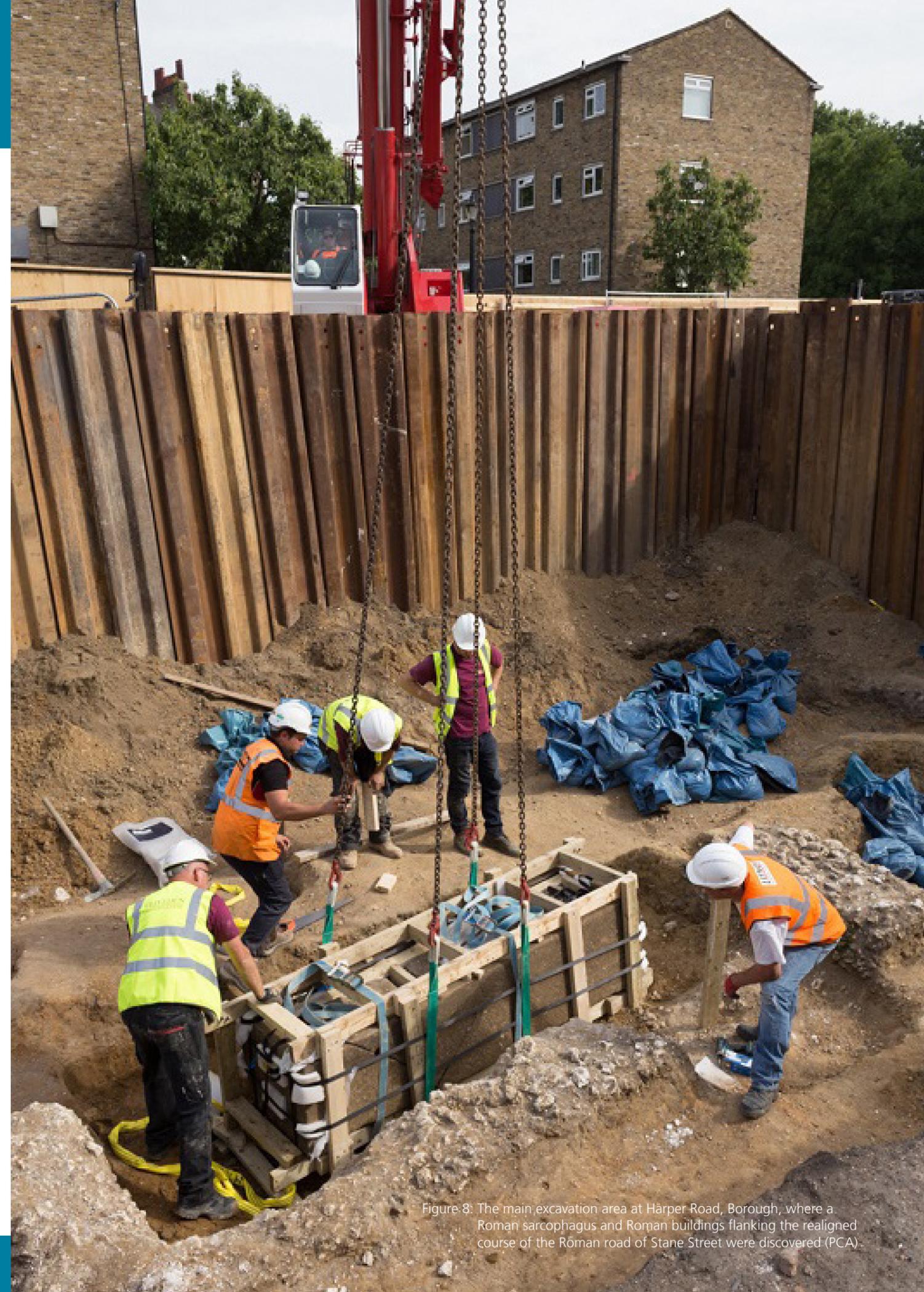


Figure 8: The main excavation area at Harper Road, Borough, where a Roman sarcophagus and Roman buildings flanking the realigned course of the Roman road of Stane Street were discovered (PCA).

8.2 Archaeological Sites

8.2.1 What is Archaeology?

Archaeology is the study of people and past activities from the below-ground evidence that they leave behind, normally this takes the form of buried layers and deposits (stratigraphy), finds (artefacts) and features (pits, post-holes, ditches, wells, etc.). In the context of the National Planning Policy Framework (NPPF), archaeological interest means evidence of past human activity which is deemed worthy of expert investigation by professional archaeologists.

8.2.2 Archaeology in Southwark

Southwark contains some of the most important urban archaeological sites in Britain, and more detailed information on our amazing archaeology is available on our website. Policy P20 of the Southwark Plan sets out our approach to archaeology and development and lists the information that we will require in order to make informed planning decisions concerning archaeological interest.

Southwark has archaeological sites dating from Mesolithic times (8,500 BC to 2,000 BC) in a pre-urban landscape to buried deposits relating to modern London as a world city. Often our archaeological sites contain evidence of numerous phases of archaeological occupation on the same site, with prehistoric archaeological layers at the bottom overlain by successive layers of Roman, Saxon, medieval, post-medieval and later archaeology.

We recognise that archaeology is finite and non-renewable and once it is gone - it is gone forever, therefore, the council works hard to preserve this fragile resource. Southwark is unique as it is the only London borough (apart from the City of London) that employs its own expert in-house archaeologist to provide specialist planning advice. The other thirty-one London boroughs receive archaeological advice from Historic England via the Greater London Archaeological Advisory Service (GLAAS). GLAAS and Southwark Council are members of the Association of Local Government Archaeological Advisers UK (ALGAO) and work closely together to protect and preserve archaeological interest and endorse best practice across the capital and nationally.

8.2.3 How do I find out if there is Archaeology on my site?

Archaeological interest is extremely hard to determine because it is invariably completely buried from sight, which makes it really difficult to accurately predict! Also, the circumstances of every site are different and archaeological advice will vary significantly from site to site, depending upon many factors, for example, if there is evidence that previous development (for example, deep basements or underground car-parks) has already damaged or destroyed archaeological deposits.

If you want to develop in Southwark or carry out any works which might affect buried archaeological deposits you will need to consult the council and seek the advice of our Archaeologist and look at our website for on-line advice. Initially, you will need to find out whether your site is within one of our six Archaeological Priority Areas (APA) and, if so, what tier rating that APA has. The draft APA boundaries are found on the Planning Policies Map, and draft New Southwark Plan policy P22 'Archaeology' sets out the policy requirements. Pre-application consultation with our archaeologist is strongly encouraged to ensure planning applications are supported by appropriate information.

8.2.4 The Historic Environment Record (HER)

We use numerous different streams of evidence to determine which of our sites may contain archaeological deposits. One major source is the Historic Environment Record (HER) the Southwark dataset of which is provided and regularly updated by the council, but is maintained and managed under licence from Historic England. HERs exist all over the country. The [HER for Greater London \(GLHER\)](#) is a computerised record containing nearly 200,000 entries providing data on historic places, archaeological sites and finds, historic buildings, parks and landscapes and many other supporting sources of information. It is continually updated with priorities for enhancement reflecting the particular character of London, its historic environment, and the pressures upon it. Other sources of information we use are: archaeological excavation archives and reports, historic documentary and oral records, historic maps, photographs and aerial photographs, among many other primary and secondary sources.

This evidence base provided by the HER enables the council to determine where archaeology is likely to still survive and, where it does, we have protected these areas by designating them as Archaeological Priority Areas (APAs) or protecting them in other ways through the planning process.

8.2.5 What is an Archaeological Priority Area (APA)?

An Archaeological Priority Area (APA) is a defined area where, according to existing information, there is significant known archaeological interest or particular potential for new discoveries. APAs exist in every London borough and were initially created in the 1970s and 1980s either by the boroughs or local museums. Historic England GLAAS have been carrying out a London-wide appraisal of the APAs to update them and have introduced a 'tiered' system, which distinguishes those areas which are most significant from others which although still of interest are not quite so sensitive.

Southwark carried out an appraisal of all our APAs in 2018, the results of which were published as an evidence-base to support the New Southwark Plan. Up-to-date archaeological priority areas provide a sound evidence-based spatial framework for local plan making and decision taking.

The purpose of new APA appraisal system across London is to provide a consistent and sound evidence-base and practical tool for strategic planning. Archaeological Priority Areas (APAs) have now been categorised according to significance into Tiers ranked 1 (most significant) to 3, with all other areas within the borough being in Tier 4. Tier levels indicate when there is a need to understand the potential impact of the proposed development on the heritage asset's significance.

Policy P22 in the New Southwark Plan has defined six Archaeological Priority Areas (APAs) in Southwark, of which one is a Tier 1 APA, and five are Tier 2 APAs. You can find out if your site is within an APA by consulting our on-line mapping database and consulting the Planning Policies Map.

8.2.6 What is a Tier 1 APA?

A Tier 1 APA is a defined area which is known, or strongly suspected, to contain a heritage asset of national significance (a scheduled monument or equivalent); or is otherwise of very high archaeological sensitivity. We have one large Tier 1 APA in Southwark called 'North Southwark and Roman Roads'. This APA fulfils the criteria for a Tier 1 APA, in that it contains scheduled monuments and numerous sites that may be deemed to be equal or equivalent to a scheduled monument in NPPF terminology.

The northern part of the borough contains some of the most important multi-phase deeply stratified urban archaeological sites in the UK, including half of the Roman town of *Londinium*, Roman temples and cemeteries, vast Tudor palaces, monastic houses, Shakespearean playhouses, medieval prisons, and scheduled monuments. For this reason the 'North Southwark and Roman Roads' APA is designated the top tier of archaeological protection.

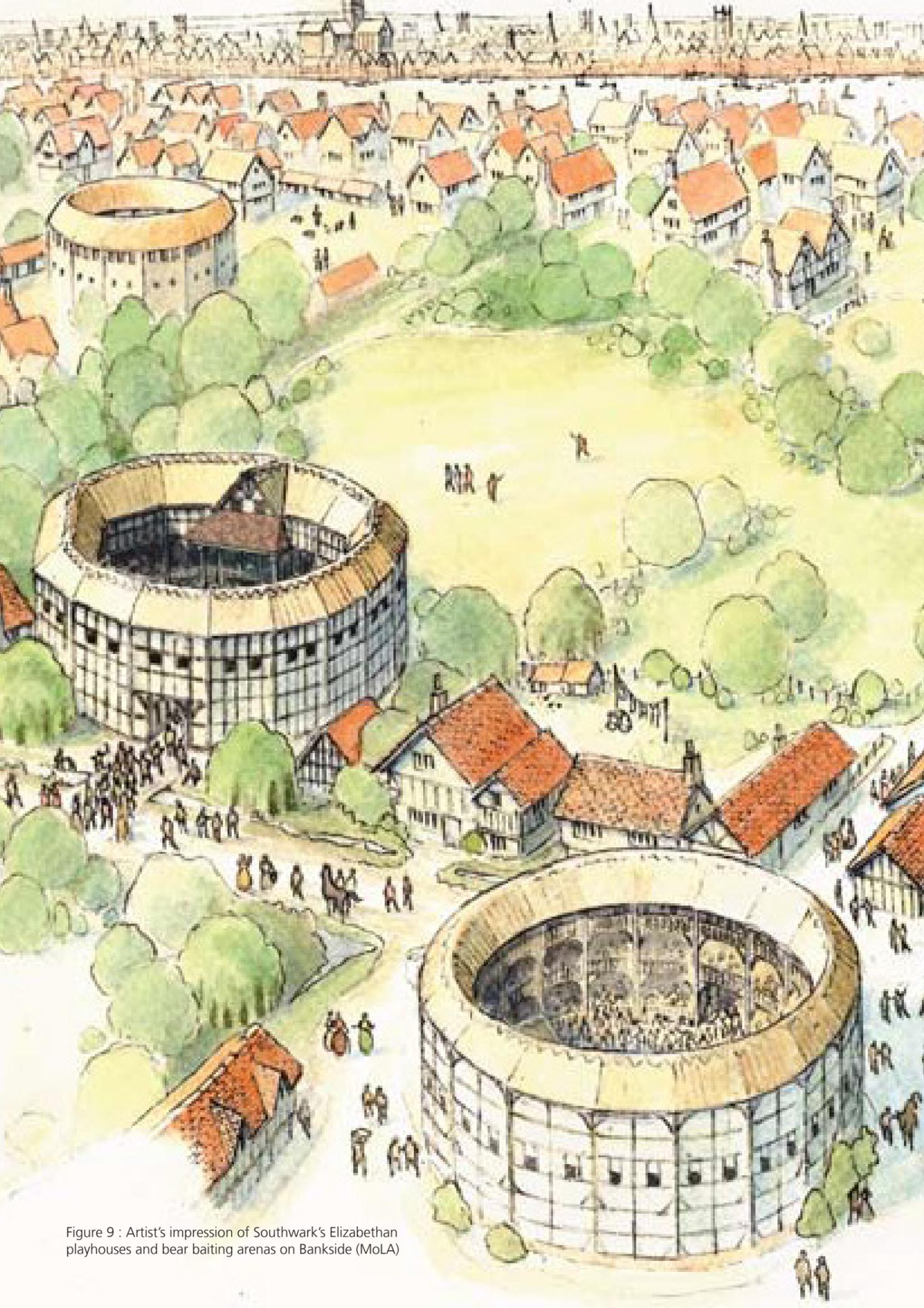


Figure 9 : Artist's impression of Southwark's Elizabethan playhouses and bear baiting arenas on Bankside (MoLA)

8.2.7 What will I need to do if my site is in a Tier 1 APA?

If your site lies within a Tier 1 APA then policy P20 requires that you submit an archaeological desk based assessment and the results of an archaeological evaluation (trial trench investigation across the site) in support of any planning application. Planning applications involving any below ground excavation works will need to be assessed for archaeological interest and must provide clear ground-tested evidence of the archaeological significance of the site in order for the council to be able to make an informed planning decision. As we cannot physically see whether archaeology survives on your site, we will ask you to find a way to provide that information for us. With regard to archaeology, the general principle in decision making is that the council will only grant planning consent on sites where we have clear evidence and sure knowledge of what the likely archaeological significance and value of the site is.

Every archaeological site is different and each brings its own challenges. The benefits of early consultation with the council cannot be overestimated and is essential to ensure that you have provided all the necessary information to support your application. There is no single evaluation methodology appropriate for all situations, but an evaluation should be of a scale to enable a sufficient sample of the site to be investigated. We may ask you to provide a range of information including: desk based assessment, evaluation, written schemes of investigation (WSI), historic building recording and analysis among other works. Further explanation of this information can be found in the glossary of terms. Many applicants do not realise that planning policy requires them to actually carry out an archaeological sample dig (pre-determination evaluation) prior to submitting their application if their site is in an APA, or that failure to comply with this can may be a reason for non-validation or potentially even refusal of the application.

Desk-based assessment and evaluation are just the first stages in determining a site-specific archaeological strategy for your site and may be followed by a range of further archaeological mitigation requirements including: preservation in situ schemes; redesign; excavation; further evaluation; geoarchaeological sampling and analysis; watching briefs; post-excavation assessment; publication; public engagement; interpretation, display; and archiving. However, for the vast majority of sites most archaeological requirements are very quickly and easily resolved, and there are lots of pragmatic solutions to managing archaeological projects, for nearly all applicants the initial concerns associated with dealing with archaeological deposits are very soon dispelled.

After assessment and evaluation, the further stages or archaeological work may be made enforceable through the addition of archaeological pre-commencement conditions on any grant of planning consent. Conditions, a S106 planning obligation or a combination of the two may be required. The use of conditions or obligations can be applied where the legal and policy tests in the NPPF have been met, and it has been established that sustainable development can only be achieved through harm to an archaeological heritage asset, requiring its excavation and recording.

8.2.8 What will I need to do if my site is in a Tier 2 APA?

In addition to the large Tier 1 APA Southwark also has five Tier 2 APAs. Tier 2 is a local area within which the GLHER holds specific evidence indicating the presence or likely presence of heritage assets of archaeological interest. These generally highlight our historic villages as well as a possibly prehistoric burial mound in Dulwich.

Development in Tier 2 APAs needs to follow the same process for Tier 1 sites, but it is possible that in some rare cases an archaeological evaluation may not be required prior to determination of the planning application. As noted above though all planning applications must provide sufficient evidence to allow the LPA to make an informed planning decision with regard to archaeological interest.

Southwark does not contain any Tier 3 APAs.

Figure 10 :Brunel's Thames Tunnel, built between 1825 and 1843 (Museum of London)

8.2.9 Do I need to consider Archaeology if my site is not in an APA?

Yes, even if your site is not in an APA you should double check for archaeological interest. The designation Tier 4 (outside APA) is given for any location that does not, on present evidence, merit inclusion within an Archaeological Priority Area. Tier 4 areas are not necessarily devoid of archaeological interest and may retain some potential unless they can be shown to have been heavily disturbed in modern times. All major planning applications especially over 0.5 hectares in area, whether in an APA or not, should be assessed for archaeological interest and any sites that require an Environmental Impact Assessment (EIA) should also be assessed.

Current good practice advice for the historic environment emphasises that the information required in support of applications for planning permission should be no more than is necessary to reach an informed decision, and that activities to conserve or investigate the asset need to be proportionate to the significance of the heritage assets affected and the impact on that significance.

8.2.10 What do I need to know about archaeology?

All archaeological projects must be conducted in a scientific manner by properly qualified, experienced and competent archaeologists operating with sufficient resources and time to provide positive outcomes relevant to the specific purpose of the project, and proportionate to the significance of the archaeological interest.

All works need to be carried out in accordance with Historic England GLAAS Standards for Archaeological Work and the range of guidance and standards provided by the Chartered Institute for Archaeologists (CIfA).

Where proportionate to the significance of the investigation, the council may require that the archaeological works are opened to and interpreted for the public, and a scheme for public engagement should be included as part of the WSI. Opportunities for public engagement could include enabling participation in investigation, providing viewing platforms and interpretation panels, jointly designed open days in partnership with the local community, public talks and online forums as well as coverage in local media. Once analysed, the results and the knowledge gained may be communicated, in addition to formal publication and deposition of the archive, through displays, exhibitions and popular publications and might inform site design and public art.

The finds and records from London excavations provide an immensely valuable public resource. The owners of finds and records are urged to donate these to the appropriate Museum as a matter of best practice in the public interest; in most cases this will be the Museum of London. Arrangements for the curation of the archive should be agreed prior to starting fieldwork. Where the archive is to be deposited with the Museum of London, this should be set out in the Deed of Transfer or Deposit Agreement which should be included in the WSI and submitted to the council for approval in writing.

There are many ways you can get involved in archaeological activities across Southwark, and there are many groups and organisations that you can join or follow.



8.3 The law and burial archaeology

8.3.1 What do I need to know about human burials?

There are important legal requirements that apply where development or on-site evaluation may affect human remains and established professional guidelines must be followed. The law and burial archaeology is extremely complex and guidance on compliance with burials legislation is available from the Ministry of Justice and Historic England. There is a wide range of guidance available to assist you in managing works relating to burial grounds.

As the principle guidance states, the treatment of human remains is one of the most emotive and complex areas of archaeological activity. In 2001, a Human Remains Working Group was convened jointly by English Heritage (now Historic England) and the Church of England in order to address the issues. Their remit concerned burials from Christian contexts dating from the 7th-19th century AD in England. This provided a coherent group of material to which a consistent theological framework could be applied in order to help inform ethical treatment and for which reasonably specific guidance might be given. The first edition of this document, published in 2005, was a synthesis of the results of the group's deliberations. It aimed to provide reasonably comprehensive guidelines covering treatment of human remains and associated artefacts and grave markers at all phases of an archaeological fieldwork project, including decisions concerning whether remains should be retained long-term for scientific study or reburied following completion of the analysis phase of the fieldwork project. A revised 2017 edition represents an update to that document, intended principally to reflect developments in matters relating to Christian burial law that have taken place since 2005.

8.3.2 What do I need to know about Consecrated Land and Disused Burial Grounds?

Development affecting any former burial ground is regulated by statute, principally the Burial Act 1857, the Disused Burial Grounds Acts of 1884 and 1981, and the Pastoral Measure 1983.

The exhumation of any human remains requires approval from either the Secretary of State or the Church of England, depending on the current location of the remains. Exhumations from land which is subject to the Church of England's jurisdiction will need the Church's authorisation (Faculty consent or the approval of a proposal under the Care of Cathedrals Measure 2011). This includes consecrated ground in cemeteries.

Exhumations from land which is not subject to the Church of England's jurisdiction will need a licence from the Secretary of State, under Section 25 of the Burial Act 1857 as amended by the Church of England (Miscellaneous Provisions) Measure 2014. A licence is required from the Secretary of State if the remains are not intended for reburial in consecrated ground (or if this is to be delayed, for example where archaeological or scientific analysis takes place first).

Under the Town and Country Planning (Churches, Places of Religious Worship and Burial Grounds) Regulations 1930, the removal and re-interment of human remains should be in accordance with the direction of the local Environmental Health Officer.

If removal is essential it can only take place under Faculty jurisdiction, Ministry of Justice licence, Environmental Health regulations, and if appropriate, in compliance with the Disused Burial Grounds (Amendment) Act 1981. A strategy for the removal, assessment, analysis and reburial/retention of human remains must be agreed with the council and included in the WSI. Where human remains are suspected to survive the relevant permissions should be obtained before works commence. Unexpected human remains encountered during excavations can be removed only once the relevant permissions have been received and the council have been notified. Copies of the permissions must be submitted to the council.

8.3.3 Southwark and burial grounds

Southwark has a large number of historic burial grounds (19th century or earlier) which can be grouped together. We also have extensive evidence for Roman funerary ritual and burial rite. The majority of our burial grounds are Church of England but we also have burials of other denominations, faiths and belief systems. Several of our Christian cemeteries are consecrated ground and therefore come under the Church of England's faculty jurisdiction but the borough also includes other burial grounds outside of this jurisdiction. The majority of cemeteries are open to the public, some are open spaces and parks and some still function as burial grounds and accept new burials or cremations.

The principal assumptions underpinning the current guidance, and the basis on which the council manage their burial grounds, is:

- That human remains should always be treated with dignity and respect.
- Burials should not be disturbed without good reason. However it is noted that the demands of the modern world are such that it may be necessary to disturb burials in exceptional circumstances.
- Human remains, and the archaeological evidence for the rites which accompanied and commemorate their burial, are important sources of scientific information.
- There is a need to give particular weight to the feelings and views of living family members when known.
- There is a need for decisions to be made in the public interest, and in an accountable way.
- Any exposed human remains must be screened from public view.

In accordance with current guidance, all legal matters concerning Planning Law, Burial Law and Ecclesiastical Law with regard to consecration, Faculty jurisdiction, the legal effects of consecration, and the treatment of human remains has to be complied with

In accordance with current guidance set out the Advisory Panel for the Archaeology of Burials in England (APABE) we make an archaeological distinction between burials which are under 100 years old and burials over 100 years old. The former are deemed to not be of archaeological interest, but where interments are more than 100 years old *'the area should be should be archaeologically evaluated. [and] Any subsequent exhumations should be monitored and if necessary carried out, by archaeologists'*. This approach has been agreed by the Human Remains Working Group convened in 2001

8.3.4 What do I need to know about War Graves and Memorials?

Separate legislation applies for works affecting war graves and memorials and advice is available [here](#) and ['Caring for Historic Graveyard and Cemetery Monuments'](#) (2011)

8.3.5 What do I need to know about Ecclesiastical and faith buildings?

Ecclesiastical buildings are fully subject to planning control but whilst they are being used for ecclesiastical purposes are generally exempt from conservation area and listed building controls. If in doubt appropriate advice should be sought from the council prior to works.

Where a heritage asset may have a cultural or faith interest to a particular community, it is important to consult them as their views and information may add to the understanding of the asset's significance. Spiritual value attached to places can emanate from the beliefs and teachings of an organised religion, or reflect past or present-day perceptions of the spirit of place. It includes the sense of inspiration and wonder that can arise from personal contact with places long revered, or newly revealed.

9 Nature

9.1 The historic environment and the natural environment

The natural environment, like the historic environment, makes a positive contribution to community life by boosting wellbeing, increasing mutual understanding and cohesion and encouraging a stronger sense of place. Natural assets include geology, soil, air, water and all living things and their ecosystems, as well as natural processes and functions. It is this 'natural capital' that makes human life possible.

Natural capital relates to the elements of nature (assets) that provide benefits to people, whether directly or indirectly. It is possible to make an assessment of the value of these resources for now and for the future. There are several legal requirements that you need to be aware of when considering the relationship between the historic environment and the natural environment.

9.1.1 Southwark and the Natural Environment

In an urban context, the richness of Southwark's biodiversity lies in our parks, open spaces, rivers, trees, private gardens and features such as green roofs that collectively form an essential green infrastructure. In order to preserve these landscapes and the wildlife they attract within the borough, there are a number of legal protections afforded to these assets, from single trees, groups of trees to woodlands, parks, gardens and whole areas.

Certain wildlife species are statutorily protected under UK and European legislation. Natural England provides a list of protected species as well as guidance relating to these protected species. The London Biodiversity Action Plan (BAP) identifies important habitats and species, categorised under birds, fungi, invertebrates, vertebrates and plants, as well as setting targets for improvement in both quality and quantity. The Southwark Biodiversity Action Plan (BAP) focuses on those habitats and species located within the Borough.

Policy P18 of the New Southwark Plan refers to heritage assets 'and their settings'. This includes designated natural assets such as registered parks and gardens; trees within the curtilage of a listed building; trees that contribute to the historic character or appearance of conservation areas; and trees that are subject to a Tree Preservation Order (TPO); and ancient hedgerows.

In line with standards set out in the London Plan, most of the Borough is within 1km of Metropolitan or Borough Grade Nature Conservation Sites and 500m of any nature conservation site.

9.2 Trees as heritage assets

9.2.1 What do I need to know about Trees?

All parts of Southwark benefit from the presence of trees and woodland and the council always takes appropriate action to encourage continuity and enhancement of the tree cover. The council has a duty towards tree protection under the Town and Country Planning Act 1990. Additionally, the Hedgerow Regulations 1997 give local planning authorities responsibilities to prevent the removal of important hedgerows.

Many trees are protected by legislation, and it is essential that you establish the legal status of your trees prior to carrying out works to them. Unauthorised work to protected trees could lead to prosecution, resulting in enforcement action such as fines or a criminal record. Tree Preservation Orders (TPO), Conservation Areas, Planning Conditions, Felling Licences or Restrictive Covenants legally protect many trees in the UK.

9.2.2 What is a Tree Preservation Order (TPO)?

A Tree Preservation Order (TPO) makes it a criminal offence to cut down, top, lop, uproot, wilfully damage or wilfully destroy that tree without the council's permission. All types of tree can be protected, and a TPO can protect anything from a single tree to all the trees within a defined area or woodland.

Southwark is one of the first London Boroughs to undertake a wholesale review of all its TPOs and our work is informing standards for best practice for the management of TPOs as public assets across London. We assess the suitability of a tree for a TPO through a strict criteria process known as TEMPO (Tree Evaluation Method for Preservation Orders). For the protection of Trees in Conservation Areas see section 8.3.7

9.2.3 How do I find out if my Trees are protected?

The Council maintains a register of all trees subject to a Tree Preservation Order (TPO). The Council's interactive [mapping service](#) shows all trees and sites subject to a TPO; furthermore, there are overlay mapping layers for each of the Conservation Areas.

9.2.4 Can I nominate a tree for a Preservation Order?

Yes, please contact designconservation@southwark.gov.uk if you feel a tree is at risk of removal or is of considerable benefit to the area. A member of the Urban Forestry Team will conduct a TEMPO evaluation and assess the tree for inclusion in the Council's register of TPO trees.

9.2.5 Trees and Planning Conditions

Adding conditions to a grant of planning consent is a method frequently used by the council to safeguard trees, hedgerows and other soft landscaping on sites during development and afterwards. If it is proposed to retain trees for the long term then a TPO is often used rather than a planning condition. If valid planning conditions are in place then anyone wishing to undertake work to trees shown as part of the planning condition must ensure they liaise with the council and obtain any necessary consent or variation.

The nature and level of detail of information required to enable the council to properly consider the implications and effects of development proposals varies between stages and in relation to what is proposed. If you plan to remove a tree then compensation for the loss of the tree will normally be required.



Figure 11: TPO 190: Zelkova Elm

9.2.6 How is compensation for tree loss calculated?

In exceptional circumstances, payment in lieu via a formal agreement with the council is used to mitigate tree loss. This is calculated by using a software tool called Capital Asset Value for Amenity Trees (CAVAT). Amenity trees provide a wide range of tangible and intangible benefits to society. These include the “regulating ecosystem services” of cooling local air temperatures, intercepting rainfall and reducing air and water pollution and the socio-cultural ecosystem benefits of helping to make cities safer, more diverse and attractive, and wealthier.

Southwark’s most valuable tree as assessed through CAVAT is the Zelkova Elm located at the junction with Dulwich Common and College Road. It has a CAVAT value in excess of £734,000

9.2.7 What other protections are there for our natural capital within the borough?

As well as the river Thames, Southwark also has Ancient Woodland, Ancient and Veteran Trees Registered Parks and Gardens, and SINCs/SSSIs.

9.2.8 What classifies woodland as ancient?

An Ancient woodland is one which has been continually wooded since 1600 and is generally considered to have never been cleared since prehistoric times. These old woodlands on London Clay with English Oak forming the prevalent tree canopy is interspersed with Hornbeam, Ash, Wild Cherry, Field Maple, Crab Apple and the less common Wild Service Tree. Below the canopy, the under-storey typically comprises Hazel, Yew, Hawthorn, Holly and willow. Primarily covering Dulwich and Sydenham Hill Woods, The Great North Wood wider extents have been mapped using the John Rocque map of 1769 together with the Ordnance Survey of 1879. Other important woodland habitats are identified through Ordnance survey mapping and cover areas of Honor Oak, Peckham Rye, Nunhead and Rotherhithe.

9.2.9 Ancient and Veteran Trees

Veteran and Notable Trees in Southwark can be viewed via the Ancient Tree Inventory.

9.3 Registered Parks and Gardens

Southwark has a number of registered parks and gardens of special historic interest (PGSHI), including Southwark, Dulwich, Peckham Rye and Belair Park and also Nunhead Cemetery.

Historic England maintain a Register of Historic Parks and Gardens of Special Historic Interest. These registered landscapes are graded I, II* or II, and include private gardens, public parks and cemeteries, rural parkland and other green spaces. They are valued for their design and cultural importance, and are distinct from natural heritage designations. Inclusion on the Historic England Register of Historic Parks and Gardens brings no statutory controls, but there is a clear presumption in favour of upholding their significance in government planning guidance, so they do gain protection. Local authorities are required to consult Historic England on applications affecting sites registered as grade I or II*, and the Gardens Trust on sites of all grades. The setting of other listed heritage assets can also protect registered landscapes.

9.4 SINCs/SSSIs: Sites of Interest to Nature Conservation/Scientific Interest

Within the Borough there are a number of recognised sites of importance for nature conservation that have been identified in a hierarchy of importance. These are areas of particular importance to nature conservation where public understanding of nature conservation issues is encouraged.

With reference to the NPPF, special attention must be given to developments adjacent to these sites with regards the impacts of construction.

The principles of development in the context of Trees

A step-by-step guide of the information you need to send us and how it helps us to process a planning application and make a planning decision

To make an application to carry out tree works you will need to complete an application form and submit it to the LPA. The form can either be submitted through the Planning Portal or directly to the LPA.

1 The significance of your asset

Tell us what is important about your heritage asset and its setting

<p>a) Its history Tell us about the tree(s), species, location and tree number; i.e; T1 Oak</p>
<p>b) Academic and other research What information has been published about the asset? For example:</p> <ul style="list-style-type: none"> • Tree Preservation Order • Conservation Area Designation • Prior Management of the Tree • Previous Planning Approval for Tree Works • Arboricultural Assessment • Loss Adjuster's/ Insurer's Report • Root DNA Identification • Crack Monitoring Report • Drainage Surveys • Historic Area Assessment • Area Characterisation Assessment <p>Remember when an asset is recognised as an heritage asset the whole asset is listed and protected</p>
<p>c) Its setting / context Tell us about how the tree can be appreciated by the public – how it is located on its site and how it relates to other properties nearby.</p>

We will use this information to confirm what is important about the heritage asset. We may visit to inspect the property. Depending on the significance of the heritage asset we may ask for more information about the heritage asset and this may delay your application

2 The Impact of your development

Tell us how will your proposal affect the heritage asset, its significance and its setting

<p>a) The Tree (s) Prepare drawings, plans, photos and photomontages showing the tree(s) and how it will be affected by your proposal. The assessment should show the asset:</p> <ul style="list-style-type: none"> • In its current form i.e. as existing; • Prior Management of the Tree • The alterations you wish to make to it i.e. as existing with demolitions / removals/ access pruning; • All subterranean impacts, including geotechnical works, site remediation, contamination work, UXB surveys, crane bases, attenuation tanks, serviceruns, piling regimes, lift pits, grubbing out or removal of old concrete floors foundations/basements/ tanks, terracing, landscaping or levelling, underpinning. • The completed development i.e. as proposed ,
<p>b) Its setting Prepare drawings and/or visualisations of the proposal in its context</p> <ul style="list-style-type: none"> • A Site Plan • Photographs, Photomontages. • Arboricultural Report (TPO) • An Arboricultural Implications Assessment. (Developments) • Root Protection Area. The Root Protection Area or RPA of a tree is determined as a radius of 12 x the diameter of the tree when measured at breast height (DbH) and expressed as a circle.

We will use this information to gauge if there is harm to the heritage asset and its significance due to your proposal We may ask for more information about the impact of your development and this may delay your application

3 Justification for your proposal

Tell us why is it necessary to affect the nature in this way and what are the benefits of the proposal

<p>a) Is the harm necessary? Prepare technical studies to show why it is necessary for your development to affecting the heritage asset in this way. Remember 'development' includes:</p> <ul style="list-style-type: none"> • Demolition • Excavations • Extensions • Foundations • Tree Removal • Tree Pruning • Root Pruning • Hard Landscaping
<p>b) What are the benefits of the proposal If your development includes any or all of the above, it is likely to require separate and additional studies for each. List the benefits of your development. Remember that heritage assets are valued by the public. It is desirable to retain and improve a heritage asset rather than lose it. Where you think there are additional public benefits to your proposal make sure you highlight them – public benefits are only those where improvements to public access to the heritage asset are proposed.</p> <p>In most cases mitigation for tree loss should be met on site via new planting. Where there is a reduction in total girth loss, which cannot be provided for on site; this should be met via a S.106 agreement. In exceptional circumstances – payment in lieu via a formal agreement with the Council is used to mitigate tree loss.</p>

We will use this information to consider whether the harm we have identified above is necessary and outweighed by the benefits of the proposal

9.5 The River Thames and its foreshore

9.5.1 Why is the River Thames and the foreshore important?

The River Thames is the heart of London and also its largest archaeological site. The river and foreshore contain submerged heritage assets as well as buried and preserved ancient landscapes. Research into aspects of London's relationship to the Thames is a significant regional research priority (see Museum of London 2015). It contributes to important thematic research into the formation processes of the river and the Thames Basin, London's prehistoric past, and its development from a Roman outpost into a global city. The study of archaeological evidence relating to the Thames has the potential to contribute to analysis of long-term records of climate change and sea level rise as well as identifying the resulting impact on development. The case studies for the 'Thames Discovery Programme' and 'London and the tidal Thames 1250–1550' provide examples of ongoing work in this area, with the Thames Discovery Programme providing an outstanding example of the importance of community involvement in the study and stewardship of the historic environment.

9.5.2 Southwark and the Thames

Much of Southwark's distinct character relates to its enduring relationship with the river. Once an area of islands and marshes, Southwark has been a place for crossing the Thames at London Bridge for 2000 years. Policy 24 of the New Southwark plan refers to the River Thames (1.1 to 1.9); we recognise that the strategic importance and unique character of the River Thames needs to be maintained and enhanced to enable the use and enjoyment of the Thames for all. The River Thames and its hinterland comprise the Thames Policy Area. The Thames Policy Area makes an important historical and environmental contribution to Southwark and London enabling significant recreation, tourism, nature conservation and open space provision.

9.5.3 What do I need to know about development on or near the Thames?

Any proposed development affecting the river, river wall or foreshore of the Thames will require historic environment safeguards and appropriate permissions. This can include additional measures such as licences from the Marine Management Organisation (MMO) and consultation with authorities such as the Environment Agency (EA) and Port of London Authority (PLA). Artefacts which qualify as treasure under the Treasure Act 1996 are legally required to be reported to the coroner within 14 days. Wreck material – including flotsam, jetsam, lagan or derelict material – is legally required to be reported to the Receiver of Wreck within 28 days. If you do not report within the time frames, you may be fined. Complex matters such as scour, alteration to the river regime, marine assets, submerged landscapes, deep channel deposits, dewatering of buried habitats, secondary impacts on the riparian historic environment, must also be considered.

8.5.4 Is the foreshore publically accessible? How about 'mudlarking'?

The foreshore has several access points, however it is a hazardous environment with extremes between high and low tides, a quick flowing current, wash from passing river vehicles, potentially uneven or dangerous surfaces and other hazards. Swimming is prohibited in central London and is potentially lethal. PLA guidance suggests 'enjoy the river safely from dry land at embankment level. Anyone visiting the foreshore does so entirely at their own risk and must take personal responsibility for their safety and that of anyone with them'. Searching the foreshore for artefacts or historic features 'in any way for any reason' requires a current foreshore permit from the PLA. According to the PLA: 'searching includes all such activities including searching; metal detecting; digging, or 'scraping''. This also applies even if you do not intend to remove anything from the foreshore. Permits for searching and 'mudlarking' can be applied for from the PLA via their website. Any artefacts you find should be reported to the Portable Antiquities Scheme officer at Museum of London.

The mandatory Treasure Act and Wreck reporting laws also apply for searching and mudlarking (see section above). For group activities including walks or guided tours or other non-intrusive visits, you must apply for written permission from the PLA.

9.6 Views, vistas and panoramas

9.6.1 What are Borough views?

Borough views are significant views and panoramas that make a positive contribution to experiencing Southwark's environment within London, informing how we are located in an historic and important world city. Development that affects these Borough Views must provide Accurate Visual Representations (AVRs) photographs to demonstrate the impact of the proposal on the Borough Views.

9.6.2 Southwark's views?

Policy P21 of the New Southwark Plan protects the borough views of significant landmarks and townscape. These views include:

- London Panorama: A wide panorama of central London across a substantial part of the borough, consisting of:
 - A Landmark Viewing Corridor. A geometrically defined corridor that focuses on a focal point (e.g. St Paul's Cathedral). The Corridor restricts unacceptable development by defining a maximum permitted development threshold beneath the viewing plane of the Corridor.
 - Wider Assessment Areas, located either side of the Landmark Viewing Corridor that protects the sensitive edges of the Corridor from unacceptable development.
- Linear View: A narrow linear view of an urban object across a substantial part of the borough and central London.
- River Prospect: An important borough panorama of the River Thames and its foreshores from within Southwark. This type of view are 'sensitive' to new height and may include a number of important landmarks.
- Townscape: A more localised urban townscape view.

9.6.3 View scoping

During pre-application discussions you will need to scope and agree a series of views of your proposed development which will be required for detailed Townscape and Visual Impact Assessment. Our SPDs and AAPs may also have identified a number of views which should be tested if relevant.

Views should be presented as Accurate Visual Representations photographs using 24mm and 50mm camera lenses with the proposal generally in wireline. The most sensitive views i.e. those affecting the setting or significance of heritage assets to be fully rendered. Care should be taken to include winter and summer views and in some case night-time views

9.6.4 VuCity

The council utilises a software application called VuCity which is a 3D rendered model of the entire borough. Major (up to 50 units or 50,000 sq ft) and Strategic Major Application schemes (more than 50 units or 50,000 sq ft) will be required to provide a 3D electronic model in an FBX file format so that it can be inserted into the VuCity model so the proposal may be assessed within its context.

10 Heritage Crime

Southwark's ancient scheduled monuments, listed buildings and conservation areas are by definition of national importance. It is only right that the Council should act to protect them from criminal damage and to enforce against unauthorised works that harm their special character.

10.1 Prosecution and enforcement

10.1.1 What constitutes a criminal 'offence'?

It is an offence for anyone to carry out works that require ancient scheduled monument consent or listed building consent without the consent being first obtained.

It is similarly an offence to demolish a building within a conservation area without express planning permission. The offence carries a maximum penalty of two years' imprisonment and/ or a fine. The fine is unlimited and can take into account any financial benefits that may come from the work. The Courts will insist that the unlawful work is reversed and the historic fabric restored, which often includes rebuilding any structure or building demolished in full replica.

The offence is committed by the person who carried out the unlawful works and by anyone who instructed the unlawful works to be carried out, including the property manager or owner. It is not a defence to say that you did not know the building was protected or within a conservation area.

10.1.2 Heritage enforcement

As well as prosecuting any breaches of law, the Council may issue a listed building enforcement notice. Similarly, this will require the owner or property manager to restore any unauthorised works that come to light, or to alleviate their effects. There is no time limit on this: Any unlawful works carried out in previous years that affect the special character of the building can be enforced against.

Failure to comply with the enforcement notice is itself an offence and carries an unlimited fine. You are therefore advised to comply with the enforcement notice even if the works were carried out by a previous owner, or risk committing a criminal offence. Alternatively, you may apply for retrospective listed building consent or appeal against the enforcement notice. However, you run the risk of failure to obtain the consent and of being prosecuted. Furthermore, it does not alter the fact that the work was carried out unlawfully and the Council may choose to seek prosecution regardless.

You should therefore seek advice and the appropriate consents before undertaking work that could affect the special character of a listed building or ancient scheduled monument, or involves the demolition of a building within a conservation area. It is also important that your solicitor confirms that the appropriate consents are in place when selling or purchasing a heritage building.

In carrying out its enforcement work, the Council must give priority to those cases where the unauthorised works are to its most treasured heritage assets and/ or where public interest is high. Greater attention will be given to protecting our ancient scheduled monuments and Grade I and II* listed buildings. Nonetheless, we will enforce against unlawful work to Grade II listed buildings and demolition within conservation areas, subject to available resources. The extent and significance of harm caused by the unauthorised work and the Council's previous success at appeal are important factors in determining whether we proceed with the prosecution.

Similarly, the Council will prioritise enforcement action against the unauthorised felling or pruning of trees within its conservation areas or those covered by Tree Preservation Orders

11 Glossary of terms

This section includes a definition of terms and words used throughout this SPD in a specific or technical sense. The definitions are extracted from various sources mainly the NPPF and also Historic England's Heritage definitions list, which is a comprehensive list of terms used within heritage protection legislation and documents. It can be sourced here: https://historicengland.org.uk/advice/hpg/hprdefinitions/#cat_P_word_Definition:%20Principles%20of%20Selection

Alteration: Work intended to change the function or appearance of a place

Archaeological Priority Area: Generic term used for a defined area where, according to existing information, there is significant known archaeological interest or particular potential for new discoveries. They are sometimes called other names including Archaeological Priority Zones, Areas of Archaeological Significance/Importance/Interest or Areas of High Archaeological Potential.

Archaeological interest: There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places and of the people and cultures that made them (NPPF definition). There can be an archaeological interest in buildings and landscapes as well as earthworks and buried remains.

Architectural interest: In listed buildings this refers to buildings that are important to the nation because of their architectural design, decoration and craftsmanship. Also, important examples of significant plan forms, particular building types and techniques such as using cast iron, the early use of concrete and early prefabricated buildings.

Conservation: The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance (NPPF definition).

Conservation area: An area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance, designated under what is now s69 of the Planning (Listed Buildings and Conservation Areas) Act 1990

Context: Any relationship between a place and other places, relevant to the values of that place

Curtilage: In law, the curtilage of a house or dwelling is the land immediately surrounding it, including any closely associated buildings and structures, but excluding any associated open fields beyond.

Designation: The recognition of particular heritage value(s) of a significant place by giving it formal status under law or policy intended to sustain those values
Designated heritage asset: A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation (NPPF definition).

Desk Based Assessment: A desk-based assessment is a written research document. It will determine, as far as is reasonably possible from existing records, the nature, extent and significance of the historic environment within a specified area, and the impact of the proposed development on the significance of the historic environment, or will identify the need for further evaluation to do so.

Equality Implications: Public bodies are responsible for ensuring that their plans, policies and activities do not unfairly discriminate against a group protected by equalities legislation. It is the responsibility of the public bodies that we advise to ensure that they have paid due regard to local equality implications when implementing our advice

Evaluation: An archaeological field evaluation is the initial stage of investigation, by the excavation of archaeological trial trenches. It is carried out in support of a planning application to enable an informed decision. Evaluation will seek to define and characterise the archaeological remains on a site. Where archaeological remains are discovered or predicted, and the proposed scheme has an impact on those remains, further archaeological work will be necessary. This may be a mitigation strategy for remains that would be undisturbed, full excavation, or a combination of the two. Evaluation can involve different methods and practises. Evaluation can also be non-intrusive, for example, geophysical, chemical or survey techniques or intrusive, for example, auger, borehole, monitoring of geotechnical work, test pits or trenches.

Fabric: The material substance of which places are formed, including geology, archaeological deposits, structures and buildings, and flora

Freedom of Information: We are subject to the Freedom of Information Act 2000 and the Environmental Information Regulations 2004 which provide a general right of access to information we hold or for which we are responsible. We may provide the information you have supplied in response to a request made under this legislation, subject to any exemptions which apply. We will consult with external parties as necessary prior to releasing information.

Harm: Change for the worse, here primarily referring to the effect of inappropriate interventions on the heritage values of a place

Heritage: All inherited resources which people value for reasons beyond mere utility Heritage, cultural inherited assets which people identify and value as a reflection and expression of their evolving knowledge, beliefs and traditions, and of their understanding of the beliefs and traditions of others

Heritage asset: A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing) (NPPF definition).

Heritage, natural: Inherited habitats, species, ecosystems, geology and landforms, including those in and under water, to which people attach value

Historic environment: All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged and landscaped and planted or managed flora (NPPF definition).

Historic Environment Record (HER/GLHER): A public, map-based data set, primarily intended to inform the management of the historic environment. Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use (NPPF definition). Historic England maintains the Historic Environment Record for Greater London.

Historical interest: For buildings this refers to buildings that have important aspects of the nation's social, economic, cultural or military history, such as industrial buildings, railway stations, schools, hospitals, theatres, and town halls.

Group value: For buildings this refers to buildings which have an important architectural or historical unity or a fine example of planning, such as squares, terraces, model villages and model courtyard farms. As well as buildings, the list includes other structures of special architectural or historical interest such as monuments, bridges, garden buildings, telephone kiosks, gate piers, walls, fountains, milestones and gravestones.

Maintenance: Routine work regularly necessary to keep the fabric of a place in good order

Material: Relevant to and having a substantial effect on, demanding consideration

Mitigation: a measure introduced to avoid or reduce an effect.

Natural change: Change which takes place in the historic environment without human intervention, which may require specific management responses (particularly maintenance or periodic renewal) in order to sustain the significance of a place

Object: Anything not (now) fixed to or incorporated within the structure of a place, but historically associated with it

Place: Any part of the historic environment, of any scale, that has a distinctive identity perceived by people

Potential: In some places, the nature of the archaeological interest cannot be specified precisely, but it may still be possible to document reasons for anticipating the existence and importance of such evidence. Circumstantial evidence such as geology, topography, landscape history, nearby major monuments and patterns of previous discoveries can be used to predict areas with a higher likelihood that currently unidentified heritage assets of historic and archaeological interest, will be discovered in the future.

Preserve: To keep safe from harm

Proportionality: The quality of being appropriately related to something else in size, degree, or other measurable characteristics

Public: Of, concerning, done, acting, etc. for people as a whole

Renewal: Comprehensive dismantling and replacement of an element of a place, in the case of structures normally reincorporating sound units

Repair: Work beyond the scope of maintenance, to remedy defects caused by decay, damage or use, including minor adaptation to achieve a sustainable outcome, but not involving restoration or alteration

Restoration: To return a place to a known earlier state, on the basis of compelling evidence, without conjecture

Research framework: A suite of documents which describe the current state of knowledge of a topic or geographical area (the 'resource assessment'), identifies major gaps in knowledge and key research questions (the 'agenda') and set out a strategy for addressing them. A resource assessment and agenda for London archaeology has been published and a strategy is in preparation.

Reversible: Capable of being reversed so that the previous state is restored

12 List of Abbreviations

CHB Centre for Human Bioarchaeology
CIfA Chartered Institute for Archaeologists
DCLG Department for Communities and Local Government
DCMS Department for Culture, Media and Sport
EH English Heritage (now Historic England)
EIA Environmental Impact Assessment
GLAAS Greater London Archaeology Advisory Service
GLHER Greater London Historic Environment Record
HE Historic England (formerly English Heritage)
HER Historic Environment Records
HLC Historic Landscape Characterisation
LAARC London Archaeological Archive and Research Centre
MoL Museum of London
MoLA Museum of London Archaeology
NHPP National Heritage Protection Plan
NPPF National Planning Policy Framework
PPG15 Planning Policy Guidance 15: Planning and the Historic Environment
PPG16 Planning Policy Guidance 16: Archaeology and Planning
PPS5 Planning Policy Statement 5: Planning for the Historic Environment
TDP Thames Discovery Programme
TEMPO Tree Evaluation Method for Preservation Orders
WSI Written Schemes of Investigation

Setting of a heritage asset: The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral (NPPF definition). The surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape

Sensitivity: The likelihood of typical development impacts causing significant harm to a heritage asset of archaeological interest. Sensitivity is closely allied to significance and potential but also takes account of an asset's vulnerability and fragility.

Significance: The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence but also from its setting (NPPF definition). The sum of the cultural and natural heritage values of a place, often set out in a statement of significance

Sustain: Maintain, nurture and affirm validity

Sustainable: Capable of meeting present needs without compromising ability to meet future needs

Transparent: Open to public scrutiny

Value: An aspect of worth or importance, here attached by people to qualities of places

Value, aesthetic: Value deriving from the ways in which people draw sensory and intellectual stimulation from a place

Value, communal: Value deriving from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory

Value, evidential: Value deriving from the potential of a place to yield evidence about past human activity

Value, historical: Value deriving from the ways in which past people, events and aspects of life can be connected through a place to the present

Value-based judgement: An assessment that reflects the values of the person or group making the asset

Written Scheme of Investigation (WSI): All archaeological investigations, building recording projects or other works concerning the historic environment should have a project design, known as a method statement or Written Scheme of Investigation (WSI). Clearly stated aims, objectives, risks, products and tasks are essential. When incorporated into a defined methodology, this allows for programming and planning decisions to be made responsibilities to be made clear, and a successful project to run. For projects initiated through the planning system, such as through a condition attached to planning permission, Listed Building Consent or Scheduled Monument Consent, a written scheme of investigation is a requirement. Written Schemes of Investigation are expected to conform to all current professional standards for the proposed fieldwork. It is best practice for those involved in pre-determination fieldwork to liaise with the council regarding the requirements and necessary consents prior to the implementation of any work.

13 Useful Contacts

Archaeology

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Design and Conservation Team

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Heritage Action Zone

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Peckham Townscape Heritage Initiative

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Planning Enquiries

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Figure 11: Tower Bridge, Grade I Listed



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