

Item No. 7.4	Classification: Open	Date: 4 July 2018	Meeting Name: Planning Sub-Committee B
Report title:	Development Management planning application: Application 17/AP/4715 for: Listed Building Consent Address: 55 GREAT SUFFOLK STREET, LONDON SE1 0BB Proposal: Alterations and change of use of listed building from existing warehouse use (Use Class B8) to a mixed use scheme comprising office (use class B1) at ground floor and 7x residential units (use class C3) on the upper floors (3 x 2 bed, 3 x 3 bed and 1 x 4 bed) with small terrace areas at roof level; landscaping; cycle and refuse storage facilities and associated works.		
Ward(s) or groups affected:	Borough and Bankside		
From:	Director of Planning		
Application Start Date	19/12/2017	Application Expiry Date	13/02/2018
Earliest Decision Date	17/02/2018		

RECOMMENDATION

1. That the Planning Sub-Committee recommend:
 - a. That Listed Building Consent is granted subject to conditions and the completion of a legal agreement.
 - b. That In the event the legal agreement is not completed by 03 September 2018, that the Director of Planning be authorised to refuse Listed Building Consent for the reasons set out in paragraph 57 of the associated planning application report (LBS Reg: 17/AP/4668).

BACKGROUND INFORMATION

2. This application has been referred to the Planning Sub-Committee to determine because it is contrary to provisions of the local development framework in that there is a loss of office floorspace proposed.

Site location and description

3.

Type of property	Former mid-19th century purpose built warehouse.
Site bound by	57 Great Suffolk Street (unlisted)
Is property listed?	YES - Grade II
In conservation area?	NO

Details of proposal

4. Alterations and change of use of listed building from existing warehouse use (Use Class B8) to a mixed use scheme comprising office (use class B1) at ground floor and 7x residential units (use class C3) on the upper floors (3 x 2bed, 3 x 3 bed and 1 x 4 bed) with small terrace areas at roof level; landscaping; cycle and refuse storage facilities and associated works. The associated planning application (LBS Reg: 17/AP/4668) is being considered separately.
5. Originally constructed in the mid-19th century as a speculative warehouse, during World War II the building was leased by an engineering firm and they continued to use it until the early 1960s. The building is 5 storeys, plus a roof void. The ground floor was used as a machine shop and the upper floors as assembly areas. During the 1970s the warehouse was used by exporters and importers. By the 1980s the building was being used as either storage or offices by Sea Containers Services. In 1997 planning permission was granted for conversion of the building into 6 business units, including an additional storey and 7 storey rear extension. However, the planning consent was never implemented and in 2009 the building was statutorily listed. The building has been empty for sometime and more recently as a venue for art installations. In 2014 the building was placed on Historic England's Heritage at Risk Register. A restrictive covenant on the building dating from 1911 and relating to a road widening scheme was finally lifted in 2014, enabling redevelopment of the building possible.

Structural condition

6. The construction of the warehouse comprise solid load bearing walls and a regular grid of internal cast iron columns which support large timber beams, which in turn support the joists and floor boards. The structural report provided in support of the application, confirms that the building is not suffering from major structural defects. The condition of the facades is good the exception being at parapet level where the brickwork/ render is cracked and crumbling. There are signs however of water ingress, particularly through the roof. Structural cracking is evident on the party wall at every level.

Roof

7. The roof is a hipped slate roof with a flat top section covered in asphalt. Originally the top section and gutters would have been covered in lead. There is a single dormer, currently boarded up, on the east side of the roof. The entire roof covering requires renewing with lead and new and salvaged slate. Works include the installation of insulation between joists. The parapet is in a particular poor condition and will be rebuilt, with the gutter outlets enlarged. The original timber roof structure will be retained and appears to be in a good condition, apart from some rot at bearing ends.

A specialist timber survey has yet to be undertaken and a condition has been suggested to agree the extent of future repairs and timber treatment. Other works proposed at roof level, include the introduction of two new dormers, on the east and west elevations, leading onto small patio areas. No objection is raised in principle subject to detailed design.

East elevation

8. The facade is penny pointed yellow stock brick of five bays with arched soldiers to cast iron windows. As part of the works to the roof two conservation rooflights are to be installed along with a dormer and associated roof terrace. Elsewhere on the east elevation the windows (including the four oculi) and loading bay doors and hoists will be retained and refurbished. A window will be removed, the sill dropped and a door installed. An existing doorway will be converted to a fixed window with a timber frame. Works proposed to the facade includes cleaning. The schedule of works proposes cleaning with a JOS system or sandblasting. Whilst there would be no objection to a light clean using a JOS system, sandblasting is considered too abrasive and would potentially damage historic fabric. A condition has been suggested for the provision of cleaning samples using either a JOS system, or a water and soft brush hand clean. The condition confirms that sandblasting is not acceptable.

West elevation

9. The west elevation is the principal front of the building. The facade is as conceived, with four floors of windows graduating in height and a lowered ground floor with cast iron grilles. The facade retains the loading bays and cast iron down pipe. The proposed works to the west elevation include the removal of an existing dormer and installation of two conservation rooflights along with a new enlarged dormer and associated roof terrace. Similarly on the west elevation the windows and loading bay doors and hoists will be retained and refurbished, and the parapet rebuilt. At ground floor level modern bars and windows will be replaced with steel windows to match the existing. Facade cleaning is also proposed to the west elevation.

North elevation

10. The north elevation is an austere yellow stock brick wall, with a brick ventilation flue which was added in the late 19th century that is strapped to the building rather than keyed in. The most significant external alterations proposed are to the north elevation where eight new openings with steel windows are to be introduced. Currently, there are no windows on this elevation. The new windows will match the design of the existing windows found elsewhere on the building and will provide a dual aspect to the apartments. Other works to the north elevation, include the installation of two conservation rooflights and soil vent pipes, facade cleaning is also proposed.

Ground floor

11. The ground floor is a semi basement and is four steps lower than the exterior ground level, with a lower ceiling height compared to the upper floors. In the west elevation the windows are set behind iron grilles. The floor is concrete with a ramp for loading goods down from outside. The ceilings are open timber joists and beams with a ceiling trap in the south-east corner. There is some damage to the existing windows at this level. The proposal is to convert the ground floor into an open plan commercial space.

The works comprise removal of modern overboarding, and partitions and doors. The damaged hardboard and plasterboard ceilings will also removed. Following the soft strip, the timber superstructure which is of significance can be assessed for the extent of repairs required. Other works include waterproofing/ tanking. Conditions are suggested for further details of both the structural works and damp-proofing. It is noted that dry lining of the internal walls is proposed. However, this would obscure historic fabric, which is considered to be important to the buildings history as a warehouse. It is noted that toilets and a kitchen are largely to be located along the southern party

wall. Therefore no objection is raised to lining this wall, however the remainder of the walls should remain unlined and the original brickwork exposed, a notwithstanding condition has been suggested to this affect. A new lift is proposed and will provide levelled access to all floors. The principle of introducing a lift in this part of the building is acceptable and a condition has been suggested for details of the associated structural works. Other works include the installation of fire and acoustic separation to the floors, of which details have been provided. It is noted that this work will have an impact on staircase, with the loss of a tread at each level.

First floor

12. The south-east corner is occupied by a simple cross and balustrade timber staircase leading to the lower floor. The staircase is enclosed with boarding on two sides, with a bull's eye cast iron window on the third side. Partitions have been inserted during the 20th century and comprise of two offices, tea room and WCs. Some original joinery exists such as the loading bays, but this is in need of restoration.

Non original partitions will be stripped out and the space divided into two flats (1x 3 bedroom and 1x 2 bedroom). The layout has been dictated by the requirement to keep the internal supporting structure visible and partitions clear of the cast iron columns. The most significant intervention is the introduction of two new windows into the northern wall. These will match the existing windows and will increase the levels of light and ventilation into the building. Details of the new windows have been provided in support of the application. Comparable to the ground floor, lining of the fair faced brickwork is proposed. A notwithstanding condition has been suggested limiting lining of the walls to the northern and southern walls, where bathroom are to be located or new windows introduced. As with the ground floor, historic joinery will be retained and restored where possible; conditions have been suggested in connection to this restoration work. Detailed drawings have been provided of the new internal party walls and works to convert the loading bays into Juliet windows.

Second floor

13. The south-east corner is also occupied by a simple cross and balustrade timber staircase leading to lower floors. The staircase is enclosed with boarding on two sides, with a bull's eye cast iron window on the third side. On both floors the open plan is interrupted by cruciform cast iron columns. These columns are more slender than those on the first floor. The soft board ceiling is also in a poor condition. The works proposed at second floor level are comparable to the first floor.

Third floor

14. Similarly on the third floor, the south-east corner is occupied by a simple cross and balustrade timber staircase leading to lower floors. The staircase is enclosed with boarding on two sides, with a bull's eye cast iron window on the third side. On both floors the open plan is interrupted by cruciform cast iron columns. These columns are the most slender on the third floor. The soft board ceiling again is in a poor condition. The works proposed at third floor level are comparable to the first floor.

Fourth floor

15. The fourth floor has a simple steep open-riser stair that leads down from the roofspace

to the open floor, which is uninterrupted by columns. There is a compartmented stair partition with horizontal boarding in the south-east corner. The softboard and battens ceiling is hung from the roof truss and is in a poor condition. There is a central open trap, through to the floors below. On the west wall, the original hoist wheels remain. At fourth floor level the space will be converted into a 4 bedroom flat. The narrow open-riser staircase will be removed. A double height space, exposing the roof structure will be converted into a lounge/ dining area. A mezzanine level will also be introduced leading to a fourth bedroom, bathroom and reception area, accessed via a new staircase. Conditions have been suggested for details of the new staircase and dormer windows. Comparable to the lower floors, two new windows will be introduced within the northern elevation.

Mechanical and electrical services

16. Both the commercial and residential units will require new mechanical and electrical services. No specific details have been provided with the application and a condition has been suggested to cover this work.
17. The associated planning application (LBS Reg: 17/AP/4668) is being considered separately.

Planning history

- | | |
|-----|---|
| 18. | <p>10/EN/0153 Enforcement type: Unauthorised advertisement (ADV)
 Unauthorised display of advertisement signs (x3)
 Sign-off date 25/05/2010 Sign-off reason: Final closure - breach ceased (FCBC)</p> |
| | <p>14/EQ/0194 Application type: Pre-Application Enquiry (ENQ)
 Alterations to and change of use of the existing building from B class use to provide a mixed-use development comprising A/B class use at ground floor level and the creation of 7 residential units on the upper floors.
 Decision date 03/07/2015 Decision: Pre-application enquiry closed (EQC)</p> |
| | <p>17/EQ/0222 Application type: Pre-Application Enquiry (ENQ)
 Follow up pre-app for proposed alterations and change of use to listed building comprising office (use class B1) at ground and/or ground and first floor levels with residential units (use class C3) above

 Decision date 03/07/2017 Decision: Pre-application enquiry closed (EQC)</p> |

Policy

19. Listed building consent is considered under the terms of the Listed Building and Conservation Areas Act (1991) [the Act] as amended and updated. The main principles of the Act are repeated in the NPPF (2012), 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.
20. 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. The NPPF reinforces these principles stressing that heritage assets are irreplaceable and once lost can never be recovered. It requires Local Planning Authorities to avoid harm to heritage assets and to ensure that development conserves and enhances heritage assets and their settings.

21. National Planning Policy Framework (NPPF)

Chapter 12: Conserving and Enhancing the Historic Environment.

22. The London Plan 2016

Policy 7.8: Heritage Assets and Archaeology.

Core Strategy 2011

23. Strategic Policy 12: Design and Conservation

Southwark Plan 2007 (July) - saved policies

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

3.15 Conservation of the Historic Environment; and

3.17 Listed Buildings.

3.18 Setting of listed buildings, conservation areas and world heritage sites

Summary of consultation responses

25.

Total number of representations:	0				
In favour:	0	Against:	0	Neutral:	0
Petitions in favour:	0	Petitions against:	0		

Issues raised by neighbours and statutory consultees

26. The issues raised by consultees are addressed in the report and raise the following additional planning matters:

No consultation responses received on Listed Building Consent application. However Historic England responded to the planning application (letter dated 23/01/18) and advised that, 'you are hereby authorised to determine the application for listed building consent referred to above as you think fit. In so doing Historic England would stress that it is not expressing any views on the merits of the proposals which are the subject of the application'.

How the application addresses these

27. They are addressed in the application as follows:

N/A

Understanding the significance and the proposal

28. Paragraph 129 of the NPPF requires local planning authorities to identify the architectural or historic significance of a designated heritage asset and to record the effect of any proposal on that architectural or historic significance.
29. The architectural or historic significance of any heritage asset includes its internal and external historic features and its setting. In addition to the facades of a listed building its features of significance could include its roof, its plan form, decorative internal features like original cornices, skirtings and fireplaces and important structures like floor beams, staircases or chimneys.

30.

In addition to the features described or noted in the Listing Description, are there features of architectural or historic significance that this property currently retains? No

Details:

Due to the relative late listing of the building, the statutory list description provides clear guidance on where the significance of the building lies, the robust facades, wide interrupted floor-space and surviving features. Built as a speculative warehouse the building had to be adaptable for any future use. The quality of the building lies in its functionality, plain brick walls, simple repetitive fenestration, robust construction, wide uninterrupted floor-space and reasonable room height to stack goods. The building was listed because it was a fairly rare survival of this once common building type and remains largely unaltered. Elements such as hoists, loading bays, windows and doors remain. Despite the building has been vacant for a number of years, it is in a fair state of repair, albeit the fabric is deteriorating.

Assessment of harm to significance

31. The NPPF requires local planning authorities to consider whether a proposal would result in harm to the significance of a heritage asset and to decide whether that harm would be 'substantial' or 'less than substantial'.
32. Paragraphs 133 and 134 of the NPPF also require local planning authorities to weigh any that harm against the public benefits of the development proposed, including securing the optimal viable use of the heritage asset.
33. Harm can arise from the loss of historic fabric or features of significance as well as impact on the setting of a heritage asset. Whether 'substantial' or 'less than substantial', any harm should be avoided unless it can be justified by what is proposed by the application.

34. Does the proposal cause harm to the architectural or historic significance of the heritage asset or its setting? **Yes**

Details:

The relationship of 55 Great Suffolk Street to the street, the railway arches, the neighbouring conservation area, is the definition of setting. It is considered that the

proposed additional windows, door rooflights and dormers would be appropriately proportionate in size to the listed building and would not affect the appreciation of the property when viewed from either Loman Street or Great Suffolk Street. The proposal would cause 'less than substantial' harm to the listed building. Given the distance from the Kings Bench Conservation Area, it is not considered that there would be any perceived harm to the conservation area.

The proposed works would impact on the plan form of the building. However, the supporting structure and staircase would be retained. The sub-division of the space has been kept to a minimum and the interventions would be relatively easily reversed. The complete dry-lining of the internal brickwork and sandblasting of walls are considered unacceptable, therefore notwithstanding conditions have been suggested.

The proposed changes internally will have an impact upon the plan form and historic fabric. Subject to approval of details the associated proposed refurbishment works will safeguard the historic fabric and sensitively repair the building. However, the beneficial effect of the restoration of the former warehouse and the bringing of the listed building back into beneficial use, will be significant and on balance outweigh the harm.

Is there sufficient information to show the public benefits of the proposal or improved usability of the heritage asset? **Yes**

Details:

The primary heritage objection of the application under consideration here is to repair and renovate 55 Great Suffolk Street, thereby preserving its physical fabric and the most important parts of the internal floor plans and external appearance.

The warehouse has been vacant for some years and is on historic England's heritage at risk register. The financial appraisal accompanying the planning application confirms that they have been unable to find a user willing to take on the building in its original use as a warehouse. This has been exacerbated by vehicular and pedestrian access, fire safety and energy efficiency.

In summary, officers consider that the 'public benefits' of the scheme, the sensitive restoration of the heritage assets and provision of a mix of commercial and residential units sufficiently outweighs the harm caused as to warrant refusal of listed building consent.

Do you consider that harm to be 'less than substantial'? **Yes**

Details:

Whilst there would be some loss of original arrangement by the conversion and harm to the significance of the Grade II listed building, the historic plan form in terms of the openness will remain legible and historic fabric restored. It is therefore considered that any perceived harm is less than substantial. Furthermore, the 'public benefits' of the scheme, the proposal will provide additional residential accommodation, preserve the significance of the heritage assets and bring this long-term vacant listed building back into beneficial use, would outweigh the harm as to comply with paragraph 134 of the NPPF.

--

Conclusion on planning and other issues

35. The NPPF requires local planning authorities to balance the harm against the benefits of the proposed development and to conclude whether the proposed harm is outweighed by the public benefits of the development. The greater the harm the greater the justification necessary.

36.

Is any harm to the heritage asset outweighed by public benefits arising from the proposal including securing an optimal viable use? Yes
Details: After careful consideration, the harm arising to the heritage asset, through the sub-division of the warehouse, is not considered to be significant as to warrant refusal of listed building consent. The proposal will provide commercial and additional residential accommodation to the borough, preserve the significance of the warehouse and bring this long-term vacant listed building back into beneficial use. The principle of this development is acceptable as officers are satisfied that it raises no substantial conflict with planning policy or guidance, the proposal will secure the long term future of the property and this is considered to be sustainable development as set out in the NPPF.

Conclusion

32 The proposal demonstrates that it conforms with the Listed Building and Conservation Areas Act (1991) [the Act] as amended and updated. It complies with current policy to: preserve and enhances the heritage asset and its setting; provide good design; and address issues raised by statutory consultees and should therefore be granted listed building consent.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/1459-55 Application file: 17/AP/4715 Southwark Local Development Framework and Development Plan Documents	Chief Executive's Department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 1948 Council website: www.southwark.gov.uk

APPENDICES

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

AUDIT TRAIL

Lead Officer	Simon Bevan, Director of Planning	
Report Author	Tracy Chapman, Team Leader	
Version	Final	
Dated	13 June 2018	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Finance and Governance	No	No
Strategic Director of Environment and Social Regeneration	No	No
Strategic Director of Housing and Modernisation	No	No
Director of Regeneration	No	No
Date final report sent to Constitutional Team		22 June 2018

APPENDIX 1

Consultation undertaken

Site notice date: 18/01/2018

Press notice date: 25/01/2018

Case officer site visit date: n/a

Neighbour consultation letters sent: n/a

Internal services consulted:

n/a

Statutory and non-statutory organisations consulted:

Council for British Archaeology
Historic England
The Victorian Society

Neighbour and local groups consulted:

n/a

Re-consultation: n/a

APPENDIX 2

Consultation responses received

Internal services

None

Statutory and non-statutory organisations

None

Neighbours and local groups

None