

# CABINET

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**Tuesday, 6 December 2016 at 5.30 p.m.**  
**C1, 1st Floor, Town Hall, Mulberry Place, 5 Clove Crescent, London,**  
**E14 2BG**

## **SUPPLEMENTAL AGENDA**

### **Agenda Item 5.8 Appendices**

**The meeting is open to the public to attend.**

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see the main agenda.

**PAGE  
NUMBER(S)**      **WARD(S)  
AFFECTED**


**5 .8    Revised Character Appraisals and Management  
Guidelines for Driffield Road and Medway  
Conservation Areas**

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**Bow East**

## **Appendix 1**

Cabinet Report and Action Plan (8th April 2015)

<b>Cabinet</b> 8 April 2015	 <b>TOWER HAMLETS</b>
<b>Report of:</b> Overview and Scrutiny Committee	<b>Classification:</b> Unrestricted
<b>Planning in conservation areas: The implications of conservation areas on the extension of family homes – Scrutiny Challenge Session</b>	

<b>Lead Member</b>	<b>Councillor Rabina Khan, Cabinet Member for Housing and Development</b>
<b>Originating Officer(s)</b>	Vicky Allen, Corporate Strategy and Equality
<b>Wards affected</b>	All Wards
<b>Community Plan Theme</b>	<b>A Great Place to Live</b>
<b>Key Decision?</b>	No

### **Executive Summary**

The report submits the report and action plan in response to the scrutiny challenge session on planning in conservation areas: The implications of conservation areas on the extension of family homes.

### **Recommendations:**

The Mayor in Cabinet is recommended to:

1. Consider this report of the scrutiny working group and agree the action plan in response to the review recommendations.

### **1. REASONS FOR THE DECISIONS**

- 1.1 This report submits the report and recommendations of the Planning in conservation areas scrutiny challenge session for consideration by the Overview and Scrutiny Committee.
- 1.2 Overview and Scrutiny identified a concern amongst some residents that the planning constraints in conservation areas are adversely affecting the ability of homeowners to remain in the borough as their families grow. This is due to planning controls over extending properties within conservation area. The issue predominately affects Victorian and Edwardian terraced properties, with the majority of these properties being in a conservation area. Tower Hamlets has 58 designated conservation areas, covering around 26 percent of the borough's land mass.
- 1.3 The focus of the challenge session was therefore to see if a middle-ground



could be found between preserving the special character of conservation areas and finding solutions for modern family living. The Challenge Session looked to explore what changes to planning policy, practice or procedures could be made to address these concerns, whilst still protecting the character of Conservation Areas.

## **2. ALTERNATIVE OPTIONS**

- 2.1 To take no action. This is not recommended as the proposed recommendations are strategic, measurable and attainable. A timetable for delivering the recommendations has also been agreed by Officers at the most senior levels of the organisation. The action plan is outlined in Appendix Two.
- 2.2 To agree some, but not all recommendations. As outlined above all of the recommendations are achievable at little additional cost to the organisation. Although the scrutiny review group is confident all the recommendations will be addressed, there may be reasons for not accepting all of them.

## **3. DETAILS OF THE REPORT**

- 3.1 The challenge session took place on 17th November 2014 and was chaired by Cllr Joshua Peck, Chair of Overview and Scrutiny.
- 3.2 The objectives of the challenge session were to answer the following questions:
  - What changes to planning policy or practice are possible, which still protect the character of conservation areas;
  - What improvements could be made in the planning application process in relation to extensions in conservation areas.
- 3.3 The report with recommendations is attached at Appendix One. Six recommendations have been made:

### **RECOMMENDATION 1:**

The Council should recognize the detrimental impact that some planning restrictions are having on residents and the social capital of an area and redress the balance in favour of planning applicants, whilst still seeking to protect and enhance the Borough's heritage.

### **RECOMMENDATION 2:**

Amend DM27 to:

- be more permissive towards extensions, particularly mansard roofs within Conservation Areas;

- be more specific about what may and may not be appropriate within individual Conservation Areas (rather than having a blanket policy); and
- rely more strongly on the individual Conservation Area Assessments for decision-making on extensions

**RECOMMENDATION 3:**

Individually refresh the Conservation Area Character Appraisal and Management Documents for the eight Conservation Areas with family dwelling houses where householders submit the most planning applications:

- Appraise properties within each Conservation Area and categorise them according to their suitability for extensions;
- Identify criteria where it would be possible to build additional roof storeys and back extensions and possible restrictions;
- Include detailed technical notes for repairs and restoration work and for extensions, back up by photo visuals to avoid ambiguity

**RECOMMENDATION 4:**

Write a policy for underground extensions and basements as part of the Local Plan refresh.

**RECOMMENDATION 5:**

Consult with residents in Conservation Areas on the use of Article 4 Directions to further restrict development as part of the Local Plan refresh.

**RECOMMENDATION 6:**

In line with any new approach to permitting roof extensions, create new Supplementary Planning Guidance for mansard roof extensions in Conservation Areas (and following this other issues) in order to help people plan, and understand the decision making process and the reasons why some changes be acceptable or not. The guidance should:

- Be clearly illustrated with examples of best practice to allow it to be readily and easily understood by non-professionals;
- Be prescriptive and consistent where materials for extensions and renovations are not appropriate.
- Set out permitted standard designs for additional roof storeys and rear extensions where planning is approved.
- Incorporate the principles of this guidance when refreshing the Conservation Area Character Appraisal and Management Guidance.

- 3.4 This review was timely as the refresh of the Council's Local Plan is due to commence in 2015/16 and is a two year process to completion. Recommendations 2, 4 and 5 relate to areas which form part of the Local Plan, and the actions relating to them will be absorbed into the refresh which is subject to a statutory procedure and timescales. The refresh will be subject to an Examination in

Public in 2016, after which the document will be taken back to Cabinet and Full Council for ratification, which is anticipated in the following year.

- 3.5 Recommendations 1 and 3 are not bound by statute and recommendation 6 requires public consultation but no independent examination. It is the intention that the actions relating to these recommendations will be completed and taken to Cabinet for approval by the end of the next financial year. They will then be implemented to inform residents' planning in Conservation Areas.
- 3.6 The report with recommendations is attached as **Appendix One**. The action plan which accompanies the report is attached as **Appendix Two**.

#### **4. COMMENTS OF THE CHIEF FINANCIAL OFFICER**

- 4.1 Following a Scrutiny challenge session on 17 November 2014, this report provides an update on the implications of conservation areas on the extension of family homes.
- 4.2 The recommendations resulting from the report are outlined in paragraph 3.4 above. The majority of the recommendations are associated with reviewing and updating policies and planning documentation – the main costs associated with these relating to officer time and the undertaking of a formal consultation process. All associated costs must be met from within existing revenue budgets.

#### **5. LEGAL COMMENTS**

- 5.1 The Council is required by section 9F of the Local Government Act 2000 to have an Overview and Scrutiny Committee and to have executive arrangements that ensure the committee has specified powers. Consistent with this obligation, Article 6 of the Council's Constitution provides that the Overview and Scrutiny Committee may consider any matter affecting the area or its inhabitants and may make reports and recommendations to the Full Council or the Executive in connection with the discharge of any functions. It is consistent with the Constitution and the statutory framework for the Executive to provide a response.
- 5.2 Following the Scrutiny challenge session, the attached report makes a number of recommendations which aim to protect and enhance the Borough's heritage, whilst providing more flexibility and guidance to those wishing to carry out extensions and other forms of development to properties within the Borough's conservation areas. The attached Scrutiny report sets out the relevant planning policy relating to conservation areas.

- 5.3 Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that with respect to any buildings or other land in a conservation area, in taking decisions on planning applications the decision maker must pay special attention to the desirability of preserving or enhancing the character or appearance of that area. Case law suggests that whilst an assessment of the degree of harm is a matter for planning judgment, once a decision maker considering a proposal finds that there is harm to a conservation area they must give considerable weight to the desirability of avoiding that harm, and it is not enough to ask whether the benefits of a development outweigh the harm.
- 5.4 Any amendments to the Council's local plan would need to go through the statutory procedure set out in The Planning and Compulsory Purchase Act 2004 and The Town and Country Planning (Local Planning) (England) Regulations 2012. This includes extensive consultation and an independent examination. There is also a prescribed procedure which must be followed before a Supplementary Planning Document (SPD) can be adopted, involving two stages of public consultation. No independent examination is required prior to the adoption of a SPD because they are not development plan documents and carry less weight in decision making. Supplementary Planning Documents must not conflict with the adopted development plan.
- 5.5 Permitted development rights can be removed by a local planning authority through a direction made under Article 4 of the Town and Country Planning (General Permitted Development) Order 1995 ("the GPDO"). Guidance in the National Planning Policy Framework provides that the use of Article 4 directions to remove national permitted development rights, should be limited to situations where this is necessary to protect local amenity or the wellbeing of the area. Article 4 Directions are commonly used to provide a greater level of protection in conservation areas. Where development has been restricted by an Article 4 direction planning permission will be required. The procedure for making an Article 4 direction is set out in Articles 5 and 6 of the GPDO. Any proposal to make any Article 4 direction in respect of the Borough's conservation areas should commence with consultation.
- 5.6 In carrying out its functions, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who don't (the public sector equality duty). The Council will have to comply with this duty in bringing forward and taking decisions on any proposed changes and appropriate screenings or equalities assessments will need to be undertaken.

## **6. ONE TOWER HAMLETS CONSIDERATIONS**

- 6.1 Whilst the Council's focus is rightly social housing, the lack of supply of 4 and 5 bedroom houses has caused a housing predicament amongst some residents with growing families who live in period houses in one of the borough's many conservation areas.
- 6.2 The majority of the borough's period houses are located within a conservation area and therefore the residents who live in them are restricted in when it comes to building extensions.
- 6.3 Some householders have moved out of the borough in order to find larger period houses to suit the needs of their growing families. Families moving out of neighbourhoods can have a detrimental effect on community, social capital and economic prosperity in an area.

## **7. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

- 7.1 There are no direct environmental implications arising from the report or recommendations.

## **8. RISK MANAGEMENT IMPLICATIONS**

- 8.1 There are no direct risk management implications arising from the report or recommendations.

## **9. CRIME AND DISORDER REDUCTION IMPLICATIONS**

- 9.1 There are no direct implications of crime and disorder as a result of the recommendations of this review.

## **10. EFFICIENCY STATEMENT**

- 10.1 There are no direct efficiency implications as a result of the recommendations of this review. Three recommendations (2, 4 and 5) will be incorporated into the refresh of the Council's Local Plan which is already programmed to commence in 2015/16.

**Appendix One:** Planning in Conservation Areas: The implications of conservation area on the extension of family homes – Scrutiny Challenge Session Report

**Appendix Two:** Action Plan

**Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012**

- None

Comment	Action	Responsibility	Date
<b>R1. The Council should recognise the detrimental impact that some planning restrictions are having on residents and the social capital of an area and redress the balance in favour of planning applicants, whilst still seeking to protect and enhance the Borough's heritage</b>			
This is the priority for the Action Plan to ensure that expanding families who wish to continue living in Conservation Areas are able to do so. The Action Plan sets out the steps by which this can take place.	Write a Delivery Plan outlining the programme of activities for the eight Conservation Areas with family dwelling houses where householders submit the most planning applications.	Plan Delivery Team, Strategic Planning, P&BC, D&R.	April 2015
	Implement the actions in the Delivery Plan for these eight Conservation Areas to help meet needs of expanding families to increase the size of family houses, ensuring, at the same time, proposals also preserve the character of these Conservation Areas.	Plan Delivery Team, Strategic Planning, P&BC, D&R.	April 2015 (start date) March 2017 (expected end date)
<b>R2. Amend DM27 to:</b>			
<ul style="list-style-type: none"> <li>• <b>be more permissive towards extensions, particularly mansard roofs within Conservation Areas;</b></li> <li>• <b>be more specific about what may and may not be appropriate within individual Conservation Areas (rather than having a blanket policy); and</b></li> <li>• <b>rely more strongly on the individual Conservation Area Assessments for decision-making on extensions</b></li> </ul>			
The review of Policy DM27 will take place through the Local Plan Review process. The review will include an audit of buildings in relevant Conservation Areas.	Engagement Draft of Local Plan (including DM27) for public consultation.	Plan Making Team, Strategic Planning, P&BC, D&R	August 2015
	Public consultation on Submission Document of Local Plan.		Jan/Feb 2016
The process for reviewing the Local	Proposed Submission Draft of Local Plan (including DM27) to		July 2016

**SCRUTINY REVIEW ACTION PLAN: Planning in Conservation Areas: the implications of conservation areas on the extension of family homes**

Comment	Action	Responsibility	Date
Plan is set by Statute. However the consultation process on draft policy, including DM27, gives 'weighting' to that policy and the policy can therefore be used as part of the Developing Management Process at consultation stage.	Secretary of State.		
	Examination in Public.		Sep/Oct 2016
	Local Plan report to Cabinet & Full Council for approval.		Early 2017
<p><b>R3. Individually refresh the Conservation Area Character Appraisal and Management Documents for the eight Conservation Areas with family dwelling houses where householders submit the most planning applications:</b></p> <ul style="list-style-type: none"> <li>• <b>Appraise properties within each Conservation Area and categorise them according to their suitability for extensions;</b></li> <li>• <b>Identify criteria where it would be possible to build additional roof storeys and back extensions and possible restrictions;</b></li> <li>• <b>Include detailed technical notes for repairs and restoration work and for extensions, back up by photo visuals to avoid ambiguity</b></li> </ul>			
Appraise relevant housing types and categorise according to suitability for extensions with advice from the Council's Conservation and Design Advisory Panel.	Review nature of advice contained within Character Appraisal & Management documents for comparable areas in other local authorities to identify best practice.	Plan Making Team, Strategic Planning, P&BC, D&R	April 2015
	Devise assessment methodology and assess each property within Conservation Areas.	Plan Delivery Team, Strategic Planning, P&BC, D&R	
Identify criteria where it would be possible to build additional roof storeys and back extensions and possible restrictions with advice from the Council's Conservation and Design Advisory Panel.	Undertake detailed analysis of building types and research with regard to history of change within relevant Conservation Areas to inform selection of criteria against which proposals would be assessed. Clearly identify types of proposal where these are acceptable.	Plan Delivery Team, Strategic Planning, P&BC, D&R	July 2015

**SCRUTINY REVIEW ACTION PLAN: Planning in Conservation Areas: the implications of conservation areas on the extension of family homes**

Comment	Action	Responsibility	Date
Technical Notes for repairs and restoration work and for extensions – backed up by photo visuals.	Assessment of buildings within Conservation Areas to identify issues and opportunities with regard to repairs and restoration work which Revised Appraisals should address.	Plan Delivery Team, Strategic Planning, P&BC, D&R	July 2015
	Undertake photographic study of buildings within Conservation Areas to inform Technical Notes.		July 2015
	Complete first draft of revised Appraisals.		September 2015
	Undertake public consultation on Revised Appraisals as set out in the Council's Statement of Community Involvement.		October 2015
	Revised Appraisals taken to Cabinet for approval.		December 2015
	Complete and publish revised Appraisals.		December 2015
<b>R4. Write a policy for underground extensions and basements as part of the Local Plan refresh.</b>			
The review of Policy DM27 will take place through the Local Plan Review process. The review will include drafting a relevant policy.  The process for reviewing the Local Plan is set by Statute, however the consultation process on draft policy, including DM27, gives 'weighting' to that policy and the policy can therefore be used as part of the Developing Management Process at consultation stage.	Background research and scoping: <ul style="list-style-type: none"> <li>○ identify other London Boroughs with basement policies.</li> <li>○ identify existing basement development in the borough.</li> <li>○ Consult specialist consulting engineering advice to undertake a study / produce detailed advice on technical issues.</li> </ul>	Plan Making Team & Plan Delivery Team, Strategic Planning, P&BC, D&R	April 2015
	Identifying all issues relevant to project: <ul style="list-style-type: none"> <li>○ adequate soil depth.</li> </ul>		May 2015



**SCRUTINY REVIEW ACTION PLAN: Planning in Conservation Areas: the implications of conservation areas on the extension of family homes**

**Appendix Two**

Comment	Action	Responsibility	Date
	<ul style="list-style-type: none"> <li>○ undeveloped garden land.</li> <li>○ ground conditions and land stability.</li> <li>○ depth.</li> <li>○ habitable accommodation.</li> </ul>		
	Internal discussions with other Council specialists (Building Control, Highways, Tree Officer).		May 2015
	Formulate policy (actions, responsibility and dates as in R2).		As in R2
<b>R5. Consult with residents in Conservation Areas on the use of Article 4 Directions to further restrict development as part of the Local Plan refresh.</b>			
Consideration of introduction of Article 4 Directions will take place through the Local Plan Review.  [As Recommendation 2 above]	Engagement draft of Local Plan (including draft Article 4 proposals) for public consultation.	Plan Making Team, Strategic Planning, P&BC, D&R	August 2015
	Public consultation on Submission Document of Local Plan.		Jan/Feb 2016
	Proposed Submission Draft of Local Plan (including DM27) to Secretary of State.		July 2016
	Examination in Public.		Sep/Oct 2016
	Local Plan report to Cabinet and Full Council for approval.		As in R2

Comment	Action	Responsibility	Date
<p><b>R6. In line with any new approach to permitting roof extensions, create new Supplementary Planning Guidance for mansard roof extensions in Conservation Areas (and following this other issues) in order to help people plan, and understand the decision making process and the reasons why some changes be acceptable or not. The guidance should:</b></p> <ul style="list-style-type: none"> <li><b>• Be clearly illustrated with examples of best practice to allow it to be readily and easily understood by non-professionals;</b></li> <li><b>• Be prescriptive and consistent where materials for extensions and renovations are not appropriate.</b></li> <li><b>• Set out permitted standard designs for additional roof storeys and rear extensions where planning is approved.</b></li> <li><b>• Incorporate the principles of this guidance when refreshing the Conservation Area Character Appraisal and Management Guidance.</b></li> </ul>			
<p>Write a new Supplementary Planning Guidance (SPG) for mansard and roof extensions with advice from the Council's Conservation and Design Advisory Panel.</p>	<p>Assessment of buildings within Conservation Areas to identify issues and opportunities with regard to mansard roofs which SPG should address.</p>	<p>Plan Making Team Strategic Planning Development and Renewal</p>	<p>April 2015</p>
	<p>Undertake photographic study of buildings within Conservation Areas to inform SPG and use in completed document.</p>		<p>April 2015</p>
	<p>Review guidance on roof extensions provided by the National Amenity Societies and other London Boroughs with a similar housing stock.</p>		<p>April 2015</p>
	<p>Prepare guidance clearly establishing principles for roof extensions and information about the way in which an application is assessed.</p>		<p>September 2015</p>
	<p>Complete technical guidance regarding the design of an appropriate mansard, including information regarding the design details and materials expected. Guidance will be accompanied by clear illustrations and examples of good practice.</p>		<p>September 2015</p>
	<p>Drafted guidance submitted to a broad and inclusive consultation process, to capture local resident's views and ensure that the document reflects these residents' views.</p>		<p>October 2015</p>

**SCRUTINY REVIEW ACTION PLAN: Planning in Conservation Areas: the implications of conservation areas on the extension of family homes**

**Appendix Two**

Comment	Action	Responsibility	Date
	Guidance taken to Cabinet for approval.		February 2016
	Complete and publish Supplementary Guidance.		February 2016

## **Appendix 2**

Revised Character Appraisal and Management Plan for Driffield Road  
and Medway Conservation Areas

London Borough of Tower Hamlets  
Driffield Road Conservation Area:  
Character Appraisal and Management Guidelines



December 2016

**London Borough of Tower Hamlets**  
**Driffield Road Conservation Area**

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## 1.0 Introduction

Conservation Areas are parts of our local environment with special architectural or historic qualities. They are created by the Council, in consultation with the local community, to preserve and enhance the specific character of these areas for everybody.

The Driffield Road Conservation Area was designated in January 1988 and extended in October 2008 to include Chisenhale Road, previously included within the Victoria Park Conservation Area.

This guide has been prepared for the following purposes:

- To comply with the Planning (Listed Buildings and Conservation Areas) Act 1990. Section 69(1) states that a conservation area is 'an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.'
- To provide a detailed appraisal of the area's architectural and historic character. To help those who have an interest in the area to understand the quality of the built environment and how they can protect, contribute to and enhance it.
- To provide an overview of planning policy and propose management guidelines on how this character should be preserved and enhanced in the context of appropriate ongoing change.

The Character Appraisal (Section 2.0) aims to define the qualities and features that make the Conservation Area special. This includes an understanding of the historical development of the place and its buildings, as well as an analysis of its current appearance and character — including description of the architectural characteristics, details and materials. It also records qualities such as important open spaces and views into and within the Conservation Area. Any damage or pressures to the Conservation Area is also recorded.

Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) places a duty on local planning authorities to draw up and publish proposals for the preservation and enhancement of Conservation Areas in their districts. Therefore, the Management Guidelines (Section 3.0) sets out ways to conserve the special architectural and historic character of the Conservation Area, as well as help to manage sensitive new development and refurbishment. It takes into account planning policy context and responds to the problems and pressures identified in Section 2.0.

This Consultation Draft is based on the Character Appraisal and Management Guidelines adopted by Cabinet of 04 November 2009 and the draft *Addendum to Driffield Road Conservation Area Character Appraisal and Management Guidelines* (draft public consultation version November 2015).





Aerial view showing Conservation Area boundary (in red). © Google Earth

## **2.0 Character Appraisal**

### **2.1 Location and setting**

The Conservation Area is bounded by Roman Road to the south, Grove Road to the west, the Hertford Union Canal to the north and Driffield, Hewlett and Ford Roads to the east.

The largest part of the Conservation Area is made up of the six straight parallel streets running northwards, namely Kenilworth, Vivian, Zealand, Ellesmere, Driffield and Hewlett Roads together with Chisenhale Road which runs east to west. The southern boundary of the Conservation Area is defined by the lively Roman Road and the streetscape of small retail shops.

The Conservation Area does not contain any public open spaces; however it is bordered by substantial open spaces such as the Hertford Union Canal and Victoria Park to its north, Wennington Green on the opposite side of Grove Road and Mile End Park to its south-west. Within the residential quadrant, private gardens set to the rear of the properties exist behind terraced frontages.

Most of the streets are tree-lined although the age, number, species and location of trees vary with each street. Recently installed Victorian-style street lighting can be seen in many of the streets.



**DRIFFIELD ROAD CONSERVATION AREA**

This map is indicative only and is not a planning document. For further information please contact the Council

Produced June 2009 from Ordnance Survey digital data and incorporating Surveyed revision available at this date. © Crown Copyright 1998. Reproduction in whole or in part is prohibited without prior permission of the Ordnance Survey. Supplied by: London Borough of Tower Hamlets LA100019288

## 2.2 Historical development and archaeology

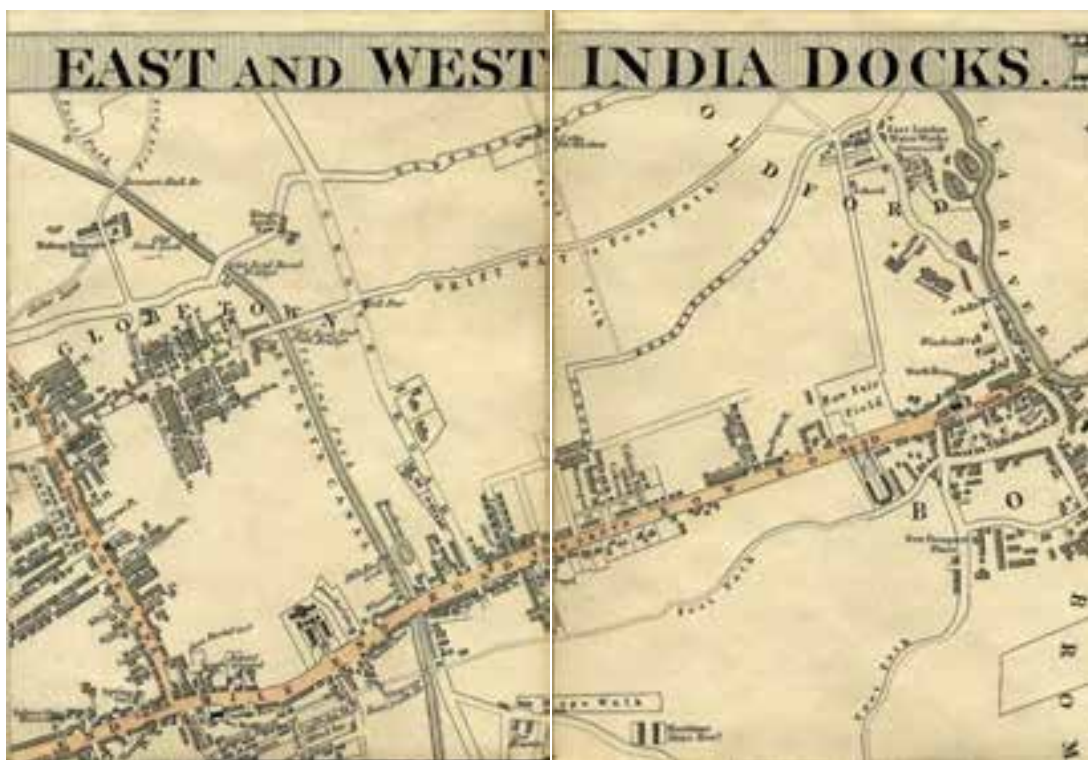
### 2.2.1 Archaeology

Excavations of the fourth century Roman settlement at Old Ford have revealed large quantities of cattle bones showing the marks of butchery. Archaeological excavations around the Lefevre Estate uncovered the original Roman Road, which ran from Aldgate to Colchester, crossing the River Lee at Old Ford. It runs more or less parallel to the current Roman Road, which was named as such when Roman remains were first discovered in the 1860s. According to map references, the first archaeological discoveries of the roman road were made in 1845.

### 2.2.2 Historical development

The Conservation Area consisted of woodland before 1285. Between then and the onset of development in the 1840s it was open land used for arable and pastoral farming, dissected by Old Ford Road and a driftway (now Roman Road).

The whole area east of Grove Road and south of Old Ford Road was known as Broomfields from c.1439 and the land now included in the Conservation Area was known as the Sixteen Acre Field. The only buildings located here before the 1830s were King's Arms Row in Old Ford Road and a toll house. King's Arms Row was demolished when Old Ford Road was straightened in 1844.



1827. Crunchley's new plan of London. © Mapco.net.

Various infrastructure and public improvement projects took place during the early nineteenth century in response to the rapid population growth and urbanisation in London. These included the Hertford Union Canal (also called the Sir George Duckett's Canal), opened 1830, and Victoria Park (early 1840s). These developments, but particularly the opening of Victoria Park, provided the initial impetus for development in the area.





1857. Kelly's post office directory map of London. © Mapco.net.

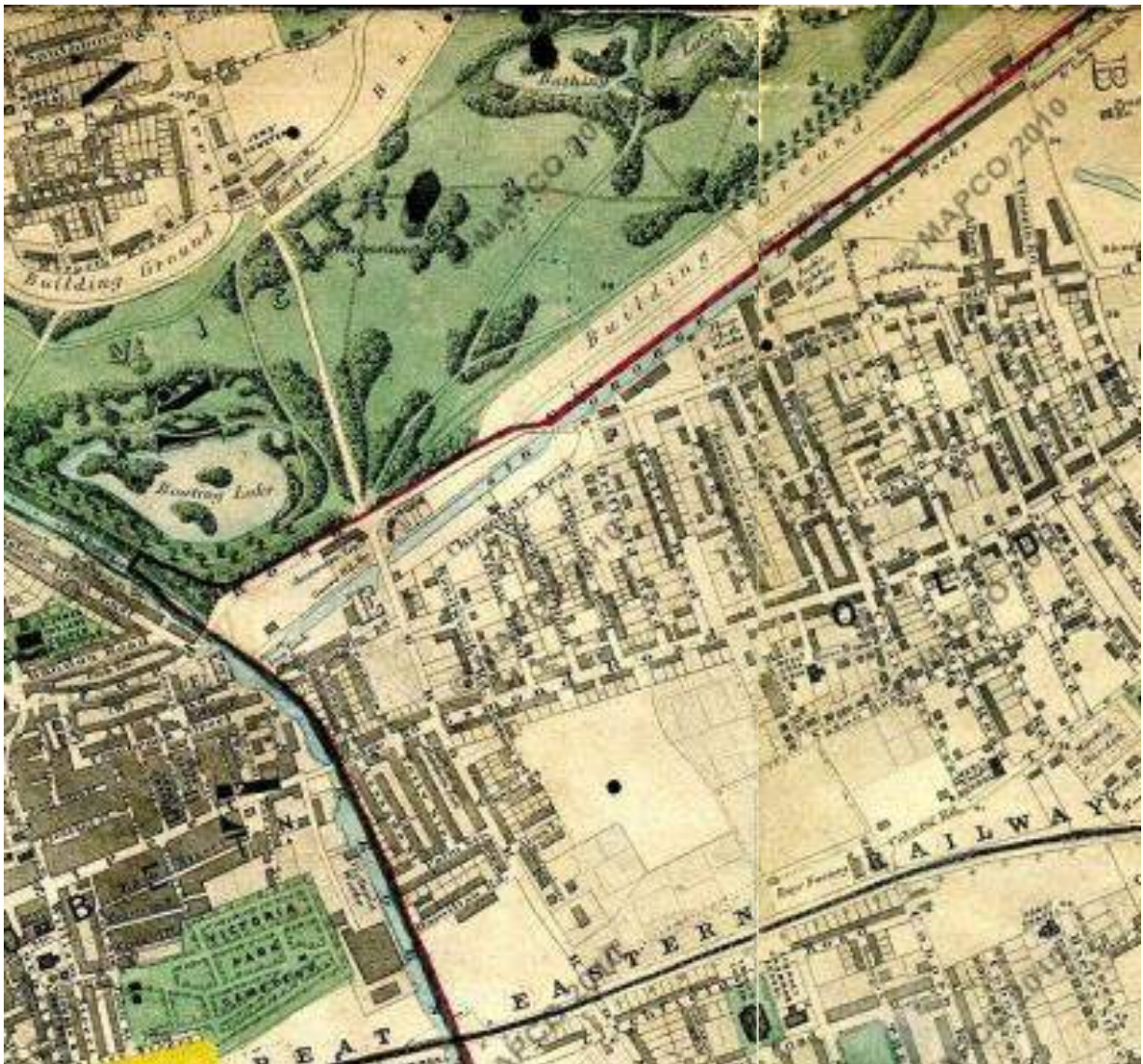
Broomfields passed through various owners until Thomas Coxhead Marsh inherited the 17 houses and c.100 acres in 1811. In 1847 it passed to William Coxhead Marsh and his son, Thomas Coxhead Chisenhale Marsh.

By 1857 the size of the land had reduced to just 55 acres, after sections were surrendered to construct the canals and Victoria Park. In 1857 the Marsh family decided to sell the remaining land to Revd. George Townshend Driffield (the rector of Bow) and others. However, the perspective purchasers found it difficult to raise the money required (the Marsh family acting as mortgagees) and in 1865 conveyed the land to the London & Suburban Land & Building Co.

Streets were laid out progressively after 1857. Thomas Rogers, a London solicitor, was involved in building in Kenilworth, Vivian (formerly Woodstock), Auckland (formerly Blenheim, from 1937 Zealand), Ellesmere, and Chisenhale Roads. Chisenhale Road already had factories in the 1850s and is still dominated by the Chisenhale Works (now Chisenhale Gallery) established by Morris Cohen for the manufacture of veneers. It was rebuilt in 1942 to supply veneers for fighters and bombers.



The houses in the areas surrounding Victoria Park were built for 'comfortable artisans and clerks'. The newly constructed houses at Broomfields were for a similarly 'fairly comfortable' population.



1864. Stanford's library map of London and its suburbs. © Mapco.net.



1893-95 NLS. © Mapco.net.

By the early- to mid-1890s all the plots within the Conservation Area had been filled in. Chisenhale Primary School, situated on Chisenhale Road, was built in 1893 by T.F Bailey. It was remodelled in 1902.



OS Plan 1954–71, 1:1,250. © www.old-maps.co.uk.

Most of the Conservation Area suffered minor or no damage during World War Two and the Victorian terraces survive largely intact. In the areas that did suffer severe bomb damage, small, mid-twentieth century housing blocks were constructed. These included Bunsen House (1951), Margaret Bondfield House (1952), Beatrice Webb House (1953) and Susan Lawrence House (1954).

The largest single area that suffered severe damage was the northern halves of Driffield Road and Hewlett Road. The terraces in these areas were demolished and the area is now a separate modern development that lies outside the Conservation Area.



## 2.3 Character analysis

This section analyses the character and appearance of the Conservation Area, and identifies architectural and spatial features that positively contribute to it.

### 2.3.1 Spatial analysis

The Driffield Road Conservation Area is characterised by the homogenous layout of small scale streets, containing uniform mid-nineteenth century terraces. There are also four small post-war housing blocks and some recent local authority infill development.

#### *Scale*

The houses are characteristically small scale, two storey plus basement, which traditionally may have had single storey return (or 'outrigger') (see sheet no.5 of Appendix 3). The houses on Chisenhale Road are generally taller with three storeys and a basement (which were predominantly coal stores, not habitable basements). On the western edge of the Conservation Area, along the north-south running Grove Road are two to four storey buildings, including the Victoria Park Baptist Church, St Barnabas Church and newly renovated residential flats at 182 Grove Road. Roman Road is flanked by buildings of generally two storeys, with a taller three storey scale on corner sites. Beyond the Roman Road frontage, the existing building scale of the area is predominantly low, with terrace housing along the residential streets at two storeys plus basement level (predominantly built as coal stores, not habitable basements).



Two storey houses, with basements, along Ellesmere Road.



Victoria Park Baptist Church on Grove Road, viewed from Bunsen Street.

#### *Land use*

The land use character of the Conservation Area is predominantly residential, but other land uses include retail premises on the ground floor along the Roman Road frontage (with residential flats above) and a number of public buildings such as the three church buildings along Grove Road: Victoria Park Baptist Church, Kingdom Hall of Jehovah's Witness and St Barnabas' Church. Also contained within the Conservation Area is the Victorian Chisenhale Primary School.



Chisenhale Primary School, viewed from Zealand Road.

### 2.3.2 Views

The clear definition of the streets and the character of the nineteenth-century terrace create many high quality views:

- Long views along street axes include those through Grove Road and Roman Road. The long views of uniform terraces are a distinctive characteristic of the Conservation Area.
- Within the residential streets of Kenilworth, Vivian, Zealand, Ellesmere, Driffield and Hewlett Roads, each terrace facade contributes to the repetitive and rhythmic character of the streetscape.
- Important views of the area are also gained from the Regent's Canal Towpath. The gardens and backs of properties in Chisenhale Road are viewed from the towpath and it is important that any proposals for development respect the existing scale and rhythm of the rear of these properties.



View looking up Ellesmere Road from Roman Road. The continuous line of the roof and of decorative features such as the cornice gives the terrace a rhythm and symmetry.





Map showing key long and dynamic views (blue) and gap views (orange).  
Photographs of these views follow on subsequent pages.



Long view down Hewlett Road.



View from Hewlett Road to Driffield Road: consistent parapet height.



View from Chisenhale Road to corner of Ellesmere Road.



View from top of Zealand Road: glimpsed view of London Roofs.



View of Chisenhale Road from top of Zealand Road.



View of Chisenhale Primary School from top of Zealand Road.





View from Grove Road showing London Roofs of houses on Kenilworth Road.



View north along Grove Road.



Glimpsed view of London Roofs from Grove Road.



View from bottom of Kenilworth Road: side elevations of houses clearly visible.



View from of Kenilworth Road: the rear elevations and closet wings of properties along Roman Road are visible.



### 2.3.3 Architectural characteristics

The Conservation Area is largely composed of a series of mid- to late-nineteenth century residential terraces and the overriding impression is the consistency in architectural form.

Houses within the Conservation Area were constructed a few at a time, in a number of styles and by different builders, resulting in a considerable variety in their ornamental detail. The types of doors, windows, decorative plasterwork and iron railings vary, giving each street and indeed, each side of the road a different quality.

Some houses on parts of Zealand Road appear never to have had railings, whereas original cast iron railings on Chisenhale Road are typical of nineteenth century Victorian boundary treatments, juxtaposed to the more recent brick walls with the front areas.



Chisenhale Road. Most houses have retained the original wrought iron railings but some (centre) have more recent brick walls to the front areas.

While usually flanked by yellow stock brick and flat-fronted terraces on either side, some rows contain canted bay windows or steps above semi-basements, or at times, a combination of both.



Driffield Road, viewed from Hewlett Road. The two houses on the right have canted bay windows in contrast to those on the right of this image



Kenilworth Road. Some houses have steps above semi-basements while others in the street do not.

Some of the terrace houses are named and dated with plaques set under their eaves; examples can be found on Kenilworth, Chisenhale, Driffield, Grove and Zealand Roads.



A series of five houses on Kenilworth Road have plaques underneath their eaves.



Although the design and details of these features change with architectural fashions, their rhythm and consistency contribute significantly to the special interest of a terrace. The continuity of the parapet line and moulded cornice line in particular tie together the groups of houses into apparently uniform terraces. Please also refer to sheet no. 3 of Appendix 3.



## Roofs

The significance of the historic roof-scape within the Conservation Area is derived from a number of factors including its shape or form, structure, covering materials, and associated features.

Virtually all the terraces within the Conservation Area have London (or Butterfly) roofs; these are an inverted 'V' in form with a central valley and ridges on the party walls between the individual houses of the terrace. These roofs are of low pitch and are concealed from the street (i.e. the front) behind parapets producing a hard, straight edged appearance to the houses and a strong silhouette. This lack of visible roof is an important architectural characteristic. At the rear, the row of gently pitched gables rising to the party walls is clearly evident.



The rear elevation of the butterfly roofs of properties on Kenilworth Road, as seen from Grove Road. Note also the pairs of chimney stacks located along the party walls.



Glimpsed view of butterfly roofs from Zealand Road.

Chimney stacks are located along the party walls between houses (often in pairs); visible and silhouetted on the skyline they are important Conservation Area features, and together with chimney pots and party walls that project above roof line, form a significant part of the Conservation Area's character and appearance.

#### *Rear extensions*

Mid-nineteenth century terraces, such those within the Conservation Area, were often built with returns, which had their origins in the grander houses of an earlier era. Most of the houses within the Conservation Area were built with rear returns (sometimes referred to as 'back additions', 'outriggers' or 'closet wings') as part of the original building. Space was ordered according to a structural hierarchy, with the more public spaces such as the parlour located at the front of the house, whilst the more private spaces were located to the rear of the house in the back extension.

As the Victorian era progressed the need for cheap housing saw a move away from the provision of a costly basement and the services originally housed here were increasingly accommodated within the back extension at ground level.

Economy continued to play a role in the evolution of the back return with the early single-storey single-unit returns with three independent walls housing a scullery being replaced by paired returns under one roof. Returns varied in width, height and length according to the builder but tended to increase in scale as the century progressed. A second storey was increasingly added to accommodate a third bedroom, and it is this form of return which predominates within the Driffield Road Conservation Area. In some cases the kitchen was not big enough and a small lean to scullery was added to the rear of the return.

### 2.3.4 Details and materials

The houses in this Conservation Area are variants on the basic terrace house design brought about by differing permutations and the presence or absence of architectural features.

Architectural features that positively contribute to the character and appearance of the Conservation Area, and deserve retention are:

- Rope mouldings surrounding windows and doors;
- Ironwork window guards;
- Cast iron railings (particularly those with boot scrapers set between houses);
- Vermiculated stucco, cornice and consoles to front door openings; and
- Stucco cornices to the parapet on the front elevations.

There is a limited range of materials used throughout the Conservation Area, reinforcing its consistent appearance. Principally the materials are: stock brick, stucco, and slate roofs.

Reinstatement of missing features, if carefully added to match the original, may enhance the character and appearance of the Conservation Area.



Rope mouldings (of various styles) decorate the architraves of windows and doors, seen here in Hewlett Road (left) and Ellesmere Road (right). This detail can also be seen in the window architraves of some properties in both Kenilworth Road and Vivian Road.



Different types of wrought ironwork window guards. Both of the above examples are from Driffield Road but these guards are also present on some properties in Ellesmere and Vivian Road.

Cast iron railings are a common feature of the Conservation Area although not all houses or streets (or sides of streets) included them as part of their original design. They are found in parts of Chisenhale, Driffield, Ellesmere, Grove, Hewlett, Kenilworth, Vivian and Zealand Roads. Where original railings have been lost, their careful reinstatement (to match the original) may enhance the character or appearance of the Conservation Area.





Opposite: Original railings along the west side of Zealand Road.

Below: Original wrought ironwork boot-scraper situated between two houses on Driffield Road. This design feature is also found on Grove Road. Also note, the loss of stone nosings to the modern steps on the right.



### **2.3.5 Problems and pressures**

Although the character and appearance of the Conservation Area is appreciably consistent, changes have been made to some properties which chip away at this consistency. Further uncontrolled change could erode the special character of the Conservation Area.

#### *Front boundary walls*

Distinctive front area railings or cast iron window boxes have disappeared or may have been removed during the war (because of iron shortage).

#### *Façade treatment*

Terraces such as these are designed to be uniform and regular in appearance, relying on the repetition of simple elements and a consistency of materials and details for the overall effect. Much of the terracing remains little altered, but those of which that have been unsympathetically altered, are embellished with the application of pebble dash and stone cladding. The complete pebble-dashing of a façade destroys the careful balance and continuity of the terrace façade. The result has created discord and fragmentation to the entire elevation of the terrace, to the detriment of the character of the Conservation Area.

The original pointing and mortar would have been lime putty based without cement. Modern cementitious mortars are not appropriate because this mortar is actually harder than the brickwork, whereas mortar should be softer than the brickwork.

#### *Parapet cornices*

Parapet level cornices have often decayed or cracked and have had to be removed. This has resulted in gaps in the cornice lines of terraces. Residents should consider opportunities to reinstate these cornices.

#### *Existing roof extensions*

Whilst on many of the side roads the roof types are consistent, some properties along the Roman Road boundary to the Conservation Area, particularly at its eastern end, have been subject to alteration and the strong parapet line has been lost with the introduction of mansards, pitched roofs and flat roofs, diluting the historic uniformity and character of these terraces.

These additions can make a property appear top heavy and can disrupt the uniformity and horizontal emphasis of the terrace.

#### *Rear extensions*

Rear elevations on Driffield Road terrace have suffered badly from inappropriate design and large rear extensions. Where visible, these inappropriately designed extensions harm the character and appearance of the Conservation Area. Over-development of rear extensions has occurred particularly in the deep plots along Roman Road.

## 2.4 Summary of special interest

This is an area of particular special architectural and historic interest, illustrated by its rich history, cohesive character and domestic architecture dating from the mid-nineteenth century. The character and appearance of the area, as described in this appraisal and summarised in sheet no. 1 of Appendix 3, define its special qualities:

- surviving nineteenth-century artisan and shopkeepers' houses;
- high level of consistency across the streets and their terraces;
- uniformity both of form and materials;
- high rate of survival of architectural features and enrichments which make positive contributions to the character and appearance of the Conservation Area. These include:
  - chimney pots;
  - continuous line of parapet wall to conceal London roof behind;
  - party walls with brick-on-edge detailing and stepped lead flashings;
  - stucco cornices to the parapet on the front elevation;
  - decorative mouldings, often rope mouldings, or brick borders to first-floor windows;
  - canted bay windows with decorative cornice and console;
  - round-headed paired windows with stucco surrounds and foliate embellishments;
  - timber sash windows with delicate glazing bars;
  - embellished architrave, often featuring vermiculated or reticulated stucco, to recessed front doors;
  - decorative iron window guard; and
  - iron railings to front boundary (including boot scrapers between houses).

All of the above elements make a positive contribution to the character and appearance of the Conservation Area.

Whilst there are no listed buildings within the area, the Conservation Area was designated to protect the overall character of the Victorian terraces, which are of collective townscape merit. And it is the cohesive character of the area rather than individual buildings which the Conservation Area status seeks to preserve and enhance.

### **3.0 Management Guidelines**

#### **3.1 Introduction**

This Management Plan has been prepared in consultation with the community, to set out the Borough's commitment to high quality management of Conservation Areas and their settings. The Place Shaping Team operate within the context of the Development and Renewal Directorate of the Council, alongside Placemaking, Development Management and Building Control.

Areas are as much about history, people, activities and places as they are about buildings and spaces. Preserving and enhancing the Borough's architectural and historic built heritage over the next decades is of vital importance in understanding the past and allowing it to inform our present and future.

Whilst the Council has a duty to ensure that change preserves or enhances a Conservation Area, it is aware of the space pressures facing families and the need to accommodate changing residential needs within its Conservation Areas.

Conservation Areas also promote sustainability in its widest sense. The Council is committed to this in the Local Plan. The re-use of historic buildings and places is environmentally responsible as it protects the energy and resources embodied in them and combats climate change.

Consideration of appropriate amendments to the boundary of the Conservation Area, and recommendations for additions to the register of listed buildings, either the statutory or local list, will be considered by the Council.

#### **3.2 Who is this document for?**

This document is aimed at the residents, businesses, developers and others living and working in the area. The Conservation Area belongs to its residents, as well as the whole community, and their priorities are reflected in these documents. It will depend on the support of the community to achieve its objectives.

The guidelines provide a single point of reference for the management of the area. It represents our shared commitment to conserve the special architectural and historic character, and to help manage sensitive new development and refurbishment where appropriate to successfully preserve and enhance the quality and character of the area. This guidance is intended to help home owners in understanding the character and significance of the Conservation Area and in submitting planning applications within this Conservation Area.

In addition to managing change and conservation in the Conservation Area, guidance is provided to support residents who would like to make a planning application to extend their home. Specifically, it contains guidance covering extensions to the roof and to the rear of residential properties.

In order to further assist residents with the planning application process, the Council has also prepared a Mansard Roof Guidance Note. This borough-wide guidance contains information on the most relevant planning policies that the Council must consider when making decision on planning applications; further information on the historic roofs in Tower Hamlets; the elements of Mansard Roofs and best practice advice on how you should approach the design of a new Mansard Roof.

Guidance specific to mansard roofs in the Driffield Road Conservation Area is provided in Appendix 3 of this document.

### 3.3 Policies relevant to the Conservation Area and how they are implemented

Any new development should have regard to national, regional and local planning policy.

- At the national level, the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) places a duty on Tower Hamlets to designate Conservation Areas in 'areas of special architectural or historic interest', and to formulate and publish proposals for the preservation and enhancement of its Conservation Areas. National planning policy for conserving and enhancing the historic environment is set out in National Planning Policy Framework (NPPF) Chapter 12 (paras 126–141) and guidance is provided in the National Planning Practice Guidance for conserving and enhancing the historic environment.
- At the regional level, Policy 7.8, Heritage assets and archaeology, of the London Plan (2016) states that, at a strategic level, 'London's heritage assets and historic environment, including ... conservation areas ... should be identified, so that the desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account'. And that 'Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.'
- At the local level, the Local Plan of Tower Hamlets states that 'the Council will protect and enhance the historic environment of the borough'. This is described in detail in Policy CP49 of the Core Strategy. In addition, applicants should note Policy CP46 to ensure that access issues are properly addressed in work carried out in a Conservation Area.

With particular reference to the Canal network the following policy documents should also be considered:-

- The London Plan's Blue Ribbon Network policies apply to all London's waterways
- TCPA Policy Advice Note for Inland Waterways – produced in conjunction with British Waterways (July 2009)
- Waterways and Development Plans (BW 2003)
- Waterways for Tomorrow (DETR 2000 presently being reviewed)
- Planning a future for the Inland Waterways (Inland Waterways Amenity Advisory Council).

Canals in London are also recognised as 'Sites of Metropolitan Importance for Nature Conservation'.

### 3.4 Opportunities for enhancement

It is the character of the area, rather than individual buildings, which the Conservation Area designation seeks to preserve and enhance.

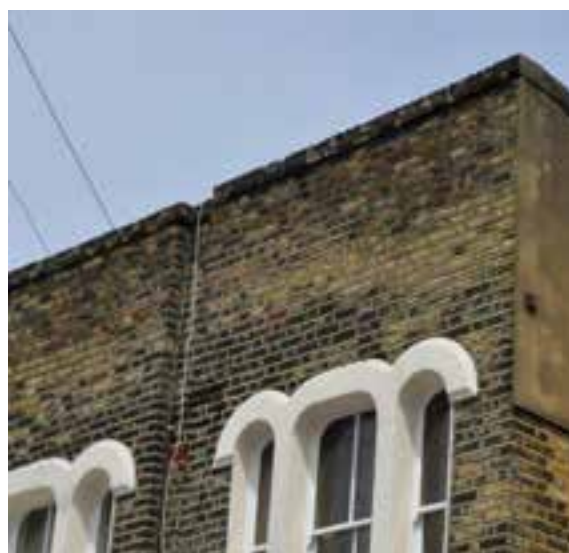
However, there are minor improvements that could be made to the existing terraces within the residential part of this Conservation Area. While the structures themselves are intact, the terraces require some attention and renovation. The Council supports the retention and reinstatement of architectural features of the area.

This section provides guidance on opportunities for enhancement of the character and appearance of the Conservation Area which residents may consider. Furthermore, section 2.4 summarises the positive contributors to the character and appearance of the Conservation Area; the repair or reinstatement of which would represent public benefits as defined by the NPPF.

#### 3.4.1 Façade brickwork

Measures should be taken to ensure that further damage to the façade brickwork is avoided and to ensure that further application of the pebble-dash is not allowed (see section 2.3.5). Although cladding and rendering may seem quick solutions to maintenance and structural problems, they can create new problems, disguising what could later emerge to be major building defects. These are all irreversible steps. By hiding original details, such as window arches and string courses, a house can be completely altered, losing its traditional appearance.

The original pointing and mortar would have been lime putty based without cement. Modern cementitious mortars are not appropriate because this mortar is actually harder than the brickwork, whereas mortar should be softer than the brickwork. Projecting 'weather struck' pointing would not be original and should be avoided; the pointing should be flush with or slightly indented from the brickwork. It is important to use mortar to match the original and not any later replacements.



Examples of cementitious mortars.

### **3.4.2 Railings**

Since construction, many of the houses have lost their original cast iron railings along their front boundaries. Where original railings are missing, it is worth considering reinstating them, even if only for improved security. Railings should be of cast iron, painted black and leaded into a stone or concrete plinth. Some houses appear never to have had railings (e.g. Zealand Road) and in these cases, it may not be appropriate to introduce them.

### **3.4.3 Cornices**

Where parapet level cornices are damaged or have had to be removed, efforts should be made to restore or reinstate them, to match the original. This would improve the rhythm and character of the terrace.

### **3.4.4 Public realm**

Other opportunities for enhancement exist in the rationalisation of the street clutter, the encouragement of the street market, and community uses which allow people to meet. Care to ensure the appropriate maintenance will need to be considered.



### **3.5 Potential development**

The Council recognises that residents may wish to extend their houses to provide more accommodation; this section provides guidance on how best to manage the potential change (sheet no. 4 of Appendix 3 illustrates some of the roof extensions carried out in the Driffield Road Conservation Area). It is important that any development is carried out with due regard for preserving or enhancing the character or appearance of the Conservation Area.

Historic England, in their guidance regarding alterations to the London terraced house 1660–1860, note the need to retain the structure, character and appearance of a building, and that proposals should not impair or destroy the overall shape and proportion of a house or detract from its historic character.

#### **3.5.1 Roofs**

Appendix 1 is an Audit of the existing types of main roof (excluding the rear extension) which are located within the Driffield Road Conservation Area. The Audit clearly illustrates that in most cases, the basic historic forms of the main roofs of the various terraces have survived, even where roof covering materials have been subject to change and/or other small scale changes have occurred.

Historic England's advice summarised above relates to a number of features but is particularly relevant when considering alterations to the roof form.

When assessing an application for a roof extension the following matters are taken into account:

- visibility and impact on the public realm;
- historical integrity (degree of change);
- the historical and architectural interest of the buildings concerned;
- the completeness of the group or terrace of houses concerned;
- the consistency and uniformity of the existing roofscape and its contribution to the character of the Conservation Area; and
- significance in terms of the Conservation Area.

Please refer to the illustrated guidance for roof extensions in Appendix 3. As shown in the drawings, there is no 'one size fits all' approach.

There is no precedent for flat-top Mansard roofs in traditional properties in the Conservation Area, but flat-top Mansards have been used on some modern properties. In cases where a proposed Mansard roof extensions is next to an existing flat-top Mansard it will usually be preferred that the proposed follow guidance for a traditional Mansard.

Appendix 3 provides guidance aimed at minimising harm and maximising public benefit from proposals for roof extensions.

### **3.5.2 Rear extensions**

The scope for rear extensions to be altered is often greater than for roof extensions. There are large parts of the Conservation Area where rear elevations have less impact to the character and appearance of the Conservation Area. Where new extensions are not visible from the public realm their impact on the overall character and appearance of the Conservation Area is reduced.

However, the variety of rear extensions means that there is no standard solution and when putting an application together it will be important to consider, the consistency and rhythm of neighbouring properties, the existing rear building line and the particular character of the house. Appendix 2 is an audit of the existing types of rear extension which are located within the Driffield Road Conservation Area.

When assessing an application for a rear extension the following matters are taken into account:

- visibility from street and impact on the public realm;
- historical integrity (degree of change);
- the historical and architectural interest of the buildings concerned;
- the consistency and uniformity of the existing group or terrace of houses concerned; and
- significance in terms of the character and appearance of the Conservation Area.

The impact of the proposals upon the amenity of neighbouring properties, the design, scale and materials are always important considerations when assessing proposals for a rear extension. An extension should always be subordinate to the main building.

Generally an extension to infill the side return will be acceptable. Ideally this should be a lighter weight structure, its features should respect the scale of those features on the existing building and ideally it will be set back from the rear wall of the existing extension so that the prominence of the historic building envelope is preserved.

A common form of extension requested is a wrap-around extension. This might also be acceptable, where the garden is of a suitable size, and where it is not visible from the public realm.

It is very important to note that all general planning policies apply as elsewhere in the Borough.

### **3.5.3 Shopfronts**

Roman Road is lined with shop fronts; this street is a lively component of the Conservation Area and there exists the opportunity to refurbish and upgrade the shopfronts along this thoroughfare. Insensitively designed shopfronts can harm the character and appearance of the Conservation Area, whereas a well-designed shopfront has the potential to increase the attractiveness of the building to which it is attached and the area as a whole, and potentially increase the commercial success of the shop and the area by increasing the appeal to shoppers. Alterations to original shopfronts should respect the design, detailing, material and architectural features of the traditional shopfront, and also the building itself.

### **3.6 Highways**

The quality of the streetscape, the surface materials, street furniture and other features can all be integral parts of the character of Conservation Areas. Any work carried out should respect this historic character. Anyone involved in development which impacts on public spaces should refer to the Council's Street Design Guide, Transport for London's Streetscape Guidance and Historic England's *Streets for All* document. The ongoing cost of maintenance should also be considered carefully.

With Roman Road enclosing the residential streetscapes between Kenilworth and Hewlett Roads, the area attracts many commercial users and customers to this main street. It should be investigated whether any design strategies can be introduced to meet both residential and commercial parking needs to preserve and restore the residential character of the Driffield Road Conservation Area.

The poor state of repair of pavements should be investigated as this detracts from the character and appearance of the Conservation Area. Proposals to enhance Roman Road should be considered.

Works by statutory services (gas, electricity, water etc.) have the potential to damage historic ground surfaces or ancient underground structures. Early consultation with the conservation team is encouraged for any works.

### **3.7 Trees, parks and open spaces**

There are no major parks or open spaces in the Conservation Area. However there are a number of street trees which contribute to the character of the Conservation Area and it is essential that these are maintained effectively.

All trees in Conservation Areas are protected, and some trees are also covered by individual Tree Preservation Orders (TPOs). Notice must be given to the authority before works are carried out to any tree in the Conservation Area, and some works require specific permission. More information can be found in the Council's Guide to Trees, and on the Tower Hamlets website. Carrying out works to trees without the necessary approval can be a criminal offence, and the Council welcomes early requests for advice.

### **3.8 Equalities**

Valuing diversity is one of the Council's core values, and we take pride in being one of the most culturally rich and diverse boroughs in the UK. This core value has driven the preparation of this document and will continue to inform changes to this document in the future. These values will also inform changes to buildings and places where this document provides guidance to ensure inclusivity for all sections of the community.

This Character Appraisal and Management Guidelines will support the Council's aims:

- a strong spirit of community and good race relations in Tower Hamlets;
- to get rid of prejudice, discrimination and victimisation within the communities we serve and our workforce; and
- to make sure that the borough's communities and our workforce are not discriminated against or bullied for any reason, including reasons associated with their gender, age, ethnicity, disability, sexuality or religious belief.

Please contact us if you feel that this document could do more to promote equality and further the interests of the whole community.

### **3.9 Publicity**

The existence of the Conservation Area will be promoted locally to raise awareness of current conservation issues and to invite contributions from the community.

### **3.10 Consideration of resources needed to conserve the historic environment**

The most effective way to secure the historic environment is to ensure that buildings can continue to contribute to the life of the local community, preferably funding their own maintenance and refurbishment. Commercial value can be generated directly from the building, through its use as a dwelling or office, or through its role in increasing the attractiveness of the area to tourists and visitors. However, it should be noted that economic reasons alone will not in themselves justify the demolition or alteration of a building in a Conservation Area. The Council will consider grant aid to historic buildings and places.

In order to meet today's needs without damaging the historic or architectural value of a building, a degree of flexibility, innovation and creative estate management may be required.

### **3.11 Ongoing management and monitoring change**

To keep a record of changes within the area, dated photographic surveys of street frontages and significant buildings and views will be made every 5 years. Also, public meetings will be held every five years to maintain communications between all stakeholders and identify new opportunities and threats to the Conservation Area as they arise.

The Council recognises the contribution of the local community in managing Conservation Areas, and will welcome proposals to work collaboratively to monitor and manage the area.

In addition, the Borough's Annual Monitoring Report, prepared with the new Local Development Framework (LDF), will assess progress on the implementation of the whole Local Development Scheme, including policies relevant to conservation.

### **3.12 Enforcement strategy**

Appropriate enforcement, with the support of the community, is essential to protect the area's character. The Council will take prompt action against those who carry out unauthorised works to listed buildings, or substantial or complete demolition of buildings within a Conservation Area. Unauthorised work to a listed building is a criminal offence and could result in a fine and/or imprisonment. Likewise, unauthorised substantial or complete demolition of a building within a Conservation Area is also illegal. It is therefore essential to obtain Conservation Area or Listed Building Consent before works begin.

Planning applications for alterations that would not preserve or enhance the character or appearance of the Conservation Area will normally be recommended for refusal.

#### **3.12.1 Article 4 Directions**

Article 4 Directions are a process through which change within the Conservation Area can be positively managed.

The Council will enforce conservation law wherever necessary, and will consider the introduction of Article 4 Directions. An Article 4 Direction is a direction under Article 4 of the General Permitted Development Order which enables the local planning authority to withdraw specified permitted development rights across a defined area. (Permitted development rights are a national grant of planning permission which allow certain building works and changes of use to be carried out without having to make a planning application.) This would bring these types of development within the control of the planning process.

The Council will investigate an Article 4 Direction to protect against:

- i. changes to door surrounds;
- ii. changes to existing sash windows with wooden frames;
- iii. changes to existing canted bay windows;
- iv. changes to window stucco surrounds;
- v. removal of stucco cornice on the front elevation;
- vi. change to roof coverings and demolition of or alteration to chimneys;
- vii. the addition of a porch on the front elevation;
- viii. demolition of existing iron railings to the front boundary; and
- ix. the painting or covering of previously unpainted and uncovered brickwork of a dwelling house or a building within the curtilage.

Where proposed works *will repair or reinstate* features that have been identified as positive contributors to the character or appearance of the Conservation Area, they will be considered to contribute to the 'public benefits' (as identified by the NPPF) of a scheme, subject to appropriate detailing, materials and methodology.

### **3.13 Outline guidance on applications**

Before carrying out any work in this area, you may need to apply for planning permission even for minor work such as replacing railings, as well as others for work such as felling trees.

When planning applications in a Conservation Area are decided, the local planning authority has a duty under the Planning (Listed Buildings and Conservation Areas) Act 1990 Section 72 to pay special attention to the desirability of preserving or enhancing the character or appearance of the Conservation Area. The character of Driffield Road Conservation Area is described in detail in the Appraisal in the first part of this document.

In Driffield Road, as in other Conservation Areas, planning controls are more extensive than normal. Consent is required to demolish any building, and a higher standard of detail and information is required for any application.

The exact information required will vary with each application, but in general applications must include:

- a clear design statement explaining the reasons behind the design decisions;
- contextual plans, sections and elevations of existing buildings;
- drawings, including construction details, produced at larger scale (eg. 1:50 or 1:20) clearly indicating the nature of the work proposed;
- additional detail regarding materials and construction; and
- photos of the condition of existing building (including details where appropriate).

More details are available on the Tower Hamlets website. If in any doubt, the Council welcomes and encourages early requests for advice or information.

When alterations are proposed to old buildings, complying with the building regulations can be particularly complex, and early consideration of building control issues can help identify potential problems early in the process.



### 3.15 Further reading

- The Buildings of England (London 5: East). Cherry, O'Brien and Pevsner
- 'Bethnal Green: Building and Social Conditions from 1837 to 1875', in A History of the County of Middlesex: Volume 11, Stepney, Bethnal Green, ed. T F T Baker (London, 1998), pp. 120-126. British History Online <http://www.british-history.ac.uk/vch/middx/vol11/pp120-126> [accessed 15 May 2016].
- 'Bethnal Green: The East, Old Ford Lane, Green Street, and Globe Town', in A History of the County of Middlesex: Volume 11, Stepney, Bethnal Green, ed. T F T Baker (London, 1998), pp. 117-119. British History Online <http://www.british-history.ac.uk/vch/middx/vol11/pp117-119> [accessed 6 May 2016].
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- London Terrace Houses 1660-1860 (1996), Historic England.

### 3.16 Contact information

The Council encourages and welcomes discussions with the community about the historic environment and the contents of this document. Further guidance on all aspects of this document can be obtained on our website at [www.towerhamlets.gov.uk](http://www.towerhamlets.gov.uk) or by contacting:

Tel: 020 7364 5009

Email: [placeshaping@towerhamlets.gov.uk](mailto:placeshaping@towerhamlets.gov.uk)

This document is also available in Libraries, Council Offices and Idea Stores in the Borough.

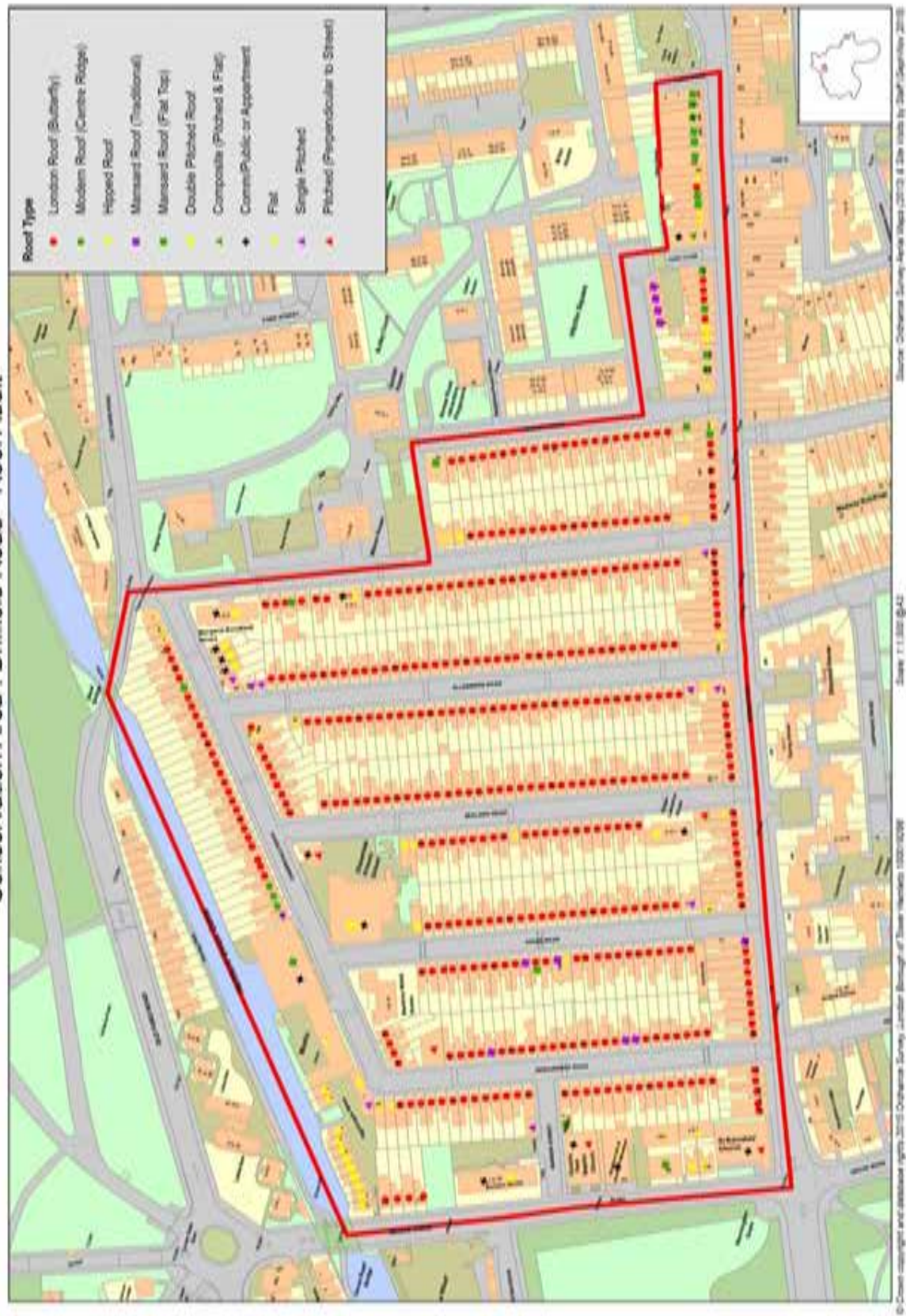
For a translation, or large print, audio or braille version of this document, please telephone 0800 376 5454. Also, if you require any further help with this document, please telephone 020 7364 5372.

Also, you may wish to contact the following organizations for further information:

Historic England	<a href="http://www.historicengland.org.uk">www.historicengland.org.uk</a>
The Georgian Group	<a href="http://www.georgiangroup.org.uk">www.georgiangroup.org.uk</a>
Victorian Society	<a href="http://www.victorian-society.org.uk">www.victorian-society.org.uk</a>
20 <sup>th</sup> Century Society	<a href="http://www.c20society.org.uk">www.c20society.org.uk</a>
Society for the Protection of Ancient Buildings	<a href="http://www.spab.org.uk">www.spab.org.uk</a>

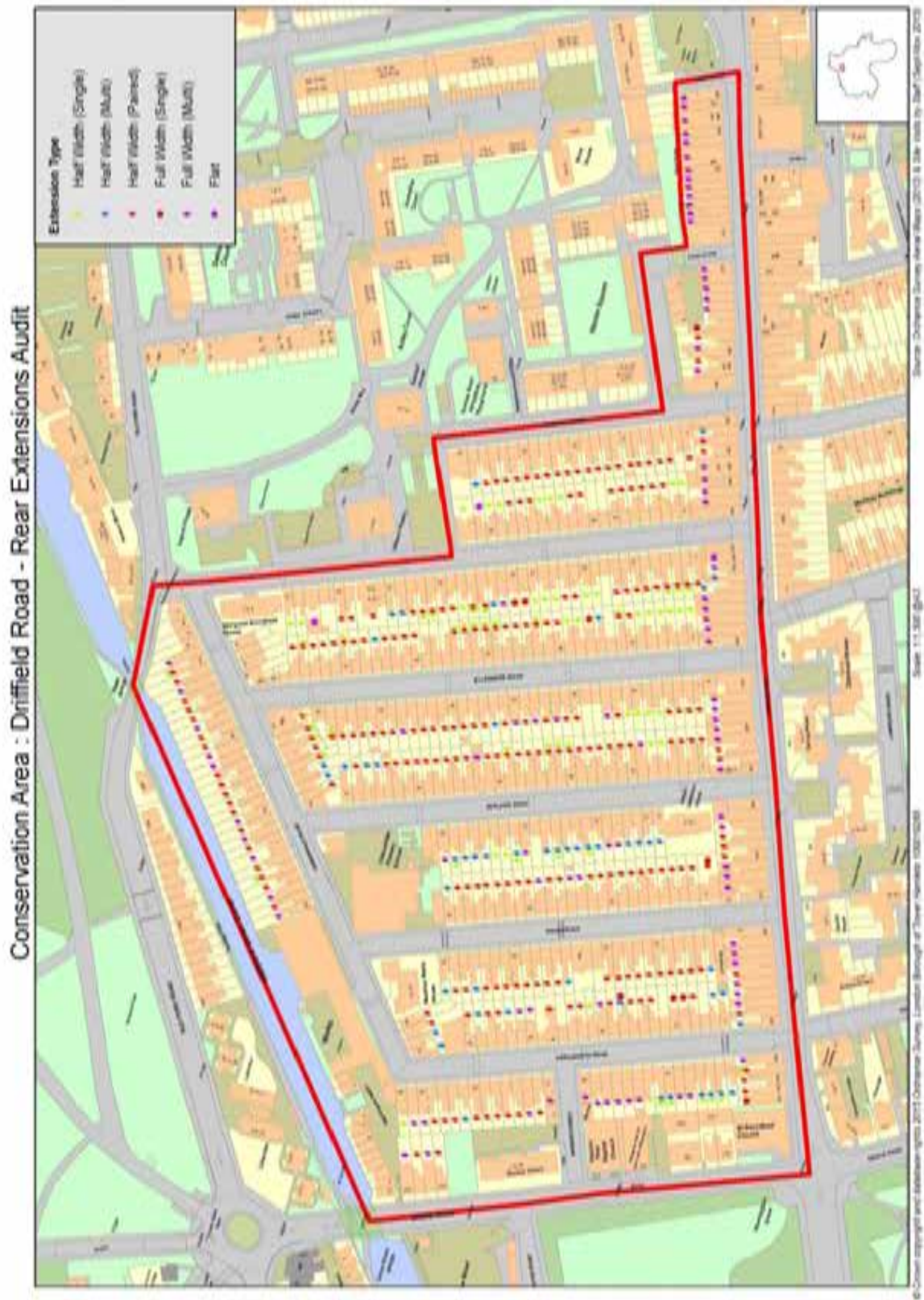
Appendix 1: Roof types map

Conservation Area : Driffield Road - Roof Audit





Appendix 2: Rear extensions map



### **Appendix 3: Design principles for roof extensions**

# Mansard Roof Guidance

## Appendix 3 Introduction

### Design Guidance for mansard roof extensions

In order to extend properties at roof level in the Conservation Area, it would be necessary to remove the original London Roofs. It is considered that the removal of original roofs and the addition of mansard roofs could have a potential harm on the character of the streetscape, particularly in the short-term, especially if mansards are implemented in an ad-hoc manner, but this could potentially be mitigated and balanced in the following ways:

- There is potential for householders to incorporate improvements to their property such as the reinstatement of lost architectural features, which if carried out to a high quality using materials and workmanship to match the original, could provide public benefit to enhance the terraces
- Adopting a consistency of design for mansard roof extensions could look cohesive and if adopted over a group of houses or a whole terrace this would change the character but would not necessarily harm it

The design guidance on the following sheets illustrates the steps that are considered to be necessary to provide a consistency of design for new mansard roofs in order to minimize impact and enhance the character of the streetscape as much as possible.

The guidance has been prepared in the form of illustrated sheets, starting with an assessment of the architectural characteristics of the houses and the character of the streetscape. The impact of installing mansard roofs within the Conservation Area has been assessed using three-dimensional computer aided design. The guidance provides a prototype design that is based on a typical mid-terrace house. Three options were prepared to compare the shape and form of mansard roofs and assess their impact on the streetscape. Option 1a was considered to have the least impact and was taken forward as the proposed prototype design.

Guidance is given on the items that would be assessed by LBTH for a planning application for a mansard extension, including materials, dimensions and details. End-of-terrace, corners and the back of properties are also addressed. Guidance is also given on the opportunities for reinstatement of lost features that would be encouraged as potential mitigation of any perceived harm.

Outline guidance is also provided on structure, building regulations and construction in order to give some guidance on the main issues that would need to be addressed by designers and householders wishing to progress a mansard roof proposal. Every house would need to be assessed individually and the guidance is not exhaustive, but it is intended to provide background information and general information for key items that would need to be considered. The drawings included in this guidance document are diagrammatic only and are used to illustrate general principles. The guidance sheets and drawings are not intended to be used purposes of construction. Older buildings need to be evaluated individually to assess the most suitable form of construction based on a wide variety of possible variables. The London Borough of Tower Hamlets, Kennedy O'Callaghan Architects and Alan Baxter Ltd. do not accept liability for loss or damage arising from the use of this information.

### List of Design Guidance Sheets

01	Architectural characteristics of the Conservation Areas (Driffield Road and Medway)
02	Architectural features of the Conservation Areas (Driffield Road and Medway)
03	Streetscape in the Conservation Areas (Driffield Road and Medway)
04	Precedence for mansard roofs in Tower Hamlets
05	Typical house configuration
06	Option 1 Double-pitch mansard roof
07	Option 1a Double-pitch mansard roof (Revision A)
08	Option 2 Flat-top mansard
09	Comparison: Option 1, 1a and Option 2
10	Design Guidance - Mansard set back
11	Design Guidance - Integrity of the Conservation Area
12	Design Guidance - Chimney stacks
13	Design Guidance - Rainwater downpipes
14	Design Guidance - Dormer windows
15	Design Guidance - Retain distinctive 'V' of London roof to rear
16	Design Guidance - End-of-terrace properties
17	Design Guidance - Rear of end-of-terrace properties
18	Design Guidance - Solar panels
19	Design Guidance - Individual treatment to rear slope of mansard
20	Design Guidance - Construction steps 1
21	Design Guidance - Construction steps 2
22	Design Guidance – Typical Second Floor Plan
23	Design Guidance - Building Regulations
24	Design Guidance - Head height in stairwell
25	Design Guidance - Structure
26	Design Guidance - Height constraints
27	Design Guidance - Materials

# Mansard Roof Guidance

## Appendix 3 Summary Design Guidance for mansard roof extensions

### Purpose of guidance

The design guidance will help householders achieve consistency of design for mansard roof extensions in the Conservation Area. This was considered to be important to residents who attended the three public consultation events held in July to September 2016 and was further reinforced in the feedback received. Adopting a consistency of design for mansard roof extensions could look cohesive and if adopted over a group of houses or a whole terrace this would change the character but would not necessarily harm it, whereas inconsistent uncontrolled roof extensions could create significant harm.

### Potential for reinstatement of lost features

The guidance illustrates the potential for householders to incorporate improvements to their property, such as the reinstatement of lost architectural features, which if carried out to a high quality, using materials and workmanship to match the original, could provide public benefit by enhancing the Conservation Area.

### Guidance sheets summary

Sheets 1-3 of the Design Guidance address the architectural qualities of the streetscape and describe the features that enhance the character of the Conservation Area. This information would be relevant for applicants preparing a Design and Access Statement to accompany planning applications for mansard roofs.

Sheet 4 illustrates some existing mansard roofs in the borough and identifies their characteristic features.

Sheet 5 illustrates a typical mid-terrace house, using three-dimensional computer aided design. The assumptions on which the typical house is based are explained. The typical house was the base drawing on which a prototype design for proposed mansard roofs was developed. This allows a comparison of options, to explore the preferred shape and form and to assess their impact on the streetscape.

Sheets 6-8 illustrate different mansard configurations: option 1, 1a and 2. Option 1 is a traditional mansard roof set close to the line of the parapet wall to provide as much accommodation as possible within the mansard. Option 1a sets the roof back from the parapet wall. Option 2 is a flat topped mansard.

Sheet 9 compares the three options and illustrates the impact of each option when viewed from the street. Options 1 and 2 appear to have the least effect on the streetscape when looked at in elevation, but when assessed in three dimensions and viewed from the street and from the houses opposite, Option 1a was considered to have the least impact and to appear the most subservient to the host building. The pitches and set-back are in accordance with Historic England guidance. Option 1a was therefore taken forward as the proposed prototype design.

Option 1a is considered to be set back adequately to allow two dormers to be constructed on the front slope, and still to look suitably subservient to the host building. However each street varies slightly and this may have to be appraised street by street to ensure that the proposed dormers do not appear to dominate the façade. Further guidance on set-back is given on sheet 10 and guidance on dormers is given in Sheet 14.

Sheets 10-19 provide guidance on the items that would be assessed by LBTH for a planning application for a mansard extension, including materials, dimensions and details, chimneys and rainwater pipes. End-of-terrace, corners and the back of properties are also addressed. The design guidance illustrates the steps that are considered to be necessary to provide a consistency of design for new mansard roofs in order to minimize impact and enhance the character of the streetscape as much as possible.

Sheets 20-21 provide outline guidance on construction so that householders considering a mansard extension can understand the scope of work, sequence of construction and items to consider.

Sheet 22 shows a typical mansard floor plan, to illustrate how it might be laid out to include a bedroom with en-suite bathroom and typical room sizes that might be achieved.

Sheets 23-25 show the technical considerations including guidance on structure, building regulations and construction in order to give some guidance on the main issues that would need to be addressed.

Sheet 26 gives guidance on the proposed setting out dimensions that would allow consistency throughout the Conservation Area and the appearance of the mansard roofs to be subservient to the host building.

Sheet 27 gives guidance on materials. This also identifies some of the opportunities for reinstatement of lost features that would be encouraged as potential mitigation of any perceived harm.

### Variations and exclusions

The design guidance is not prescriptive for all properties because it is acknowledged that there are variations from street to street, terrace to terrace and house to house. Appendix 4 provides a map to indicate which properties have been excluded from the guidance as they are atypical. Every house would need to be assessed individually and the guidance is not exhaustive, but it is intended to provide background information and general information for key items that would need to be considered.

### Note on guidance documents

The drawings included in this guidance document are diagrammatic only and are used to illustrate general principles. The guidance sheets and drawings are not intended to be used purposes of construction. Older buildings need to be evaluated individually to assess the most suitable form of construction based on a wide variety of possible variables. The London Borough of Tower Hamlets, Kennedy O'Callaghan Architects and Alan Baxter Ltd. do not accept liability for loss or damage arising from the use of this information



## Architectural characteristics of the Conservation Areas (Driffield Road and Medway)

The following features are positive attributes of the Conservation Areas -

- Continuous line of parapet wall to conceal London roofs
- Cornice (decorative moulding on parapet)
- Mouldings or brick borders to first floor windows
- Timber sash windows with delicate glazing bars
- Embellished architraves to recessed front doors
- Decorative mouldings or bay window to ground floor
- Cast iron railings on stone plinth
- Cast iron metal window guards

The photographs below show that one or more of these characteristics has been lost from each of the properties illustrated

There is an opportunity to reinstate lost features when proposing a mansard roof extension



Loss of original windows, window mouldings and cast iron railings



Timber sash windows replaced with top-hung PVC windows



Removal of features can result in significant loss of character



Glazing bars are less prominent when painted in dark colours



Replacing cast iron railings with brick wall changes relationship of house to street



## Architectural features in the Conservation Areas (Driffield Road and Medway)

The character of the terraces is enhanced by the original mouldings and these vary from terrace to terrace. The variation in architectural detail from terrace to terrace is characteristic, but the consistency of approach in each terrace or group of houses provides coherence. In some houses the mouldings have been removed, especially the projecting cornices, and in some cases the render band has also been removed or re-built with a plain brick parapet. This can detract from the character and integrity of the Conservation Area.

The reinstatement of missing original features is encouraged. This needs to be carried out using high quality materials and workmanship to match the original details. Reinstatement of lost cornices may help to unify terraces, especially if mansard roof extensions are proposed, and cornices can help to make the mansard roof extension appear less dominant.



Rendered parapet with cornice

Render band with missing cornice



Stucco window and door surround, timber panelled door and sash windows, railings and decorative grilles typical of the character of the neighbourhood



# Streetscape in the Conservation Areas (Drifffield Road and Medway)

## Character and streetscape

- The continuous line of the parapet walls generates striking and uniform views
- The age, design and height of properties is generally consistent across terraces but varies slightly from road to road



Zealand Road



Vivian Road



Zealand Road



Lyal Road

## Group of houses

- The continuity of forms, such as window and door spacing, provides a rhythm to the terrace
- The continuity of the cornice ties the whole terrace together visually
- In some cases the cornice has been removed and this lessens the continuity of the terrace



Grove Road



Chisenhale Road

## Corner properties

- The distinctive V form of the London roof is clearly visible on corner properties and provides variety of form at the rear of properties



Medway Road



Lyal Road



## Precedence for mansard roofs in Tower Hamlets

There are examples of traditional Mansard roofs in the borough, often with the following characteristics:

- Double pitch roofs, with lower roof steeply pitched at approximately 70° and upper roof pitched at approximately 30°
- Parapet walls of brick-on-edge with clay creasing tiles extend above the roof line to provide a fire break between properties
- Brick chimney stacks with clay chimney pots, approximately 1 metre above line of pitched roof, and stepped lead flashings
- Continuous line of parapet wall, originally with decorative cornices, to conceal London roofs
- Gutters concealed behind parapet walls often draining to rear of properties
- Mansard roof is carefully proportioned to be subordinate to the main building
- Single or double dormer windows are subordinate to windows on the floors below
- A variety of gable treatments including half-hipped mansards, hipped mansard and mansard profiled gable walls
- Traditional slate roofs with lead flashing at the change of pitch, clay ridge tiles and stepped lead flashings to the party walls

Modern Mansard roofs on Roman Road E3 are often flat-topped, roofed in cement slates, with rain water pipes fixed to the front of the properties



Traditional mansard roofs on the corner of Mile End Road and Tredegar Square E3



Traditional mansard roofs on Mile End Road E3



Rear of traditional mansard roofs on Mile End Road E3



Flat-topped mansard roof on Roman Road E3



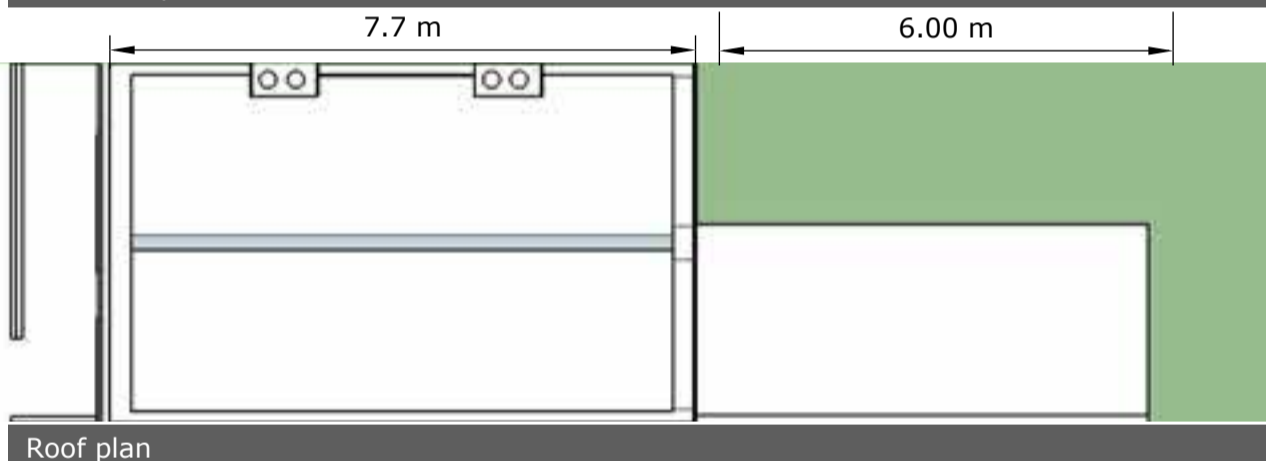
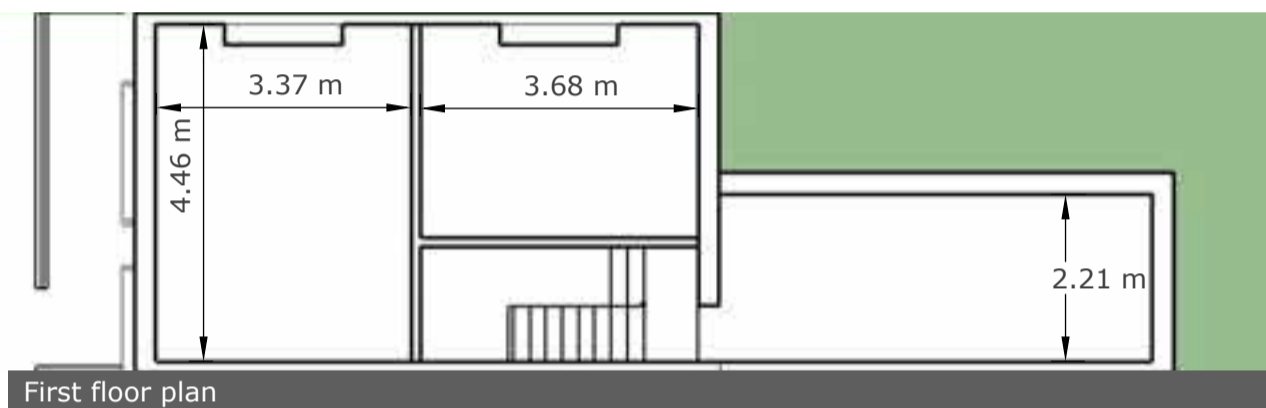
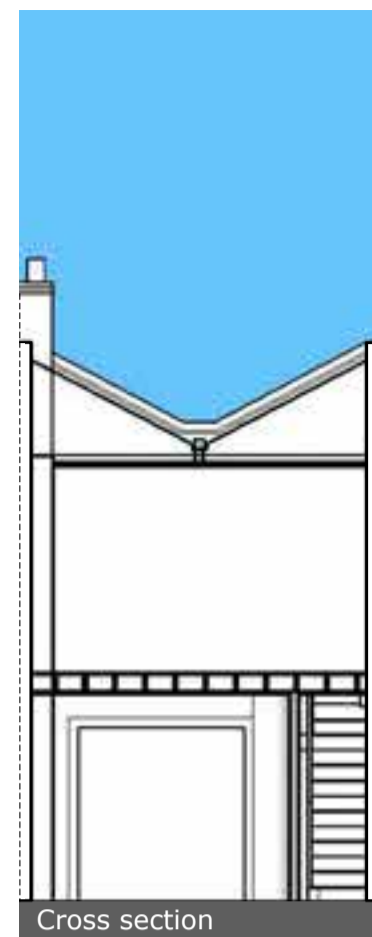
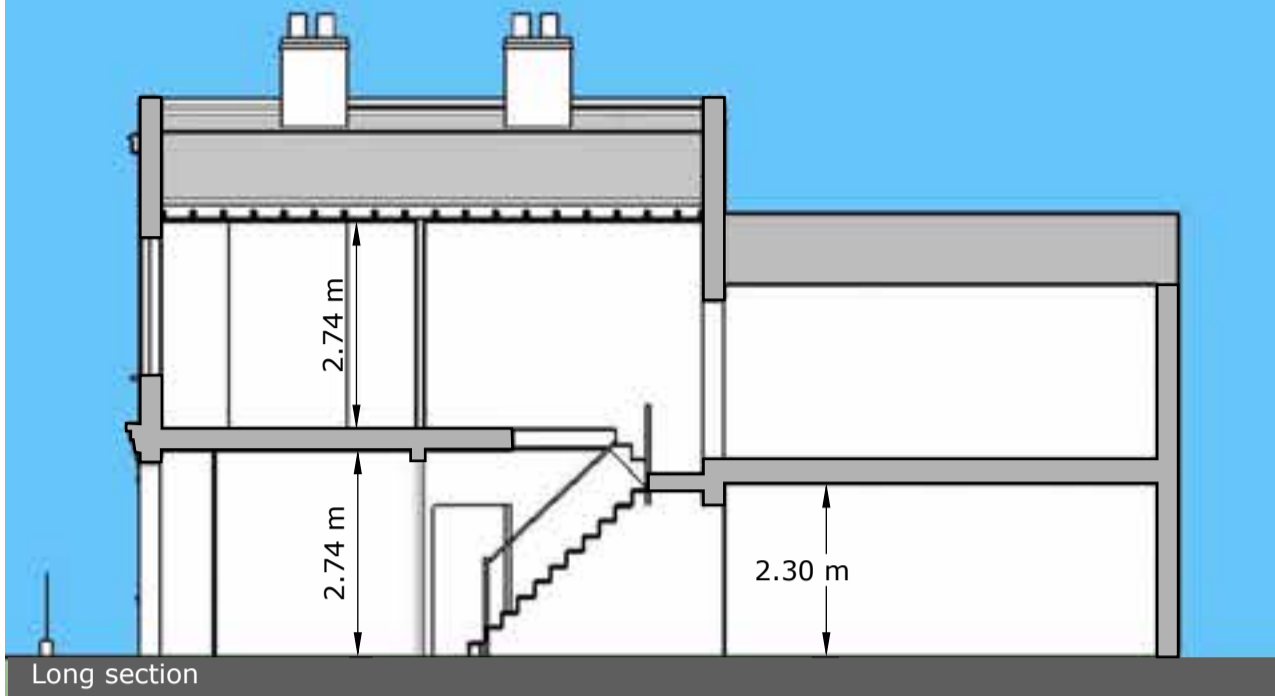
Mansard roof extensions on Morgan Street E3



Mansard gable on Tredegar Terrace E3



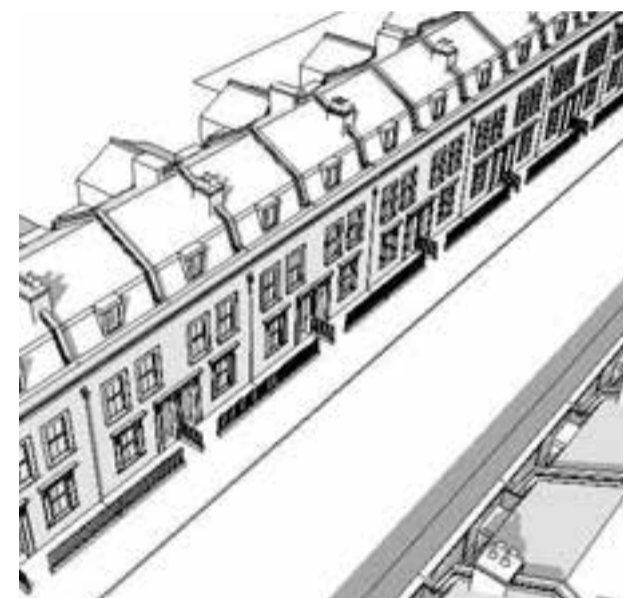
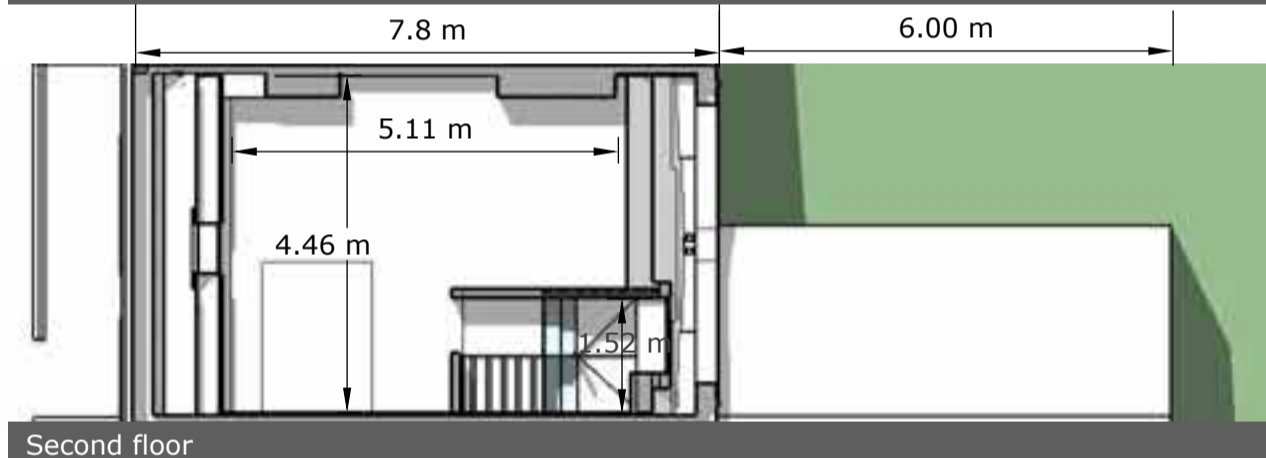
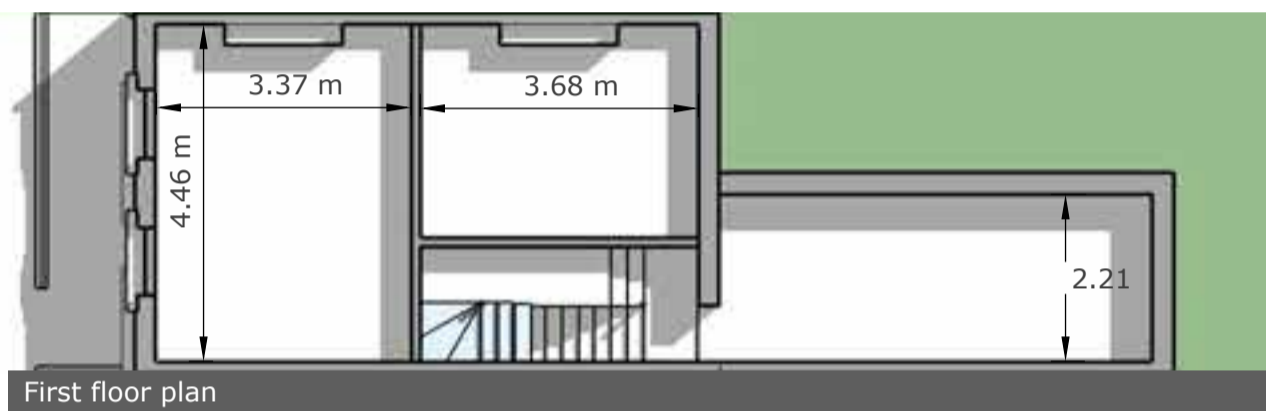
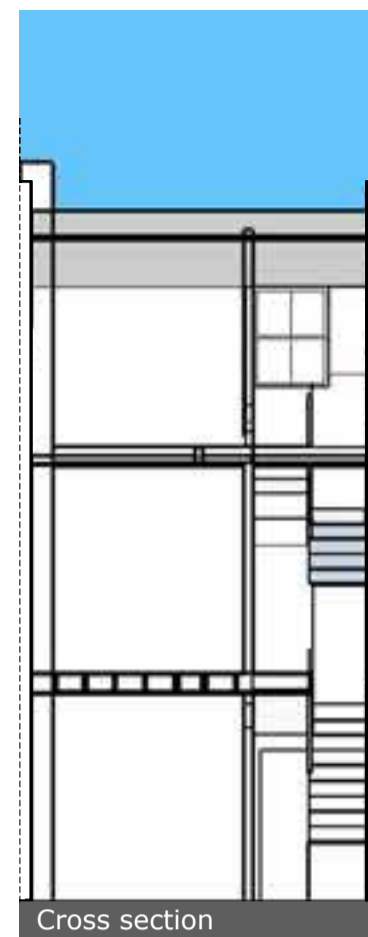
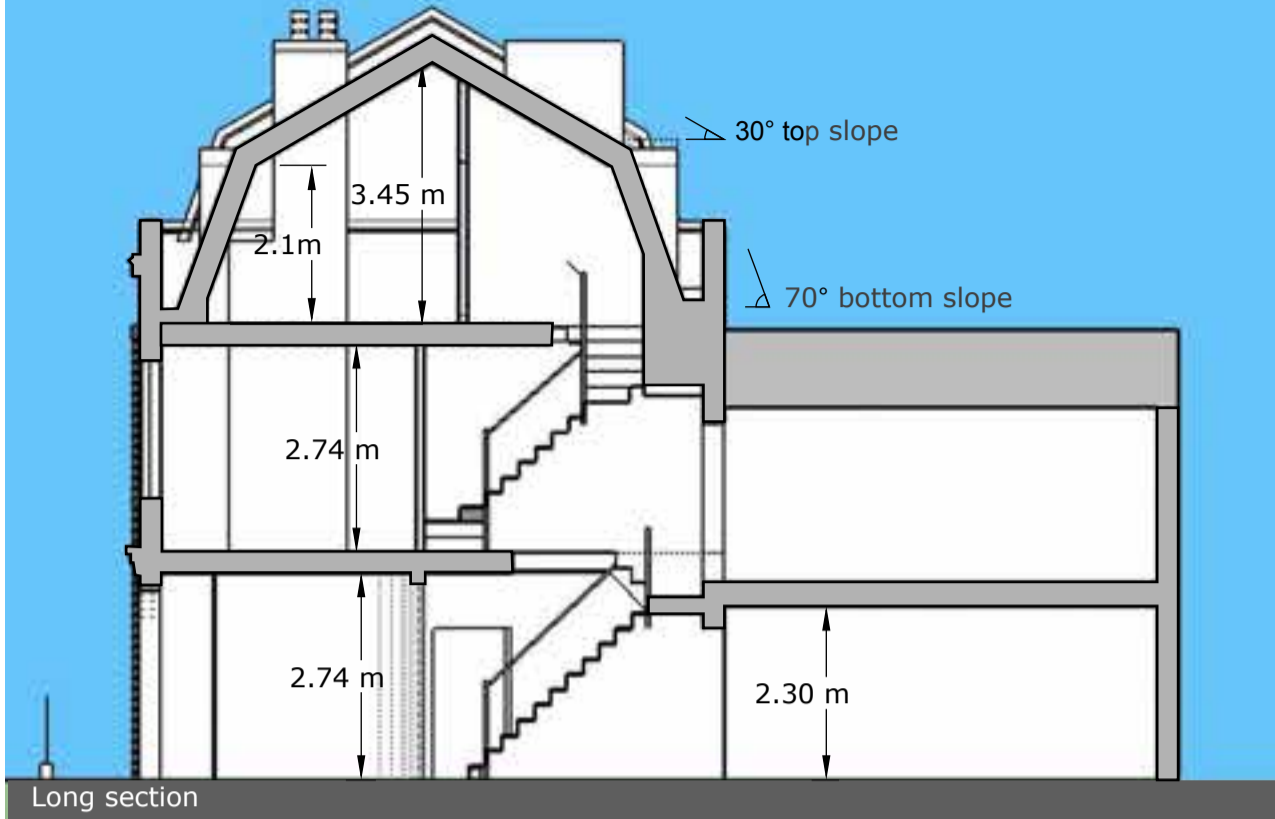
## Typical house configuration



### Typical house configuration in the Medway and Driffield Road Conservation Areas

- The typical house is 2 storey as 70% of houses are 2 storey
- The roof is a London roof (butterfly) as 84% of houses have London roofs
- The house is mid-terrace because 91% of properties are mid-terrace
- The front is 4.89m (16') wide, from centre to centre of party walls, as this is the average width of properties
- The front block is 7.7m (25'6") deep from external wall to external wall as this is the average depth
- The rear return is 6m long. Returns vary from 4 meters to 8 metres across the conservation areas
- The house has 2 chimney stacks in the front block as this is the most predominant configuration
- The typical ceiling height in the front room is 2.74m (9')

## Option 1 Double-pitch mansard roof



### Assumptions:

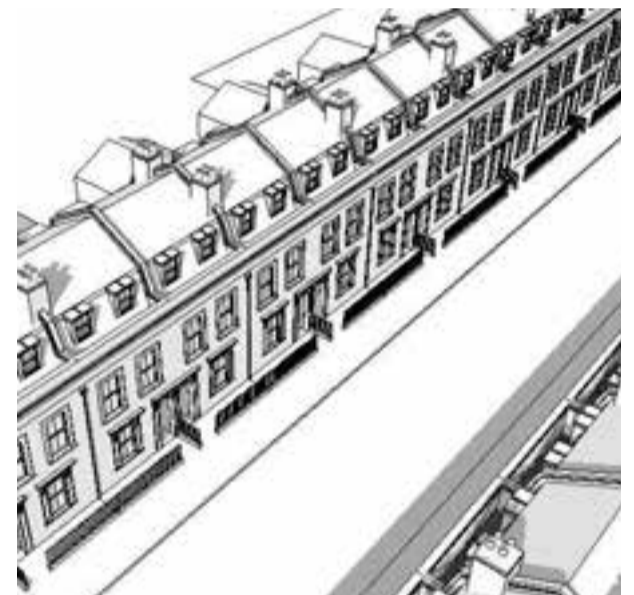
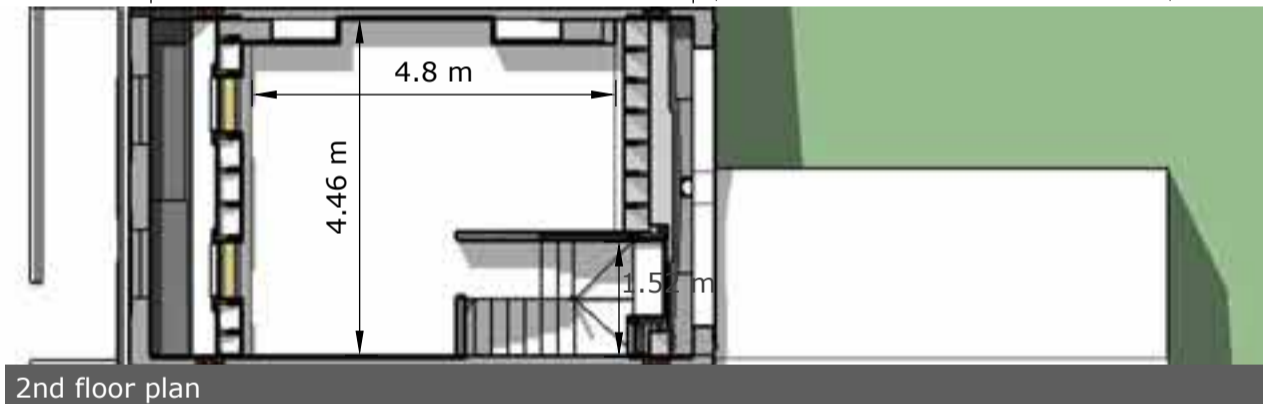
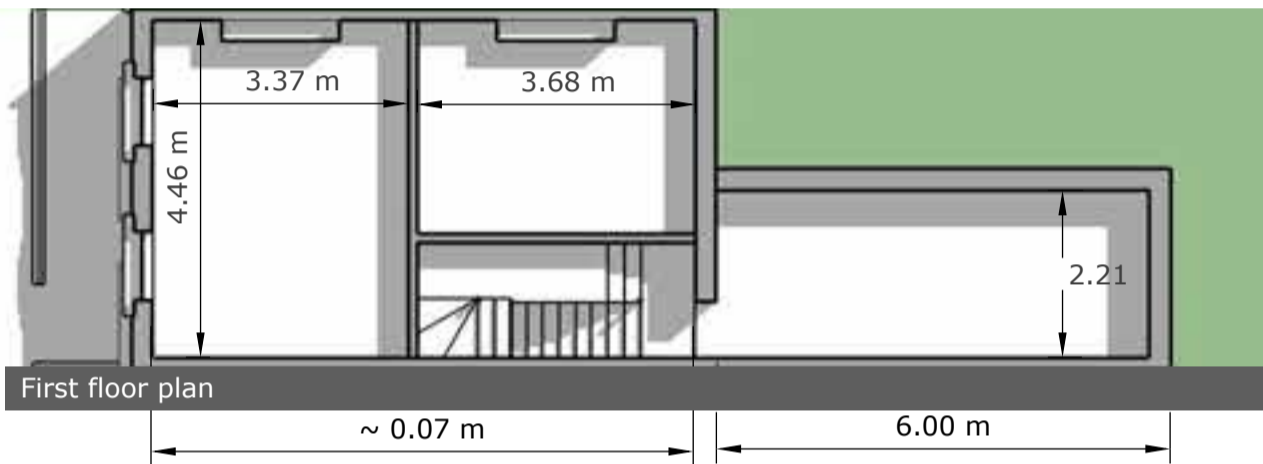
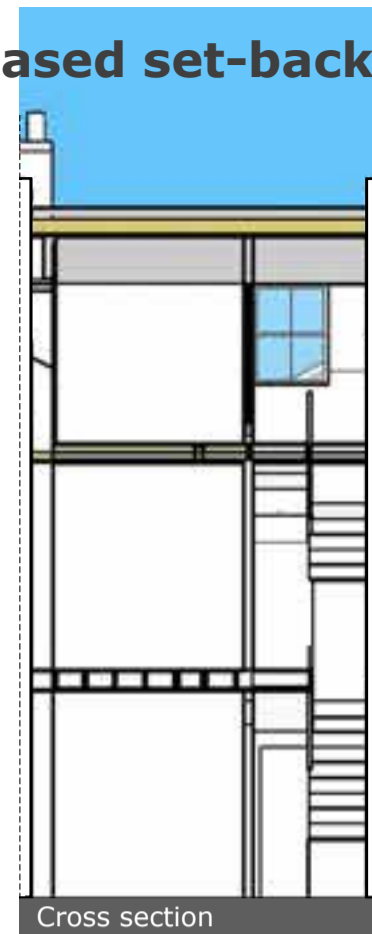
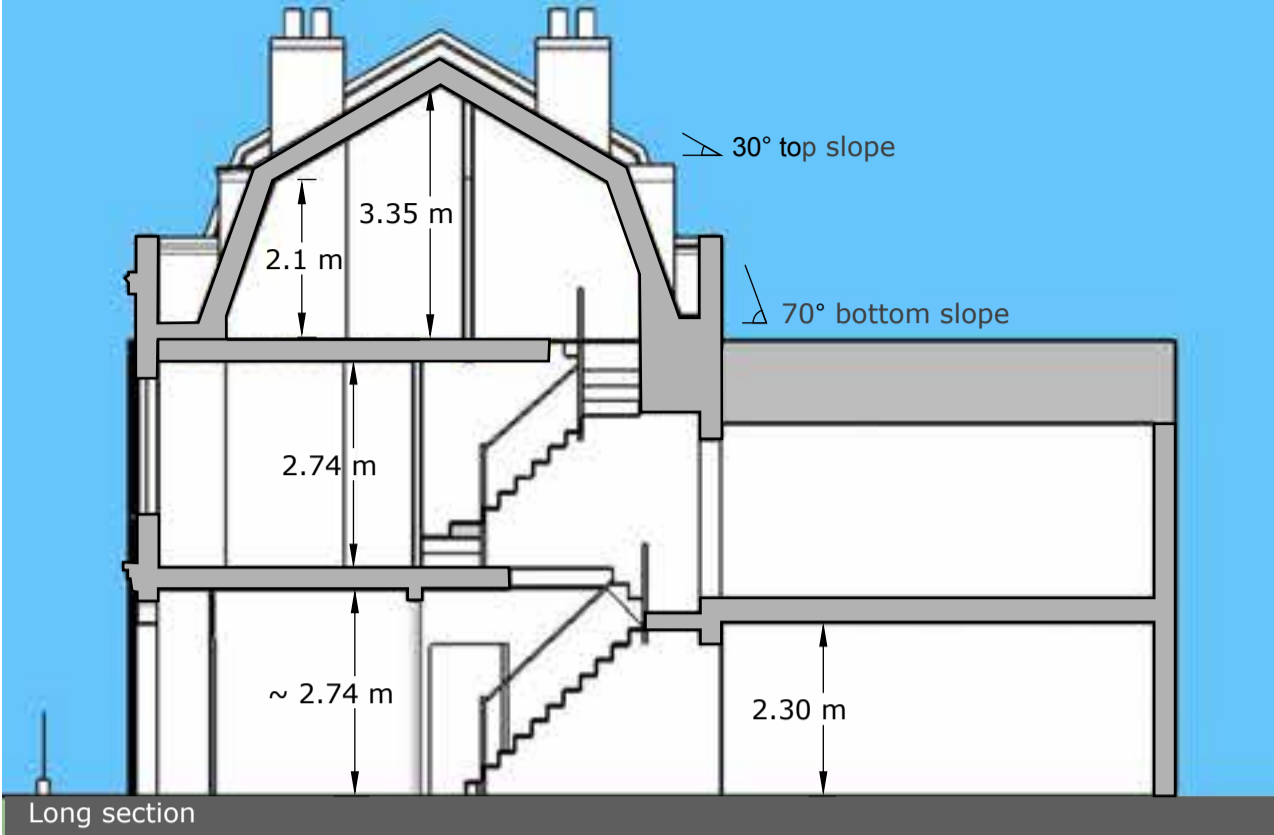
- Retain existing ceiling in first floor bedrooms (assuming temporary roof is installed)
- Construct lower roof pitched at 70 degrees, construct upper roof pitched at 30 degrees
- Place gutters behind parapet walls at front and rear
- Install rainwater down pipes on front façade subject to checking feasibility
- Construct staircase to comply with Part K of the Building Regulations with respect to pitch, going and headroom
- Construct lead chequered dormers front and rear

### Outcome:

- 2nd floor area = 18.5m<sup>2</sup> (199 ft<sup>2</sup>)
- Impact on streetscape: Mansard roof is too dominant in relation to the original building. The extension would be less dominant if the set-back were increased Refer to Option 1a on Sheet 7



# Option 1A Double-pitch mansard roof with increased set-back



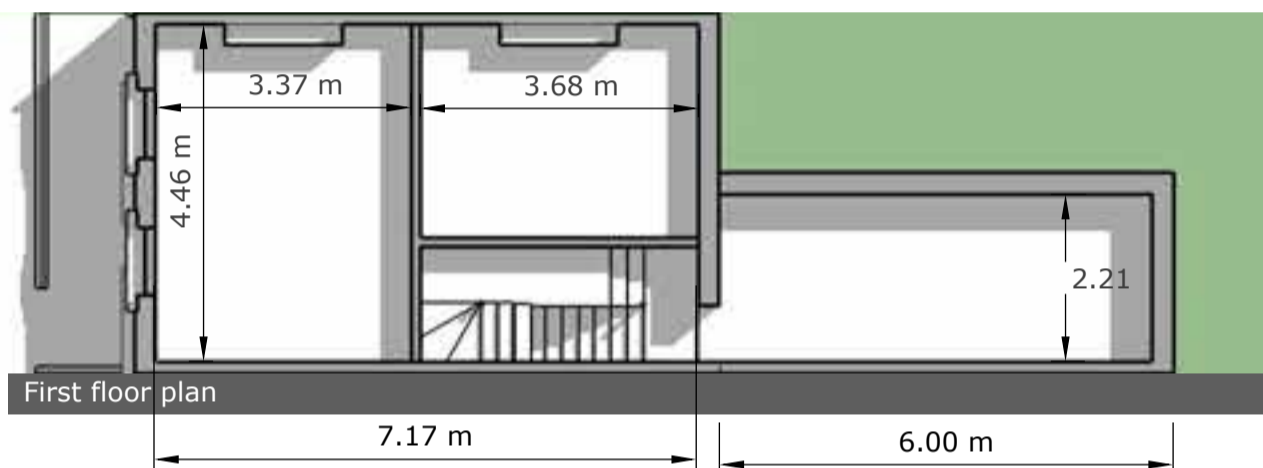
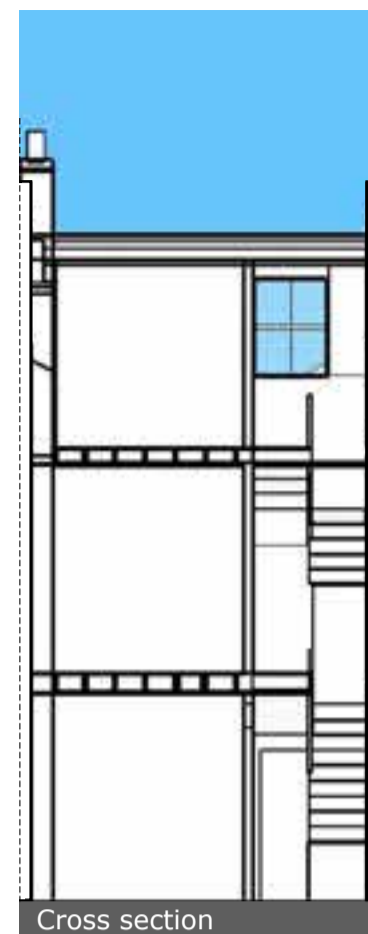
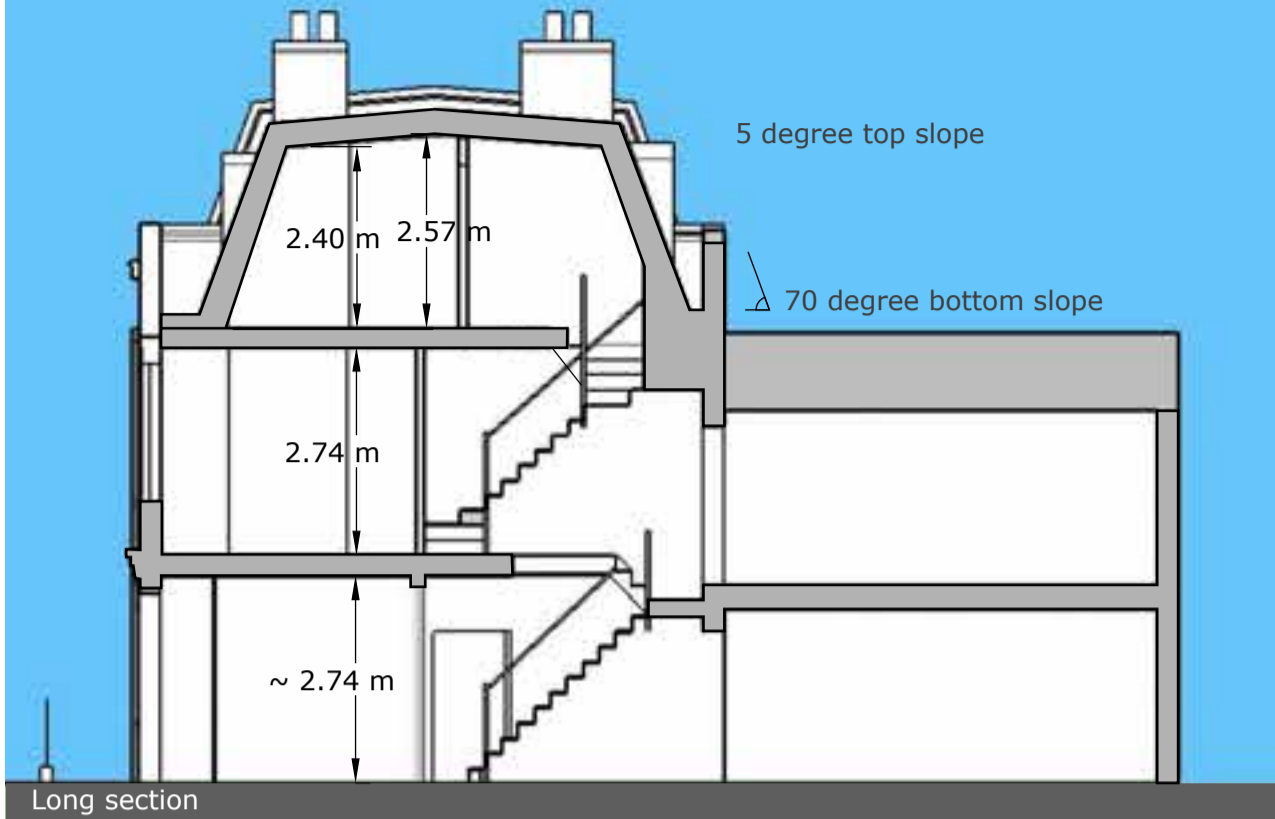
## Assumptions:

- Increase set-back (by 300mm compared to Option 1)
- Retain existing ceiling in first floor bedrooms (assuming temporary roof is installed)
- Construct lower roof pitched at 70 degrees, construct upper roof pitched at 30 degrees
- Place gutters behind parapet walls at front and rear
- Install rainwater down pipes on front facade
- Construct staircase to comply with Part K of the Building Regulations with respect to pitch, going and headroom
- Construct lead chequed dormers front and rear

## Outcome:

- 2nd floor area = 17.3m<sup>2</sup> (186 ft<sup>2</sup>)
- Impact on streetscape: With the increased set-back the Mansard roof is less dominant in relation to the original building
- With an increased set-back double dormers may be appropriate as they still appear subservient to the host building whilst providing better amenity than a single dormer

## Option 2 Flat-top mansard



### Assumptions:

- Construct lower roof pitched at 70 degrees, construct upper roof pitched at 5 degrees
- Place gutters behind parapet walls at front and rear
- Install rainwater down pipes on front façade subject to checking feasibility
- Construct staircase to comply with Part K of the Building Regulations with respect to pitch, going and headroom
- Construct lead chequed dormers front and rear with single dormer to front

### Outcome:

- 2nd floor area = 17.3m<sup>2</sup> (186 ft<sup>2</sup>)
- With a flat-top mansard the height of the ridge is lower, while the front slope is higher, when compared to Option 1. This increases the apparent bulk when seen from the street or from the windows opposite (refer to comparative elevations, Sheet 9)



# Comparison: Option 1, Option 1a, and Option 2

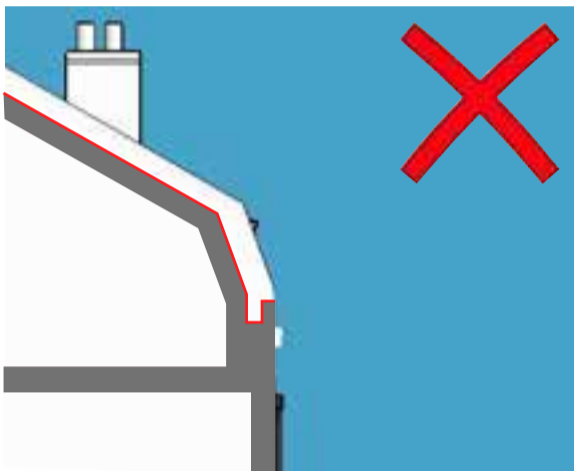


## Design guidance Mansard set back

The terraces in the Conservation Area were not designed with mansard roofs, therefore mansard roof extensions should be subordinate in size and scale so as to protect the design integrity of the original house.

Each property should follow the guidance to maintain consistency.

The mansard roof should be set back from the front facade to reduce its prominence and make it subordinate to the original building.



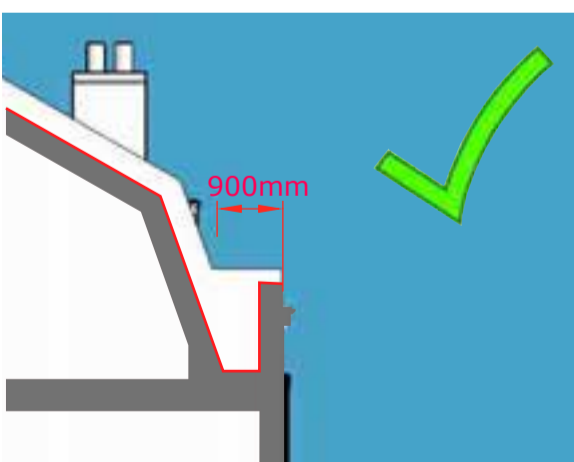
Mansard with minimum set-back



Mansard with minimum set-back to allow for gutter behind parapet wall

A notable and important feature of the Conservation Area is the consistency of the streetscape. This consistency would best be conserved if new mansard roof extensions were to follow the same set-back rules from one house to the next.

This can be controlled by providing a consistent set-back from the front facade to the pitch line of the party wall and maintaining a consistent pitch. For further information on setting out see Sheet 26.



Mansard with larger set-back



Mansard with larger set-back behind parapet wall



# Integrity of the Conservation Area

There is precedence in Tower Hamlets for the addition of mansard roof extensions to a whole terrace of houses.

In Morgan Street E3 and York Square E14 a unified approach was taken to the design of the mansard roof extensions using traditional materials such as natural slate, lead, stock bricks and painted softwood sash windows.



Unified approach on Morgan Street E3



A unified approach to design was adopted when mansard roof extensions were added to York Square E14

The integrity of the Conservation Area can be retained if a uniform approach to construction is implemented, following a set of rules with respect to set-backs, roof materials and pitches, construction and placing of dormers, construction and sharing of rainwater pipes, chimney height and the quality of materials and craftsmanship used.

The design guidance for mansard roofs sets down the key issues and addresses constraints and opportunities for consistency, but it would need to be reviewed to check how it can apply to individual streets and groups of houses to cater for local variations.



Unified approach



The street would maintain a unified appearance if every roof extension followed the same design



## Design guidance Chimney stacks

The chimney stacks make an important contribution to the character of the Conservation Area. They should not be capped off when constructing a mansard roof extension, they should be extended to match the original detailing.

Traditional clay pots should be reused where possible or renewed to match the original, set in flaunching and flashings should be stepped lead flashings to match the original detail.



Rear view of end of terrace



Mansard extension with capped off chimney stacks

The existing chimney stacks make a subtle contribution when viewed from the street, except on the corners where the rear of end of terrace properties are clearly visible.

Chimneys will make more of a contribution to the streetscape with a mansard roof extension as the stack will need to be raised 1 metre above the line of the pitched roof to comply with building regulations. Flues and any existing flue liners or parging should be raised including those of neighbours where required. This work will require party wall consent.

Flues and vents should not be visible on the front slope.



Chimney stacks visible from street



Mansard extension with raised chimney stacks



# Design guidance

## Rainwater downpipes

The terrace houses in the Conservation Area are mirror imaged, with paired front doors.

The guidance assumes that rainwater pipes would be on the front of properties to avoid internal pipework runs, but this is subject to checking feasibility of connecting to the existing drainage which would have to be checked by the designer.

Rainwater downpipes (RWPs) should be in cast iron, positioned on the boundary away from the front door. This is the only feasible location for properties with a basement area adjacent to the entrance door. Stucco mouldings would also complicate routing an RWP next to the front door, or where there is a decorative doorcase.

RWPs and hoppers should be shared to avoid doubling up on every other boundary and should align, to provide consistency on each terrace.

The construction of a mansard roof will require building owners to make alterations to the full thickness of the party wall. Owners should ask neighbours to provide written consent for alterations to the Party Wall and the introduction of rainwater pipes. The Party Wall Etc. Act 1996 grants rights to a building owner to carry out works to the party wall and provides a mechanism for neighbours and Party Wall Surveyors acting on their behalf, to agree to the scope of work. This scope should include agreement on sharing RWPs.



Co-ordinated design treatment for RWPs in York Square E14

The guidance given above assumes that rainwater drainage can be provided to the front of the property but this would have to be checked with the water authority and the costs for drainage connections and all relevant permissions would have to be included in the cost of a mansard roof extension

# Design guidance

## Dormer windows



Guidance on single or double dormers:

By virtue of there being just one window a single dormer can help to make the mansard roof extension subordinate to the original building.

Double dormers can also allow the mansard extension to be subordinate to the original building if set back sufficiently far from the facade. Refer to Sheet 10.

Dormers should be subservient to the first floor windows; the window and surround should be narrower.

In order to maintain consistency of design across the Conservation Area, dormers should be clad in lead on the roof and cheeks. The front face should have white painted timber surrounds of consistent thickness and the entire dormer cheek should not exceed 180mm as indicated on the images. In order to achieve the narrow profile it may be necessary to reduce the insulation on the dormer and increase the insulation in the roof to compensate, to meet building regulations.

Windows should be traditional timber sliding sash windows painted white. Metal or UPVC windows are not considered appropriate. Double glazed units can be appropriate for new mansard roofs provided that the glazing unit is slimline and the profiles should match the original windows as closely as possible with the box frame set into the dormer cheek so that the dormer windows appear subordinate to the first floor windows.



Double dormers would be subordinate when set back sufficiently and constructed with a narrow profile





## Design guidance Retain distinctive 'V' of London roof to rear

Most of the houses in the Conservation Area were built with London roofs (also called V roofs or butterfly roofs). Views of this original roof form can be glimpsed throughout the Conservation Area, and contribute to their character.

The London roof is concealed behind a parapet wall facing the street, however the form of the roof is expressed in the distinctive V-shaped parapet wall facing the rear. This is clearly visible at the rear of corner properties and can be seen through gaps. This makes a positive contribution to the character of the Conservation Area. Therefore where a mansard roof extension is constructed the V-shaped parapet wall should be retained.



The London roofs are an architectural characteristic of the Conservation Area. The brick "V" should be retained to preserve the character and appearance of the area.



Rear view with mansard profiled gable - Outboard staircase

# Design guidance

## End-of-terrace properties

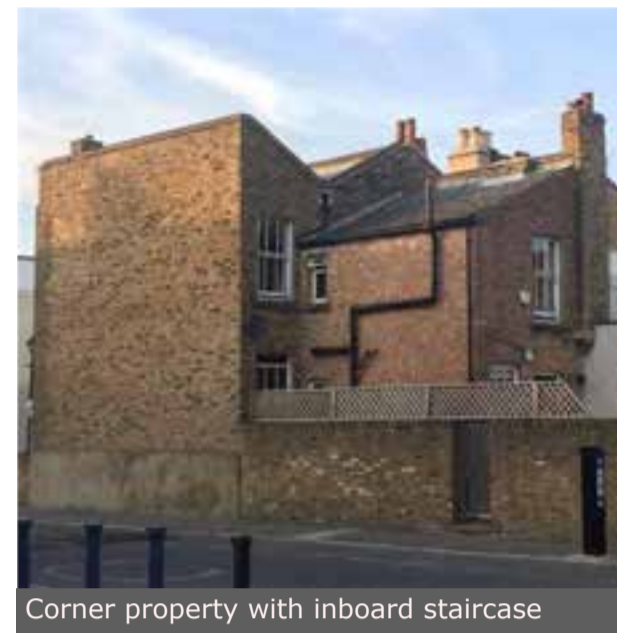
### properties

In designing a mansard roof it is necessary to distinguish between end-of-terrace properties with either an outboard staircase (behind gable wall) or an inboard staircase (on other side of house adjacent to party wall).

In end-of-terrace properties a hipped mansard would reduce the impact on the Conservation Area, however this configuration only works for houses with staircases located inboard. In houses with an outboard staircase a hipped roof would encroach on headroom in the stairwell.



Corner property with outboard staircase



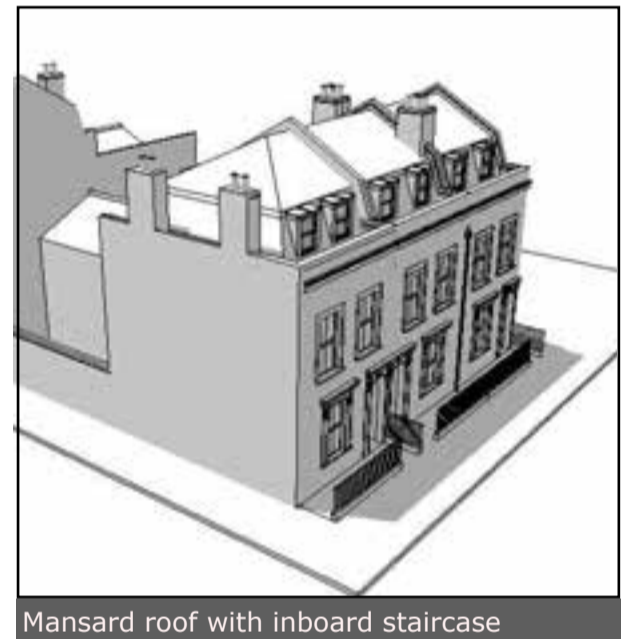
Corner property with inboard staircase

End-of-terrace properties with an outboard staircase can only access a mansard roof extension if the gable wall is extended to provide headroom.

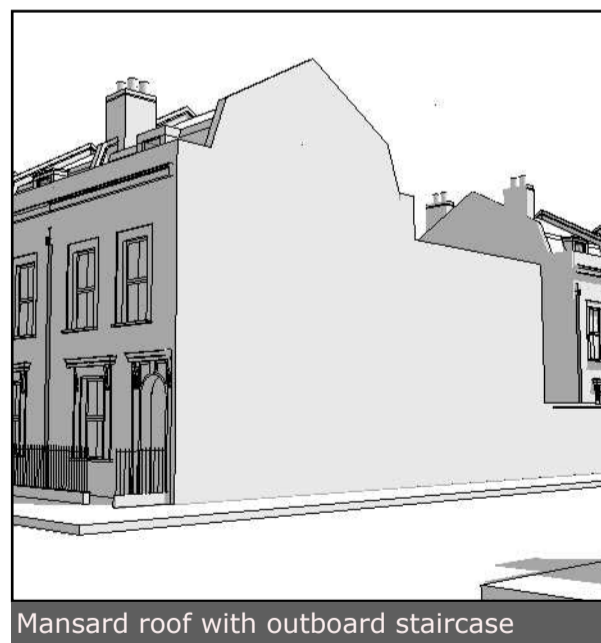
There is precedence for this in Tower Hamlets on Morgan Street E3



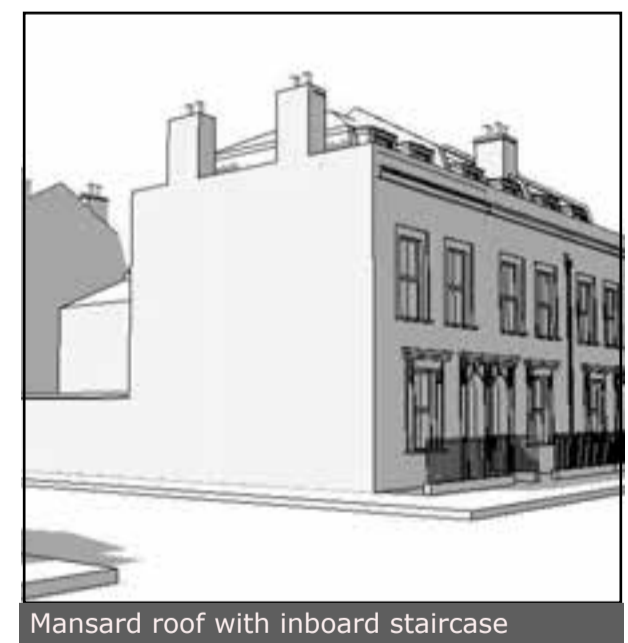
Mansard roof with outboard staircase



Mansard roof with inboard staircase



Mansard roof with outboard staircase



Mansard roof with inboard staircase



## Design guidance Rear of end-of- terrace properties

End-of-terrace houses on corner plots are more sensitive to development - they are more prominent within the Conservation Area.

For corner plots with an inboard staircase a hipped mansard is appropriate, with retention of the V-shaped parapet on the rear wall, which would retain a memory of the London roof.

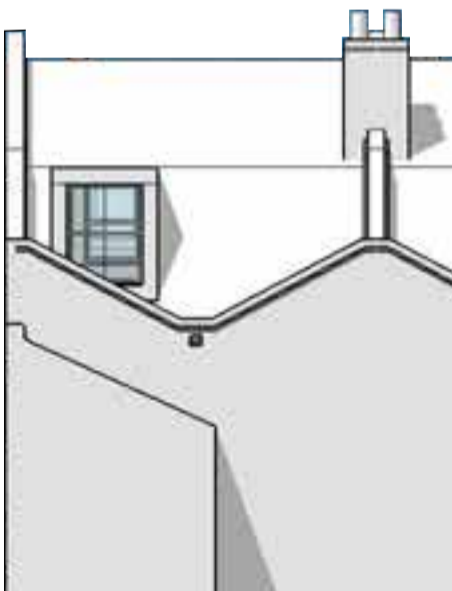


Rear parapet wall



Rear view of hipped mansard - inboard staircase

For corner plots with an outboard staircase, a mansard roof with a gable end wall is appropriate, with retention of the V-shaped parapet wall to the rear.



Rear parapet wall and end gable



Rear view with mansard profiled gable - outboard staircase

# Design guidance

## Solar panels

Solar panels may be acceptable on the rear slopes of mansard roofs, where they would have less impact on the character of the Conservation Area.

There are two types of panels:

- 1) Photovoltaic panels generate electricity and can be eligible for the Government's Feed In Tariff (FIT), through licenced electricity suppliers.
- 2) Solar thermal panels are available in several formats and are used to heat water for domestic use.

**Orientation:**

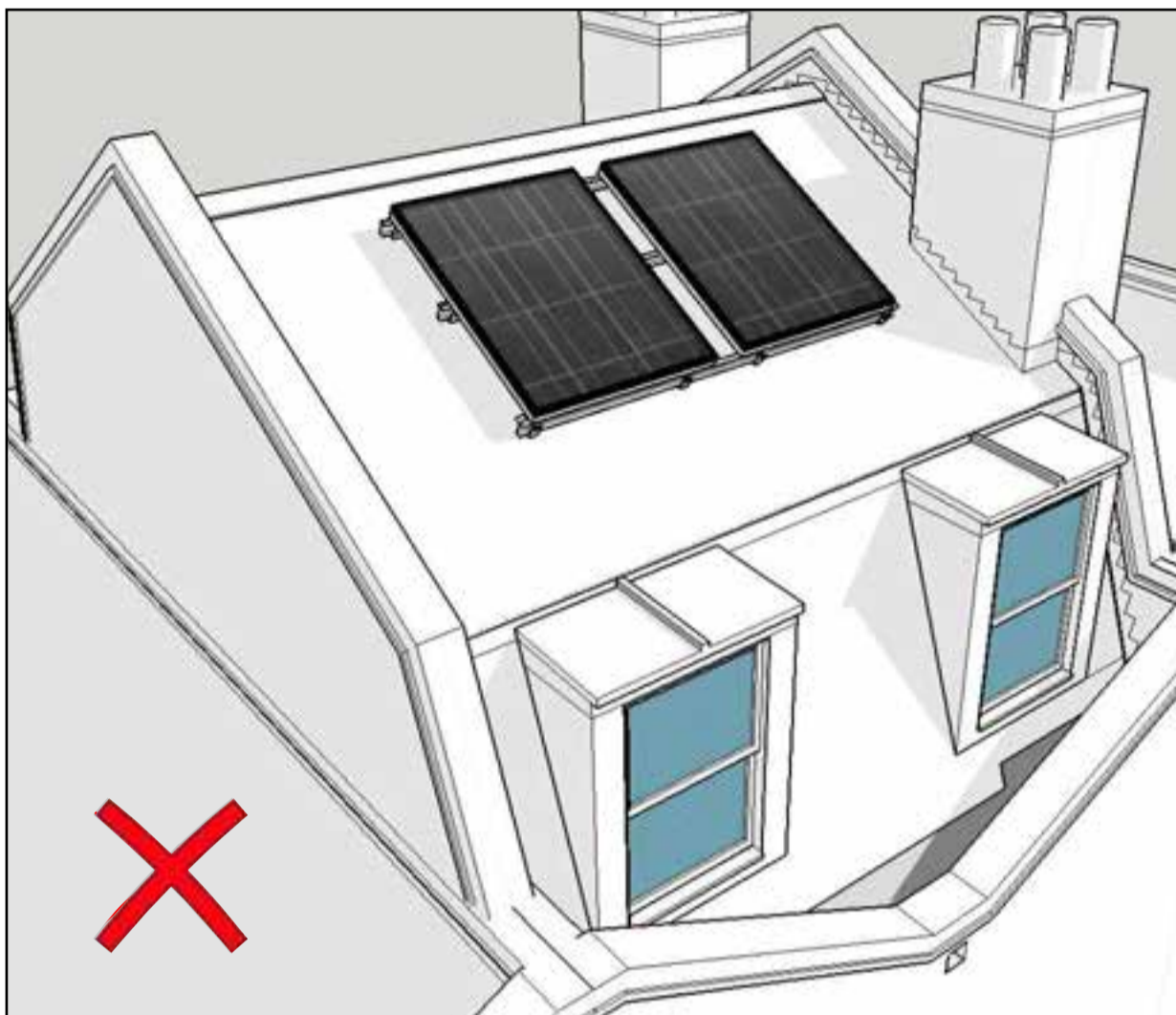
Photovoltaic panels perform best when they face south. According to BRE research the efficiency of photovoltaic panels reduces to 75% if orientated east/west.

Most of the properties in the Driffield Road and Medway Conservation Areas are orientated east-west, with the exception of properties on Chisenhale Road, Arbery Road, Strahan Road, Antill Road and Athelstane Road.

**Fixing:**

Solar panels are less intrusive visually if they are installed in-line with the roofing slate (see bottom image) as opposed to mounting them on a framework of brackets above the line of the slate.

The similarity in colour of the panels and roof slates would help reduce the impact of the appearance of the Conservation Area.



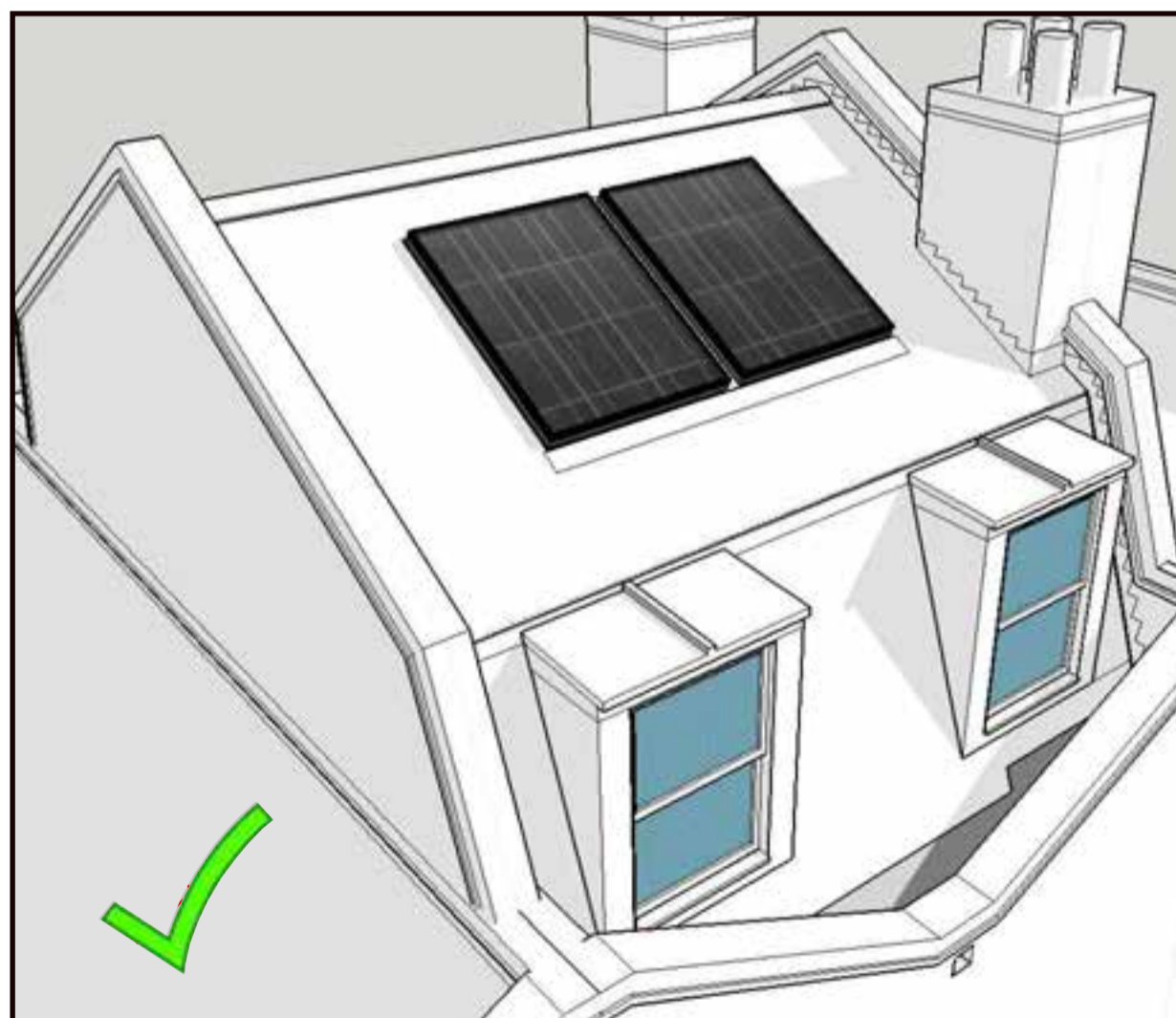
Mounted on brackets above the roof slates



Solar panels on brackets raise the panel above the roof, making them more obtrusive in views from rear gardens



In-line panels sit flush with the roof and look more like rooflights



Installed in line with roof slates

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# Design guidance

## Individual treatment to rear slope of mansard

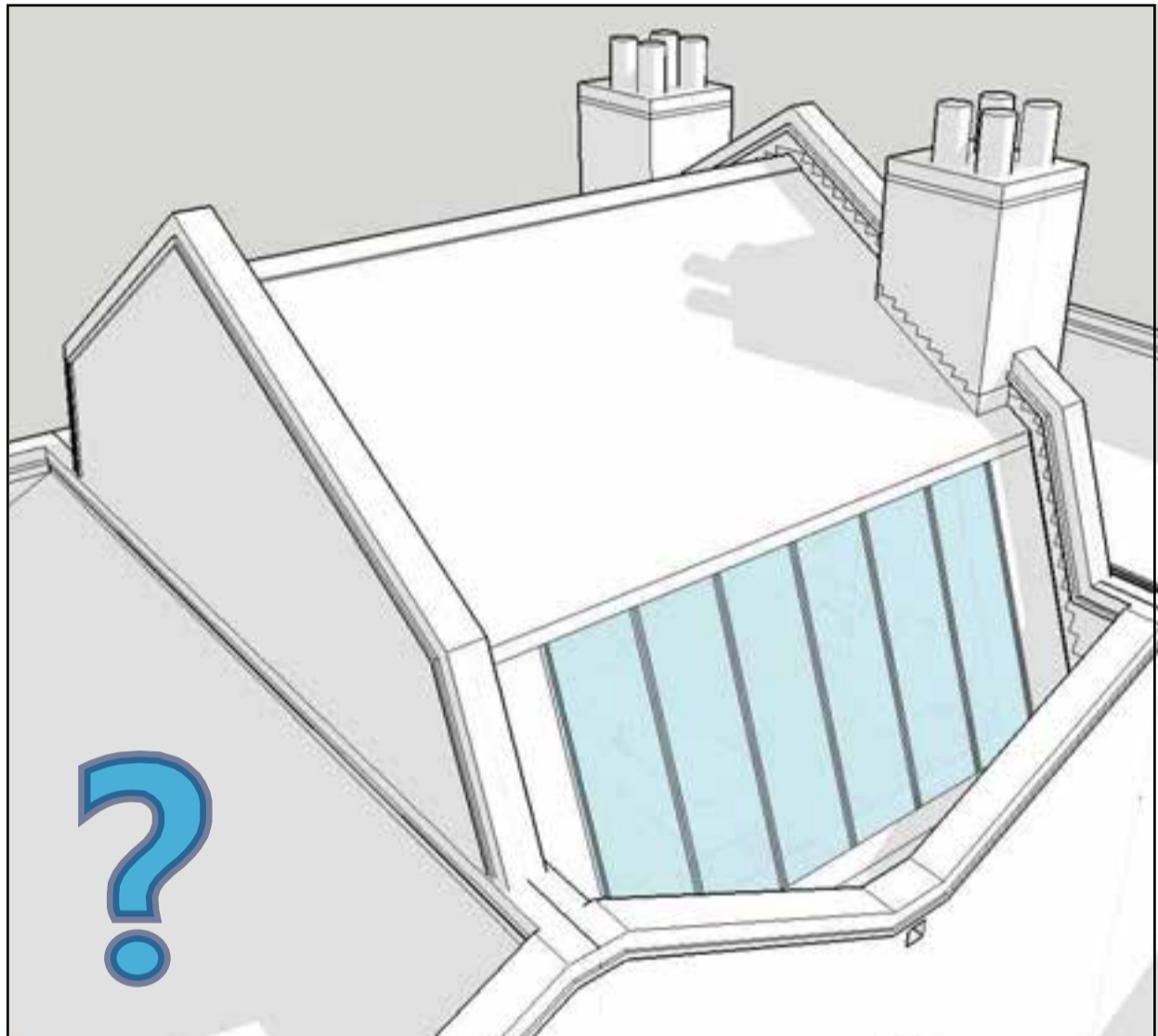
The design guidance is intended to provide a consistency of approach to mansard roof extensions. This is especially important on the front façade and where the properties can be seen from the Conservation Area.

To the rear where some properties cannot be seen from the street some owners may wish to take an individual approach to the design of the rear. This should be restricted to the lower slope of the dormer roof.

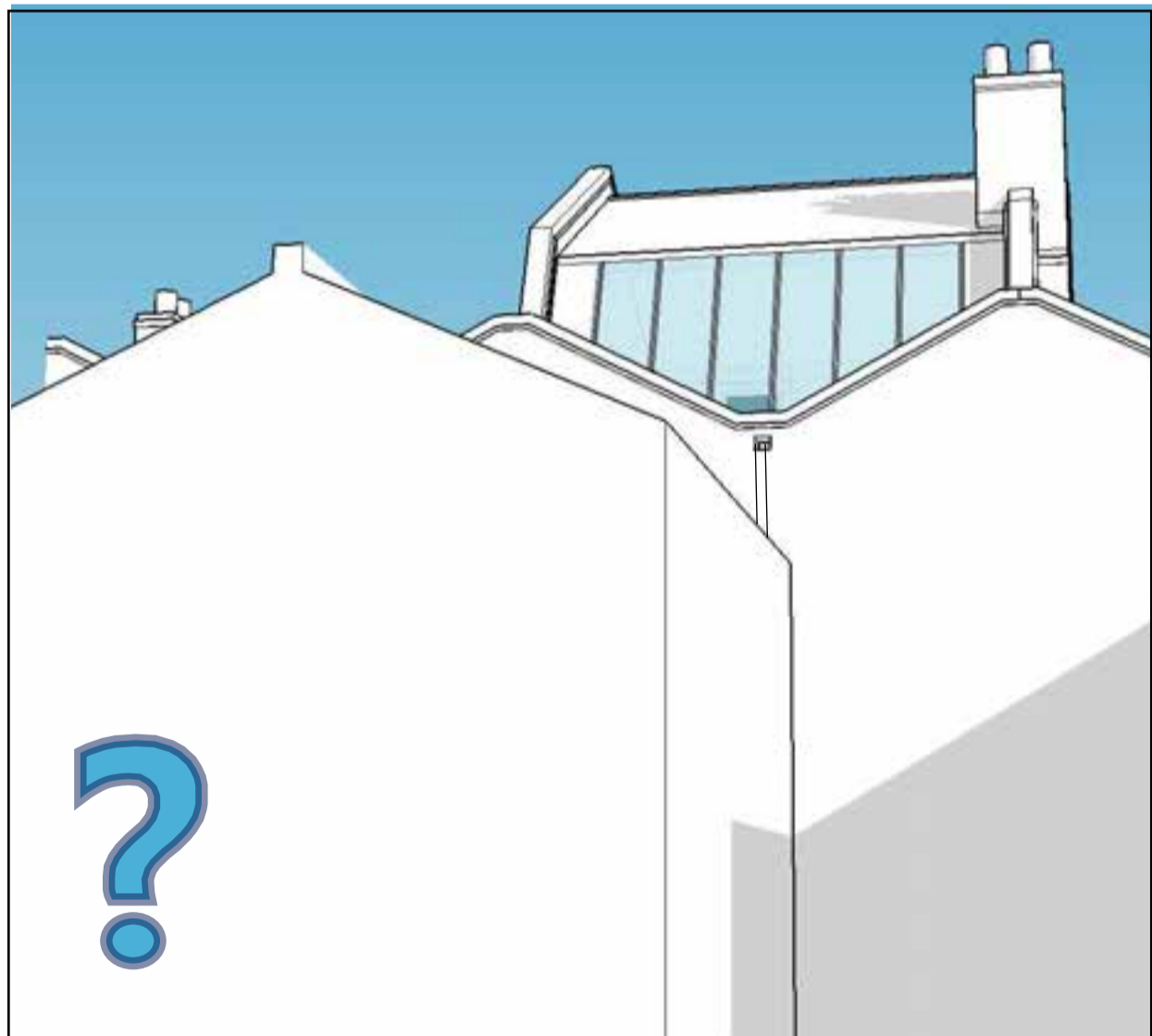
For example in some properties an in-line rooflight may provide adequate headroom over the staircase in lieu of a dormer window.

Some residents may like to gain an outdoor amenity space, although overlooking may be an issue.

This approach may not be permissible on the corner properties where they are visible from the street and where individual treatment of the rear slopes could have a detrimental impact on the Conservation Areas but each application would be assessed individually.



Indicative illustration of an alternative design approach to a the rear lower slope

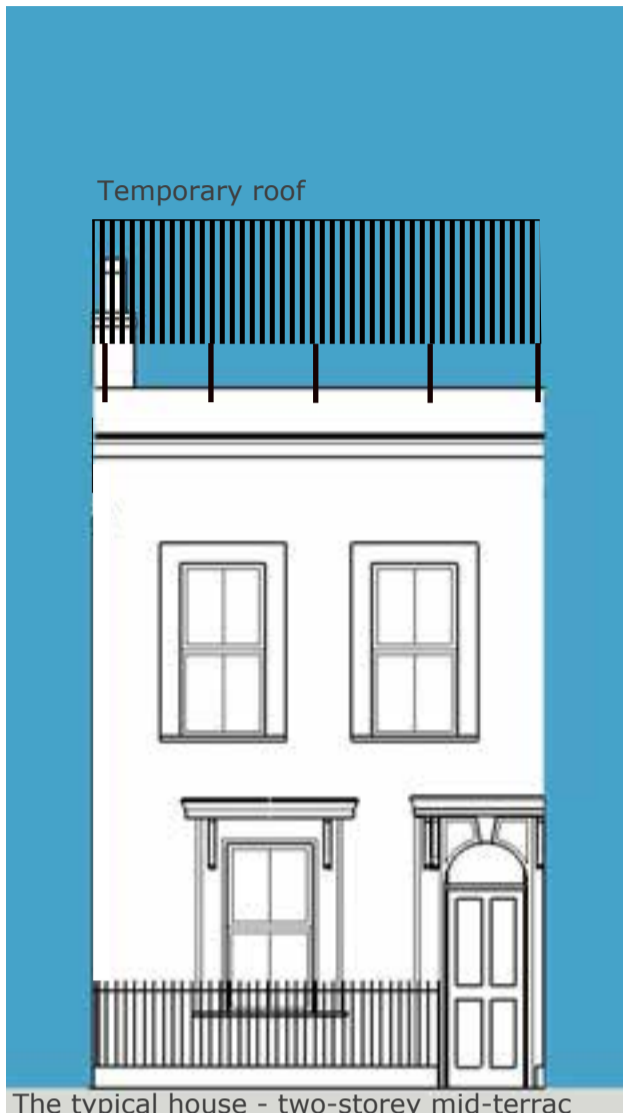


View from ground level

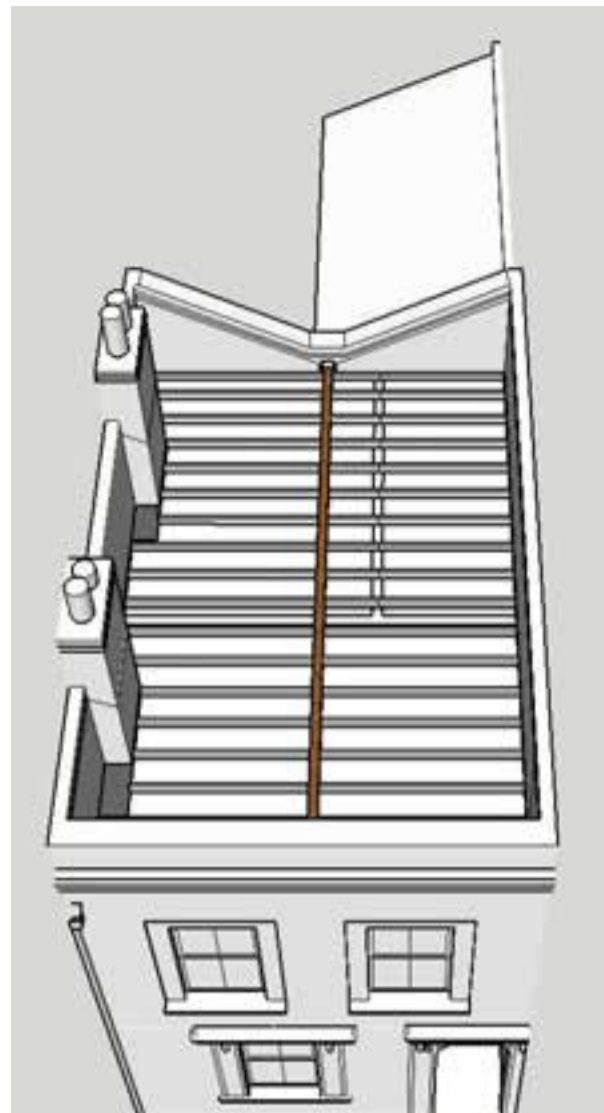
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# Design guidance

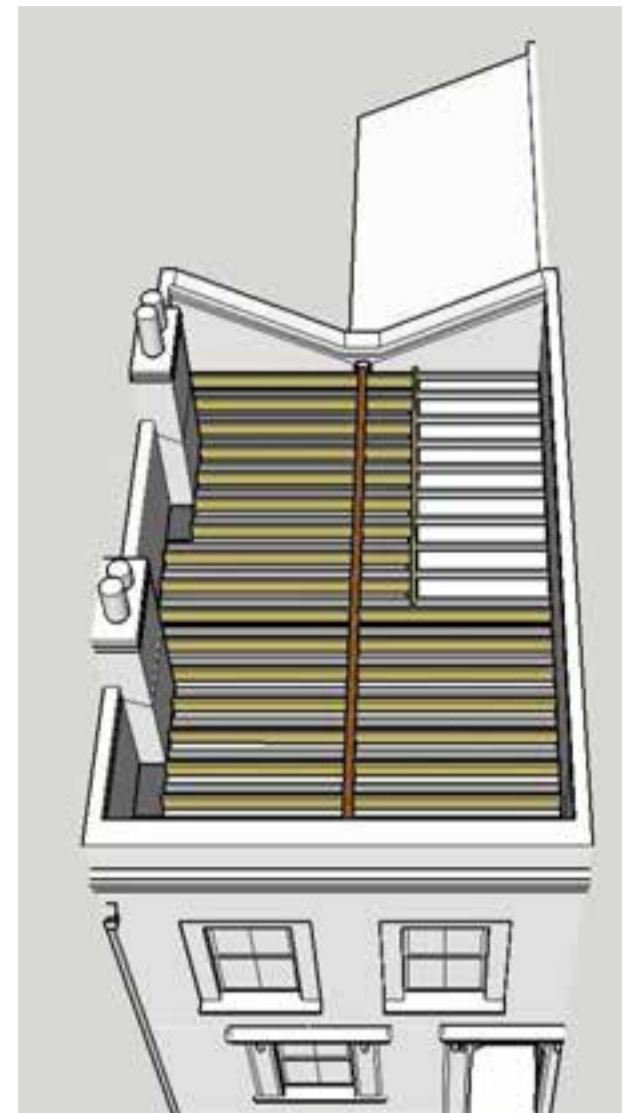
## Construction steps 1



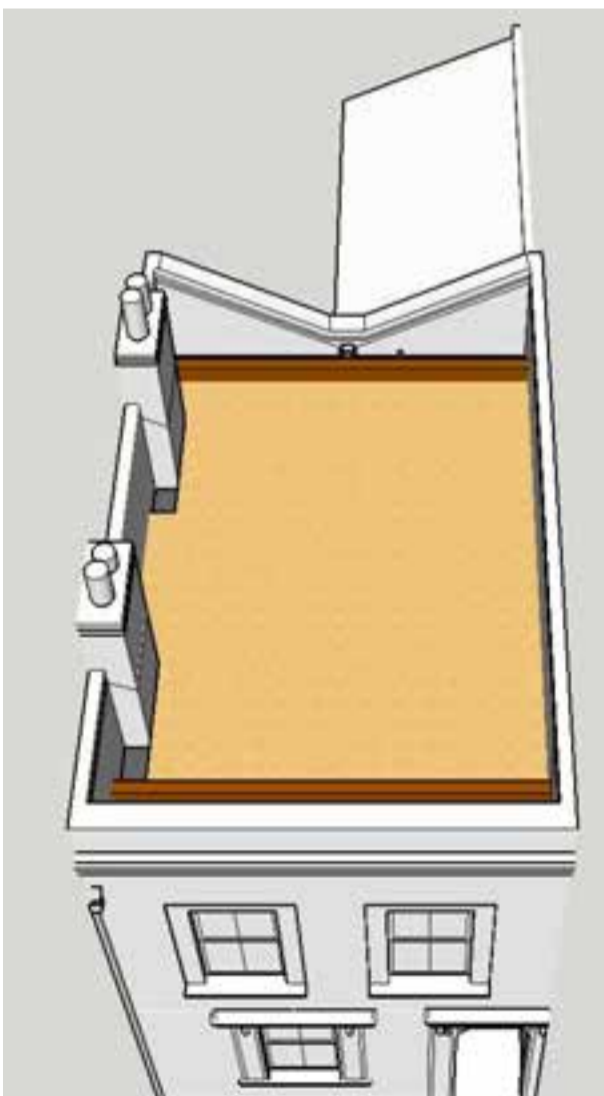
Each property would need a structural and measured survey prior to developing the design details. A mansard roof extension would require planning permission, building control permission and party wall consent



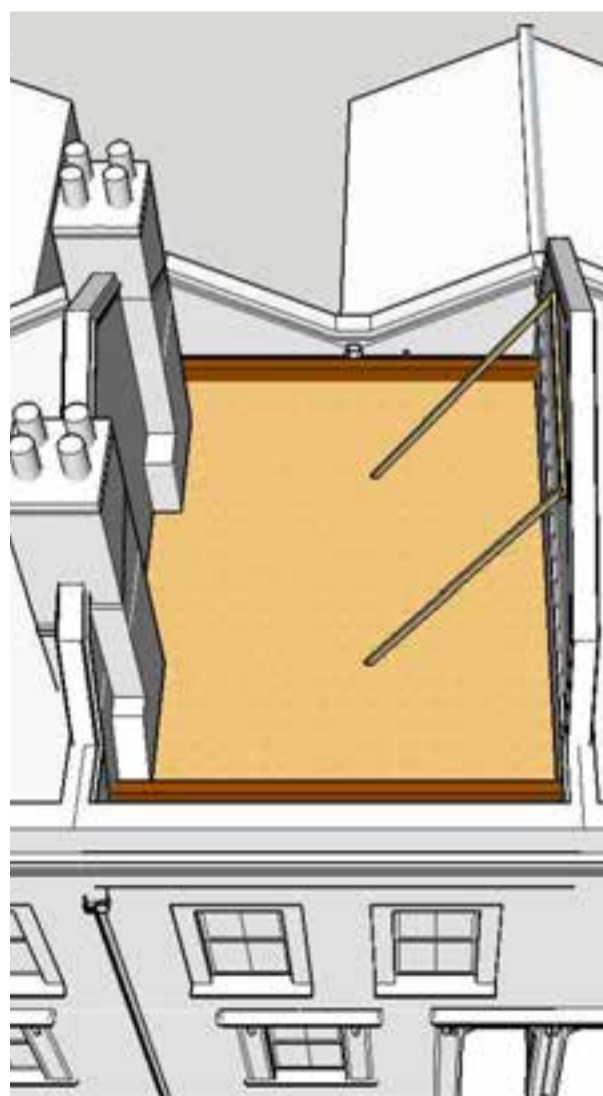
Provide temporary support and protection. Demolish the existing London roof. A structural engineer should inspect all structural elements. Repair and strengthen as required



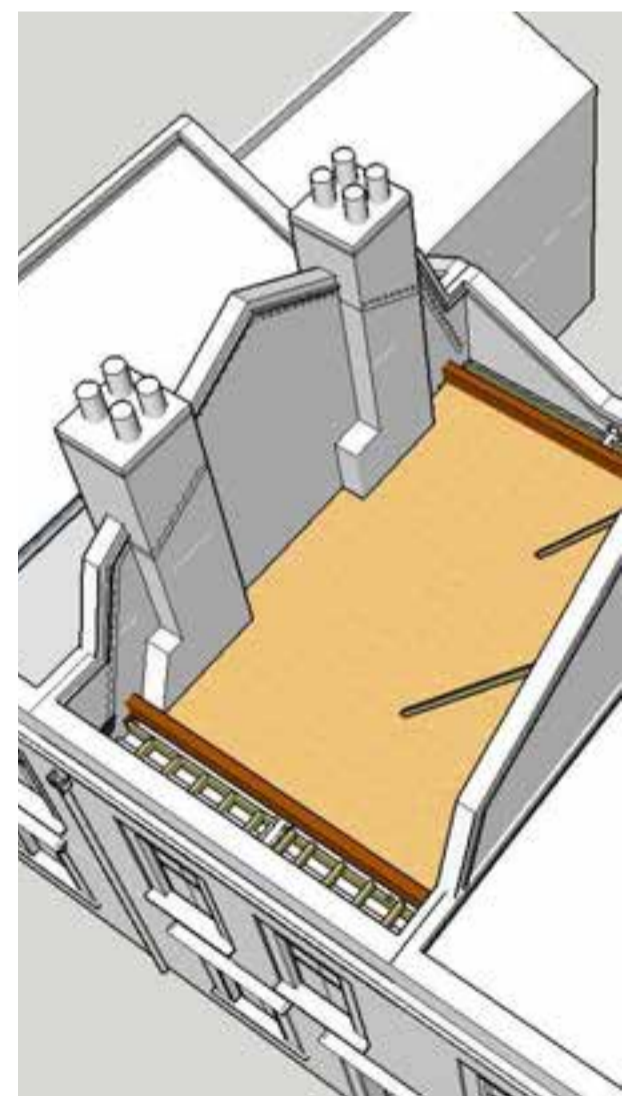
Fix new floor joists between ceiling joists supported on the bressemer beam and party walls. A structural engineer will need to design the roof framework to distribute the loads to the existing foundations



Install a roof framework which may include steel beams to support the mansard roof. The designer should consider how they will be lifted into place and installed



Raise the level of the party wall once temporary props are in place to restrain the party wall until the roof joists are tied in; the designer should consider all stages of work

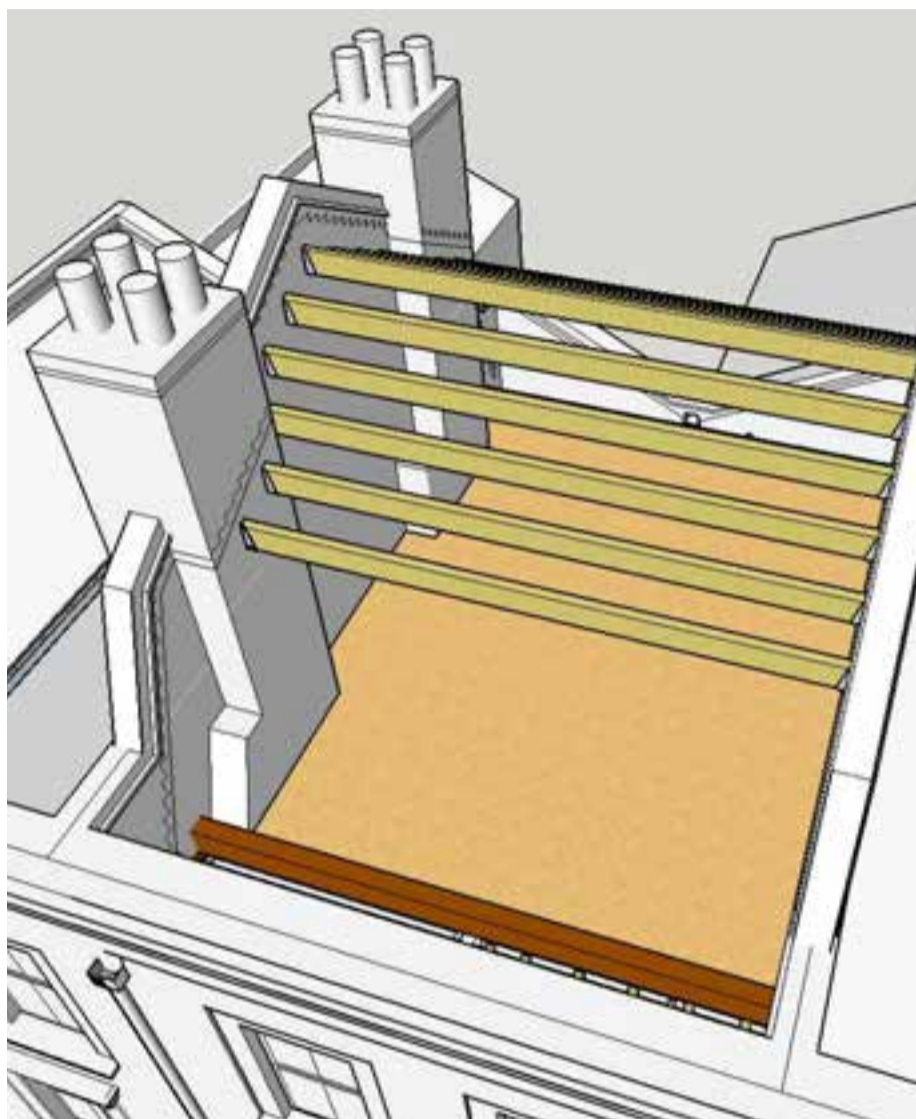


Chimney stacks make a strong contribution to the character of the Conservation Area. Stacks and flues will need to be surveyed and raised with pots reinstated

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## Design guidance Construction steps 2



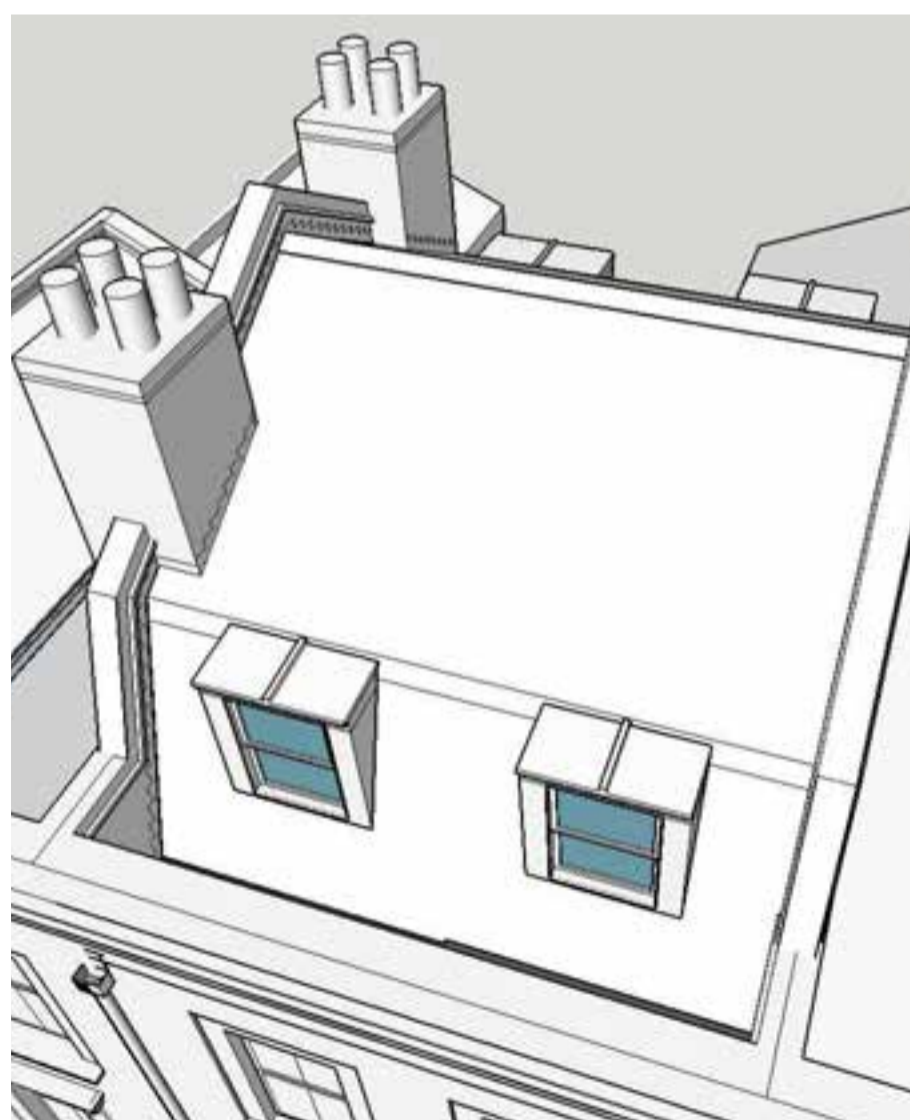
A structural engineer will need to design the roof framework to distribute the loads to the existing foundations. The load path and structure may vary from property to property, especially if internal walls have been removed. Refer to Guidance note Sheet 25: Structure



Set out the roof to allow finished surfaces to be set out in accordance with Guidance note Sheet 26. Install rafters and framework for dormer windows and the stepped gutters behind the parapet walls. If drainage to the front is feasible form outlet on line of party wall



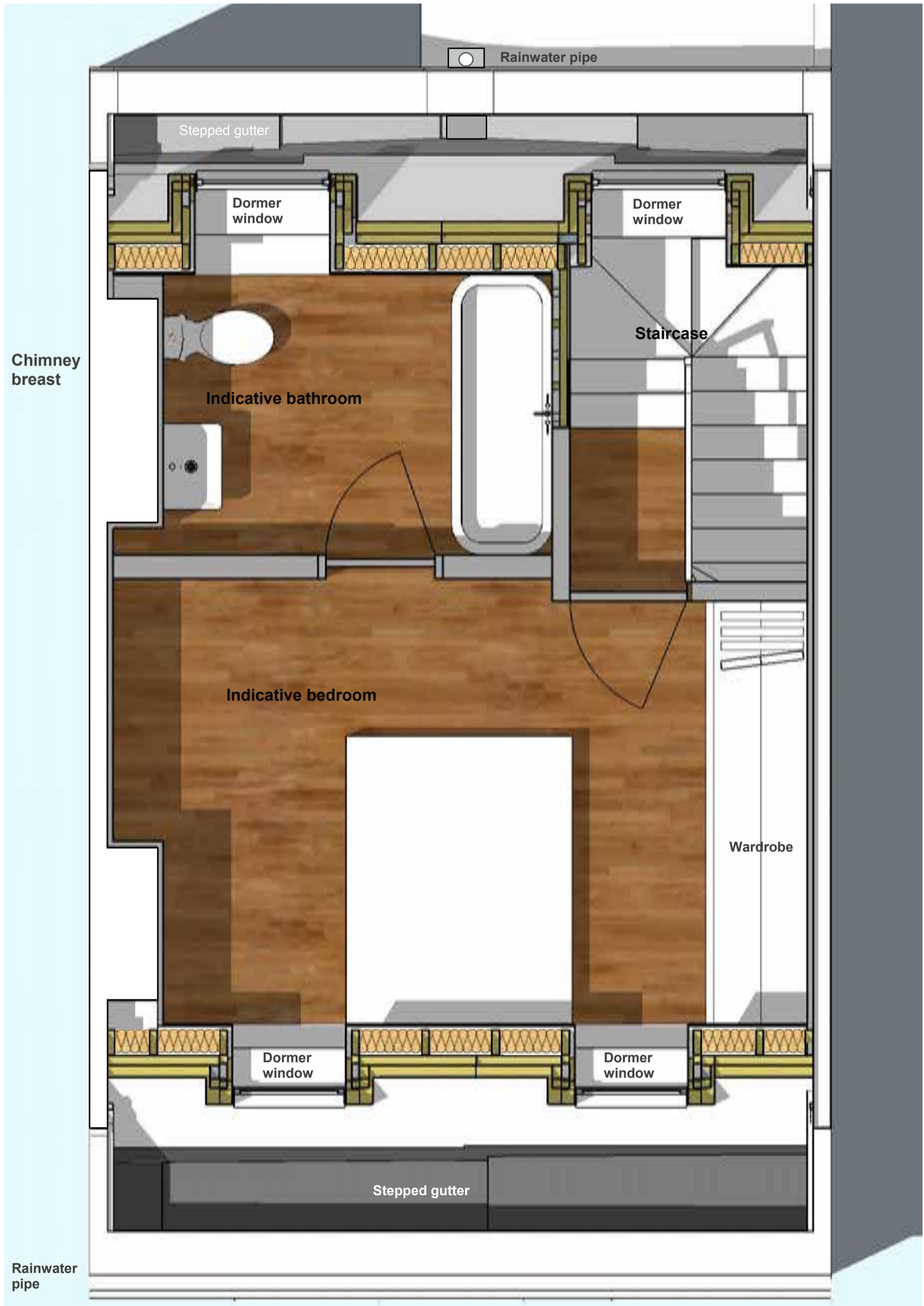
Fix racking boards over rafters. These can have insulation properties to reduce cold-bridging, heat loss and heat gain. Additional insulation will be required to meet building regulations



Form any vents as required. These should not be visible on the front slope. Fix slate to pitched roofs with lead lining to gutters, dormers and flashings

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# Typical Second Floor Plan



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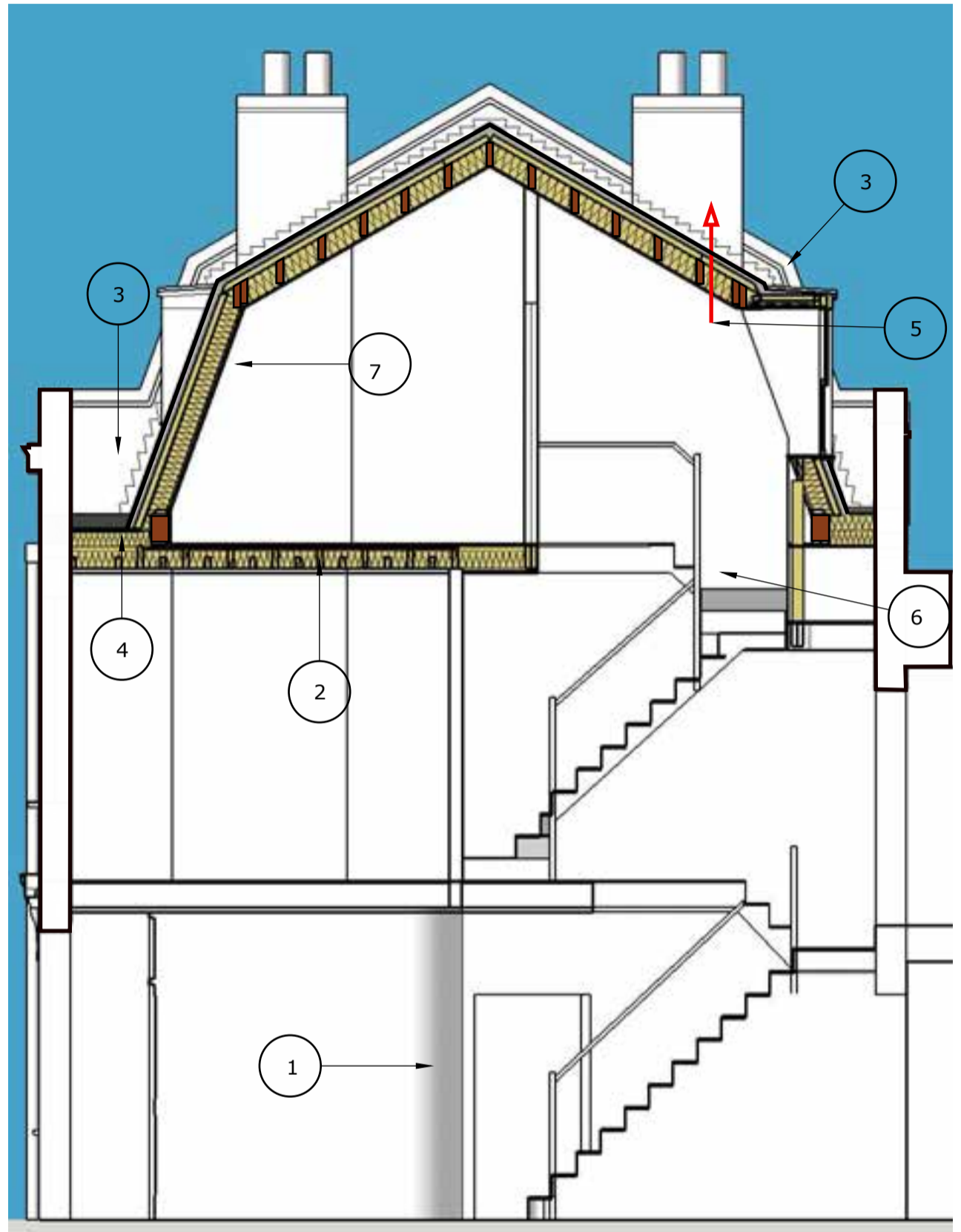


# Design guidance Building Regulations

- A survey should be undertaken on each individual property before considering a mansard extension in order to identify key areas of risk. This would include a structural assessment and a risk assessment for all items that might have an impact on feasibility and cost
- A measured survey would also be needed to allow the designer to assess the detailed dimensions, especially the feasibility of adding a staircase in compliance with the regulations
- Properties that have been altered previously may require additional measures to ensure fire regulation compliance is met
- Previous work may not have been done in accordance with building control or may have pre-dated building control if carried out prior to 1985. It may be possible to get previous work regularised. This is not mandatory but it is advisable
- Older properties do not necessarily comply with current codes and may benefit from measures to upgrade them
- Owners must be aware of their obligations to comply with CDM (health and safety legislation). Temporary propping and support are normally the responsibility of the principal contractor, who would have to assess the risk, plan the project operations and determine provisions for temporary work, propping, scaffolding, etc.

## Structure

A structural engineer's design would be required for each property in order to assess the structural stability and assess risk of any weak spots in the existing structure and take into account lateral stability and bearing capacity. If existing properties have been altered through the removal of partitions it may have a bearing on the structural design and the load path from extension to foundation.



Building regulations approval will be required for the addition of a mansard roof extension. The following points summarise the main points to consider but are not exhaustive

- 1) The new floor will need a protected means of escape including 20-minute fire doors and an integrated smoke detection system. Open plan houses may require additional measures
- 2) The floor will need to be designed to provide sound insulation and 30 minutes fire protection

- 3) The raised party wall can provide fire resistance between properties
- 4) Box gutters rely on high quality workmanship and regular maintenance to prevent leaks and blockages
- 5) Provide ventilation to habitable rooms and bathrooms. Careful planning is required for bathrooms to integrate pipes and ducts into the structure so they are not visible on the front facade or roof slope

- 6) The staircase will need to be carefully considered to provide adequate head height under the rear mansard slope. A dormer window or in-line rooflight would provide additional head height
- 7) Insulate the roof to comply with the regulations. The designer should advise on ventilation and vapour barriers. Mansard roofs of 70 degree pitch are considered to be walls for purpose of insulation and thermal performance
- 8) Electrical work should be self-certified by the installer

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# Design guidance

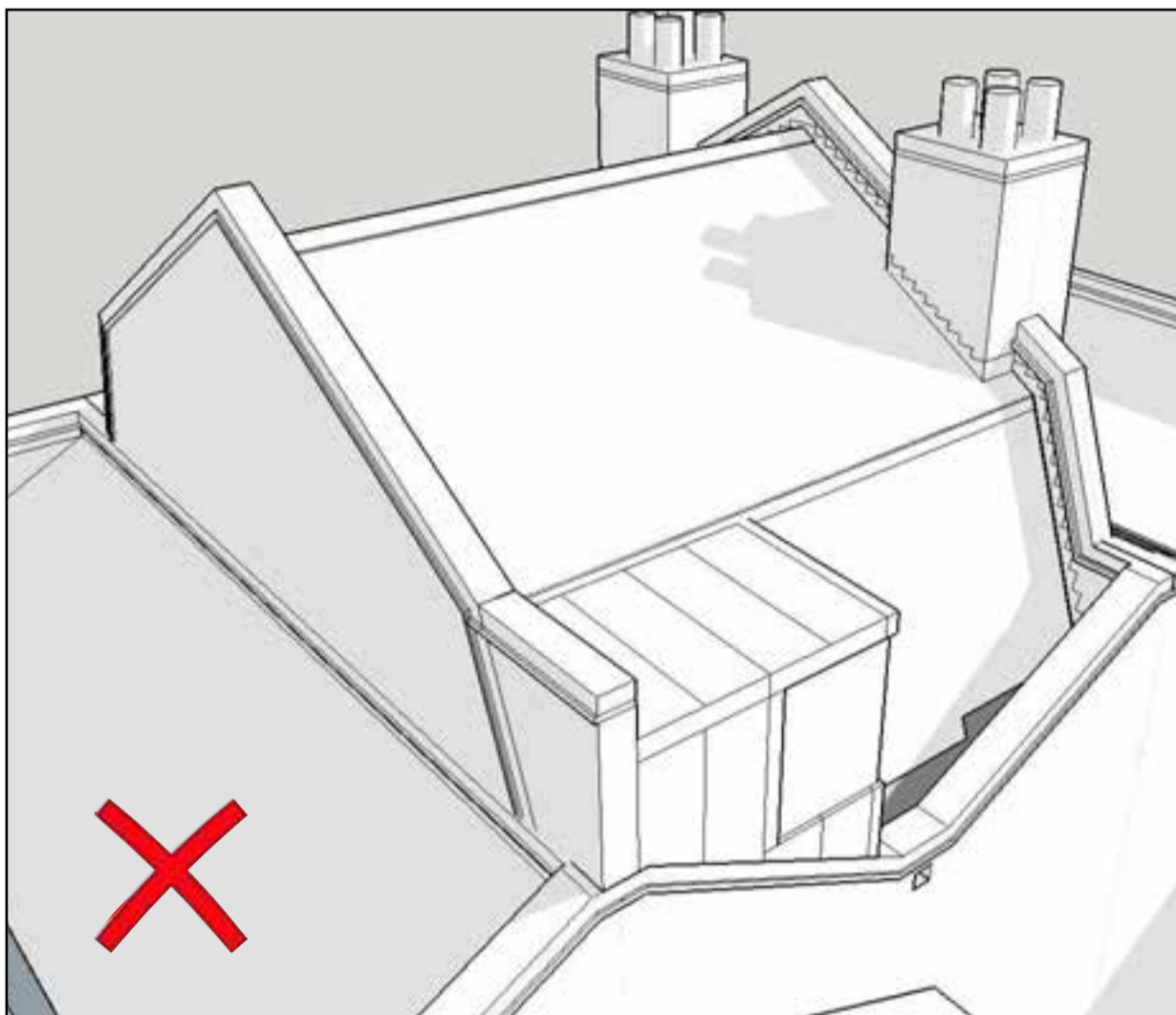
## Head height in stairwell

Careful consideration will need to be given to the design and construction of the staircase leading to the mansard roof extension to make sure there is adequate head-room.

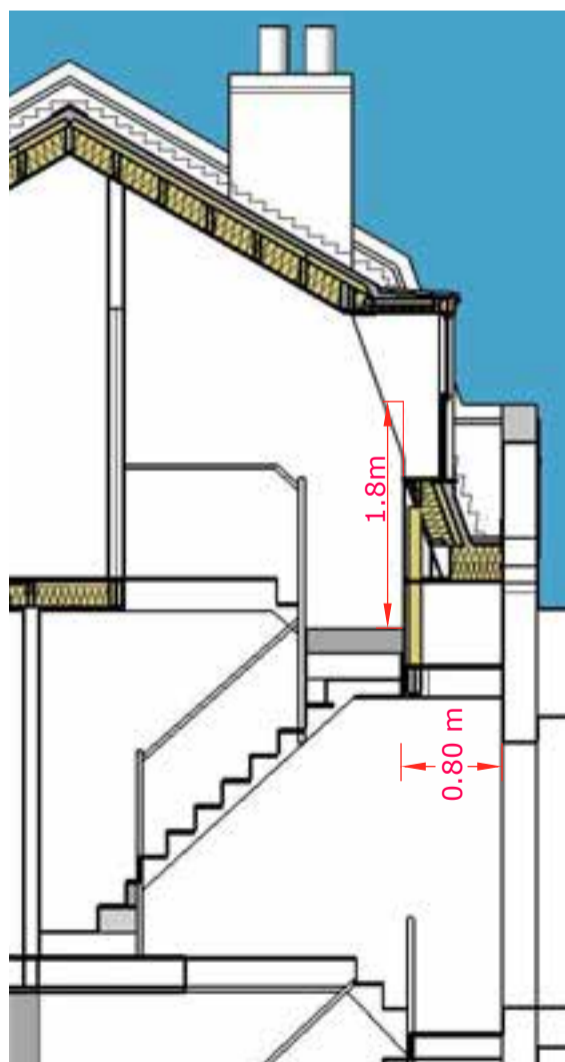
The section below illustrates an indicative design, however staircase configurations vary house by house.

The staircase will need to be set in from the rear facade to provide adequate head height under the rear slope of the mansard roof. Head height can be improved by carefully positioning a dormer window or an in-line roof light over the staircase.

The building regulations state that head height over a staircase leading to a loft conversion can be reduced to 1.8 metres at the edge and 1.9 metres at the middle of the staircase above the string line. Tower Hamlets Building Control will allow this guidance to be followed for new mansard roof extensions.



A box-like enclosure to provide head height in a stairwell



Indicative staircase configuration



A dormer window to provide head height in a stairwell

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# Design guidance

## Structure

The nineteenth-century terraces of traditional brick and timber houses in Tower Hamlets were mostly built in stretches of a few houses at a time, by small builders rather than as large-scale comprehensive schemes. Their quality of construction can vary, as can the builder's approach to foundations. Some areas were open fields before construction, others may have been backfilled gravel or clay pits, so it is always beneficial to know about the original nature of the street and the individual house, and the geology of the area.

The first questions to ask are whether the house is well founded and well built, and whether previous alterations have affected the integrity of the building. Alterations may have been done to a low standard, creating difficulties now.

Then, the extent of any structural changes to the house during its lifetime should be investigated and understood.

The third area for investigation is the general condition of the building. Decay from damp and leaks or timber infestation can weaken the structure; it should be assessed whether or not the existing fabric is well maintained.

Desk study and investigations should be undertaken to explore the above considerations. These should include the following:

- The ground conditions on the site and the nature of the footings,
- The history of alterations to the site, the building, and its neighbours,
- The condition of the timber roof structures,
- The bonding of the cross-walls to the front and rear elevations,
- The bond of the facing brickwork on the external elevations to the internal face of masonry,
- The verticality of the walls,
- The condition of the masonry in the existing chimney breasts,
- The flue routes should be surveyed and all flues identified before any demolition/alterations are carried out,
- Any cracks or historic movements should be recorded.

An appraisal of the existing building should be carried out by a chartered structural engineer. This should then inform a review of the proposed alterations and the resultant changes to the load paths, and the design of new structural elements.

Where defects are discovered, these should be addressed prior to commencement of the proposed works to extend roofs. In situations where the robustness of the existing building is poor, further provisions to improve the robustness should be added into the building before undertaking any alterations.

The design and execution of the works should consider the effects the alterations will have on similar works being carried out by the neighbours in the future. Party Wall Awards will be required in all instances.

The following is a summary of considerations that are to inform the design of the structural alterations:

1. Existing roof structure
  - The proposals should be developed to retain and reuse the existing structure and original finishes where possible.
  - An assessment of the strength and stiffness of the existing roof level structure should be undertaken and its capacity to support the increased loads should be checked. It is possible that the new floor loads may be supported on the existing fabric, although some strengthening may be required to achieve this. Any strengthening should be carefully designed to mitigate damage to finishes and the design should mitigate the extent of intrusion into the existing fabric.
  - Where necessary, a separate, independent floor structure should be provided.
2. Chimneys/chimney breasts
  - New beams are not to penetrate into chimney flues – fixing to the face of chimney breast may be possible, depending on the loads.
  - Chimneys are to be extended upward, using brick, mortar, and workmanship to match the existing.
3. Foundations
  - The existing condition should be assessed and recorded, in particular the foundations' depth and the bearing strata. Any signs of movement should be investigated.
  - The foundations should be checked to see whether they can support the increased loads – in particular the party wall footings may be affected, considering the possibility that additional loads may be applied from both sides.
4. New structure
  - The new construction should be robust and should tie together the front, rear and cross-walls at all levels, including the roof level.

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# Design guidance

## Height constraints

The design guidance for height constraints is intended to ensure that any new mansard roofs in the Driffield and Medway Conservation Areas would be consistent in design and setting out in order to provide coherence to the streetscape

The height of the parapet may vary and therefore the roof and Party Wall may need to increase in height to achieve the minimum headroom under the dormer but the angle and set-back should remain as indicated.

Dormer lead roof to be set just below change in roof pitch

The guidance is intended to provide consistency in set-back from the parapet to the front face of the dormer

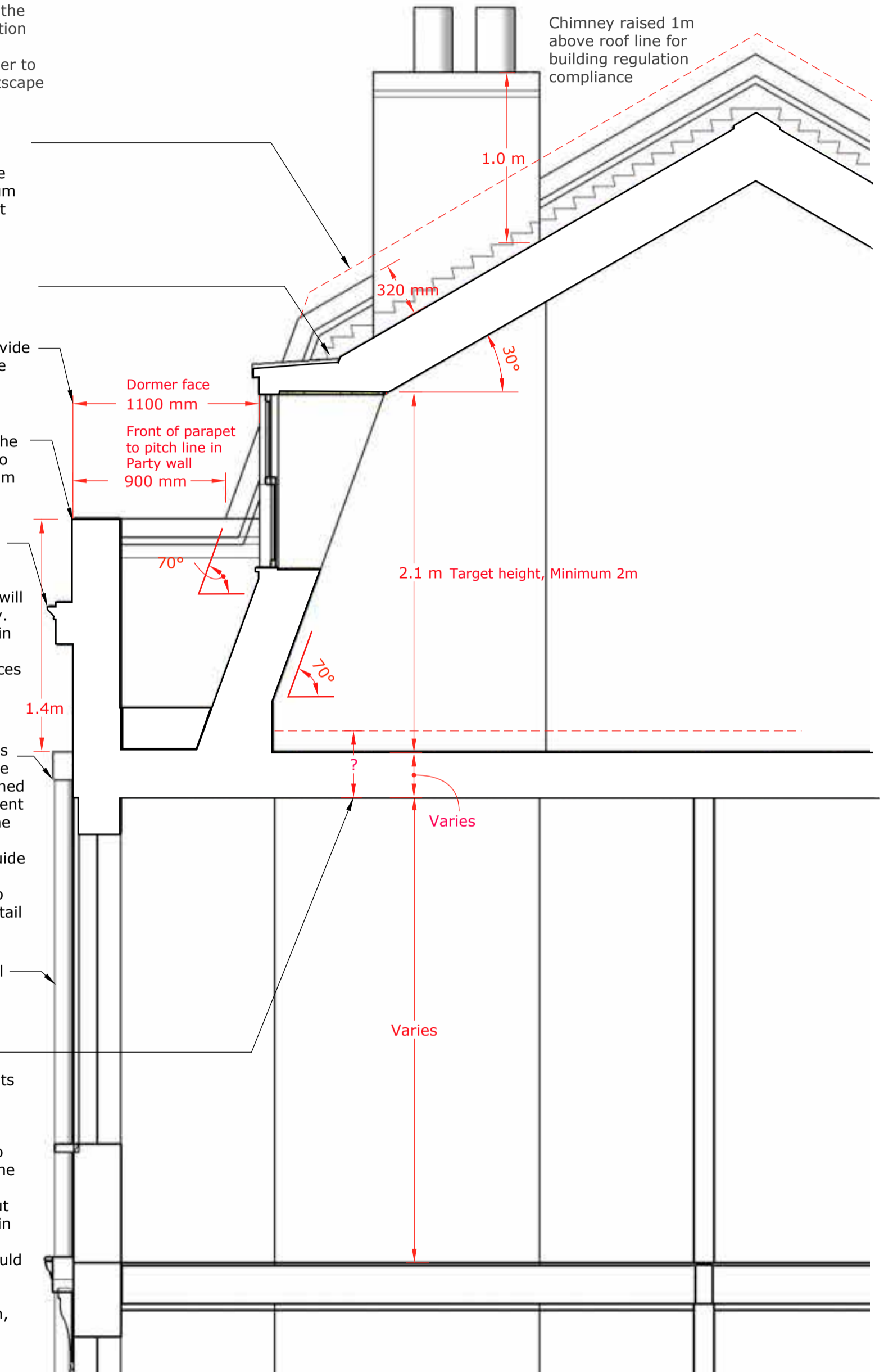
Parapet wall facing the street. The front of the existing parapet is to be taken as the setting out datum point

If the cornice is missing reinstatement is encouraged. This should be in the original position and in most cases this will align with the adjacent property. In some streets there is a step in height from one property to another in which case the cornices may also step

Rainwater hoppers should be installed on the party wall line as illustrated in the design guidance. The cast iron hopper and lead lined outlet should be set at a consistent height along the street. Even one brick difference can result in an inconsistent appearance. The guide height indicated might need to vary from street to street due to discrepancies in construction detail in the existing properties

Rainwater pipe on the party wall line subject to survey of street drainage and confirmation of viability

The first floor ceiling should be retained if possible especially if its lath and plaster and if there are original cornicing or ceiling mouldings at first floor level. Consideration should be given to whether it is possible to install the new floor structure in between existing ceiling joists and set out the proposed mansard roof within the guidance dimensions. Any deviation from the guidance should be explained and justified in the design and access statement in support of a planning application, so that the implications on the streetscape can be assessed



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## Design guidance Materials

The design guidance for materials is intended to ensure that any work to properties in the Driffield and Medway Conservation Areas is carried out using appropriate materials

The addition of mansard roofs in the Conservation Areas would benefit from consistency of design and materials with careful detailing and workmanship in order to provide coherence and quality

Reinstatement of lost features is encouraged, to match the original

Reinstatement of lost cornices would help to reduce the impact of the mansard roof

Traditional clay chimney pots

Re-use existing if possible, set in flaunching mortar to match existing

Chimney and flues extended in line with the existing, in bricks to match existing (nb these are likely to be imperial sized bricks), with sulphate-resisting mortar flush with bricks

Brick party wall extended up with traditional soldier course coping on creasing tiles and stepped lead flashing

Traditional dormer with lead cheeks and lead roll roof, timber faced surround to windows painted white, traditional timber sliding sash window with slimline double glazing

Reinstatement of missing stucco cornices and rendered parapet painted white, to match the original, is encouraged

Cast iron hopper and downpipe pre-finished or painted in suitable black bituminous paint on line of party wall. Lead flashing at outlet

Reinstatement of missing stucco window and door surrounds is encouraged, to match the original, painted white

Any re-pointing should be in traditional lime mortar with slightly recessed joints that expose the edge of the bricks. "Weatherstruck" pointing should be avoided

Reinstatement of lost mouldings is encouraged, to match existing, painted white

Reinstatement of panelled timber doors is encouraged where the original has been replaced

Reinstatement of missing cast iron railings with stone plinth is encouraged, to match the original



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**Appendix 4: Map showing properties where design principles are not applicable**





## Driffield Road Conservation Area Properties where the Prototype Design Guidance is not applicable

Guidance is suitable for terraced properties with London roofs and parapet walls to reduce the visual bulk of a mansard roof extension. The following properties differ and the guidance is not applicable

1. St. Barnabas Church: Victorian church
2. 178-180 Grove Road: Victorian semi-detached houses double pitched hipped roofs with overhanging eaves
3. 182 Grove Road: 5 storey Victorian house with flat roof
4. 182b Grove Road: Victorian mews with flat roof structure unknown
5. 184 Grove Road: Victorian hall with flat roof
6. Victoria Park Baptist Church
7. Bunsen House: 20th Century apartment block
8. Nightingale Mews: Late 20th Century housing development with hipped and pitched roofs behind parapet walls
9. Works Chisenhale Road: Victorian warehouse
10. Beatrice Webb House: 20th century housing with flat roof
11. Chisenhale Primary School: Victorian school
12. 369 Roman Road: Redeveloped property with hipped mansard roof structure unknown
13. Susan Lawrence House: 20th Century housing pitched roof overhanging eaves
14. Chisenhale Road on corner with Ellesmere Road: 20th Century housing with double pitched roofs and overhanging eaves and monopitched roofs
15. 2-6 Chisenhale Road: Redevelop property with flat roof behind parapet wall structure unknown
16. Margaret Bondfield House: 20th Century housing pitched roof with overhanging eaves
17. 61a Driffield Road: 20th Century housing hipped pitched roof behind parapet walls structure unknown
18. 457-459 Roman Road: Terraced properties pitched roofs with overhanging eaves
19. 503 Roman Road: Redeveloped property with mansard roof and parapet walls structure unknown
20. 54 Kenilworth Road: Victorian works with double pitched roof

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**Reviewed by** Alice Eggeling  
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London Borough of Tower Hamlets  
Medway Conservation Area Character Appraisal  
and Management Guidelines



December 2016

## London Borough of Tower Hamlets

### Medway Conservation Area Character Appraisal and Management Guidelines

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## 1.0 Introduction

Conservation Areas are parts of our local environment with special architectural or historic qualities. They are created by the Council, in consultation with the local community, to preserve and enhance the specific character of these areas for everybody. The Medway Conservation Area (hereafter referred to as the Conservation Area) was designated in September 1989. The Conservation Area was designated to protect the overall character of the Victorian terraces, which are of collective townscape merit.

This guide has been prepared for the following purposes:

- To comply with the Planning (Listed Buildings and Conservation Areas) Act 1990. Section 69(1) states that a conservation area is ‘an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.’
- To provide a detailed appraisal of the area’s architectural and historic character.
- To provide an overview of planning policy and propose management guidelines on how this character should be preserved and enhanced in the context of appropriate ongoing change.

The Character Appraisal (Section 2) aims to define the qualities and features that make the Conservation Area special. This includes an understanding of the historical development of the place and its buildings, as well as an analysis of its current appearance and character — including description of the architectural characteristics, details and materials. It also records qualities such as important open spaces and views into and within the Conservation Area. Any damage or pressures to the Conservation Area is also recorded.

Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) which places a duty on local planning authorities to draw up and publish proposals for the preservation and enhancement of Conservation Areas in their districts. Therefore, the Management Guidelines (Section 3) set out ways to conserve the special architectural and historic character of the Conservation Area, as well as help to manage sensitive new development and refurbishment. It takes into account planning policy context and responds to the problems and pressures identified in Section 2.

This Consultation Draft is based on the *Character Appraisal and Management Guidelines* adopted by Cabinet of 05 March 2008 and incorporates the *Addendum to Medway Road Conservation Area Character Appraisal and Management Guidelines* (draft public consultation versions November 2015).



Aerial view showing Conservation Area boundary (in red) © Google Earth

## **2.0 Character Appraisal**

### **2.1 Location and setting**

The Conservation Area is bounded by Cherrywood Close and the railway line to the south, Strahan and Medway Roads to the west, Roman Road to the north and St Stephen's Road to the east.

The Conservation Area is centred around Medway and Lyal Roads, which run parallel to one another stretching between Roman Road and Antill Road. Antill Road and Roman Road are longest roads running in a west-east orientation through the Conservation Area. Roman Road provides a lively northern boundary to the Conservation Area with its streetscape of small retail units. Antill Road, on the other hand, provides a quieter residential southern boundary to the Area.

The Conservation Area includes one small area of public green space to the east: Selwyn Green.

There are two other Conservation Areas in the immediate vicinity: Tredegar Square Conservation Area lies on the south side of the railway line, and Driffield Road Conservation Area lies on the north side of Roman Road.





### MEDWAY CONSERVATION AREA

This map is indicative only and is not a planning document. For further information please contact the Council.

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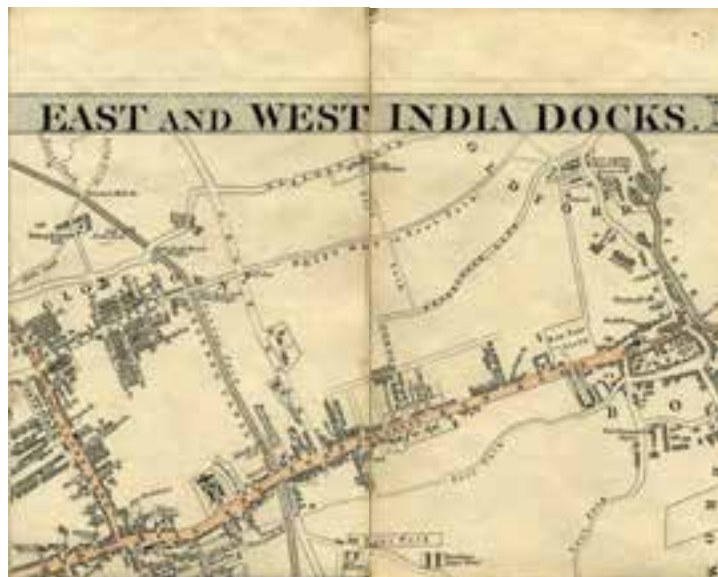
## 2.2 Historical development

This area lies within what was then known as Mile End Old Town. Evidence of this remains today, in the boundary plaques, such as the one situated on the upper floor of no. 422 Roman Road.



Boundary plaque

Until the mid-nineteenth century, most of Bow was primarily rural, with the exception of late Georgian ribbon development on the main roads out of town, for example along Mile End Road.



Cruchley's New Plan of London, 1827. © Mapco.net

Historic maps reveal that the area once consisted of fields, lying east of Grove Road and south of Roman Road (shown on the maps as Drift Way footpath), which was a meandering trackway for much of its length. Cross's New Plan of London of 1847/1850 shows that the area around Tredegar Square — part of land owned by one of the largest landowners in the area, the Morgan family of Tredegar, in Monmouthshire — were starting to be laid out, during a previous but less explosive building boom. Victoria Park to the north opened in 1845. However, the space that makes up the Conservation Area was still undeveloped. This all changed when the city expanded in size around the 1860s.



Cross's New Plan of London, 1850. © Mapco.net



Stanford's Library Map of London and its suburbs, 1864. © Mapco.net

Leases were purchased by local builders, and the lands north of the Eastern Counties Railway Line were rapidly developed from the 1860s onwards, to coincide with the Great Eastern Railway station opening at Coborn Road (closed 1948). One such developer was Thomas Antill Palmer, of Trinity Terrace on Tredegar Road, and his partner William John Wade, of 33 Lichfield Road. In 1865, they bought various leases and went on to develop Antill Road. From the 1860s onwards, the area was rapidly developed for artisans and shopkeepers, for whom the norm was to work from home. This area of traditional housing survived.

Although principally residential, the area historically included a number of small businesses operating either from home or within small industrial buildings, such as those between Medway and Lyal Roads. The area also supported a number of local shops along Medway Road.





Edward Weller Map, 1868. © Mapco.net



Bartholomew's Handy Reference Atlas of London and Suburbs, 1908. ©Mapco.net

The area was fully developed by the twentieth century. In addition to terrace houses, a school was opened in 1874 between Olga Street and Arbery Street. After WWII it was briefly renamed John Bartlett Primary, but returned to Olga Primary School in the 1950s. The School has since been relocated to a modern building next to its original site and the original school building has been converted to houses.





OS map, 1948 © www.old-maps.co.uk

Selwyn Green was created on the site of WWII bomb-damaged terrace houses facing onto Selwyn Road, between the 1950s and 60s. At that time Victorian terraces were perceived as old fashioned, and unhealthy with few modern facilities, and the area was considered to be slums. Subsequently, large clearance programmes begun and new estates were built, consisting of flats with modern amenities and plenty of open space, such as Lanfranc Estate (immediately adjacent to the Conservation Area).

## 2.3 Character analysis

This section analyses the character and appearance of the Conservation Area, and identifies architectural and spatial features that positively contribute to it.

### 2.3.1 Spatial analysis

The Medway Conservation Area is characterised by the regular layout of small scale streets, containing rows of terraces, with a horizontal emphasis because of their relatively low height and unbroken length. The Conservation Area features a number of long streets (Antill Road, Medway Road and Lyal Road) as well as smaller streets that have a more intimate feel (Athelstane Grove and Norman Grove).

In contrast, the northern boundary of the Conservation Area is defined by the lively Roman Road, which extends further to the east and west. The former Olga School building and surrounding buildings on the corner of Arbery and Medway Roads provide a break in the homogenous street layout of the Conservation Area. These properties are for the most part walled off from the road.

#### *Scale*

Roman Road is flanked by buildings generally of two storeys, with a taller three storey scale at corner sites. Throughout the rest of the Conservation Area, the existing building scale is predominantly low, with terrace housing along the residential streets at two–three storeys in scale (see sheet no.5 of Appendix 3).



Two storey houses along Roman Road



Two storey houses along Lyal Road

### *Land use*

The land use character of the Medway Conservation Area is predominantly residential, with the largest part of the Conservation Area made up of terraced houses from the 1870s. The former public house on the corner of Antill and Selwyn Roads closed in 2002. Along the dynamic Roman Road other land uses include small retail premises on the ground floor with street frontage, with residential flats above. The ground floor shopfronts provide a colourful backdrop to the vibrant market scene along Roman Road, and contrasting the domestic street scale behind.



Former public house on the corner of Antill and Selwyn Roads. This building features rope mouldings around the windows similar to a former pub in the Driffield Road Conservation Area.



Shops along Roman Road

### *Green spaces*

The Medway Conservation Area contains the small pocket of public green space in Selwyn Green which was built as part of the post-war reconstruction and provides an attractive, spacious setting to the terrace houses around it.



View across Selwyn Green to Selwyn Road

All the terraced houses in this Conservation Area feature private gardens (of varying size) which provide a verdant backdrop to views into and within the Conservation Area. This verdant backdrop to the area is reinforced by street trees.





Mature street trees on Arbery Road

Furthermore the Conservation Area is surrounded by the substantial open space of Mile End Park to its west, across Grove Road.

### **2.3.2 Views**

The clear definition of the streets and the character of the nineteenth-century terrace create many high quality views:

- Long views exist along streets, including views south from Roman Road. The clear definition of streets and the character of the nineteenth century terraces create many high quality views. Within the residential streets of Strahan, Antill, Medway and Lyal Roads, each terrace contributes to the repetitive and rhythmic character of the streetscape. The long views of uniform terraces are a distinctive characteristic of the Conservation Area.
- Views through Stanfield Road reveal a short row of ground floor shopfronts on this section of Medway Road. These shopfronts have slate finished roofs and their upper level residential floors are setback from the building frontage.
- The intersection at Stanfield Road, Viking Close and Lyal Road, in addition to the open space of Selwyn Green provide opportunities for shorter oblique views of the rear of houses.



Map showing key long and dynamic views (blue) and gap views (orange).

Photographs of these views follow on subsequent pages.



Gap view off Antill Road showing London Roofs of houses along Athelstane Road .



Glimpsed view from Antill Road showing London Roofs belonging to houses along Strahan Road.



View up Coburn Road, terminating with the former public house on Antill Road





View along Saxon Road.



Long view eastward along Antill Road.



Long view from Antill Road up Medway Road.





View along Stanfield Road terminating in three-storey houses with shop fronts.



View south along Lyal Road, terminating with houses of Antill Road.



View eastward along Viking Close: the London Roofs of houses of Selwyn Grove are visible.



View from Roman Road down Lyal Road.



View of corner of Roman Road and Medway Road.

### 2.3.3 Architectural characteristics

The overriding impression of this Conservation Area is the consistency of the architectural form. There is a consistent rhythm and scale to the terraces with a fairly uniform parapet line to the front elevation, concealing a series of uniform London Roofs. The late-nineteenth century houses are primarily two storeys high with the typical embellishments of the period, including bay windows and plenty of painted stucco decoration. However, the terraces do vary in their ornamental detail; the types of doors, windows, decorative plasterwork and front boundary treatment differ, which give each street a slightly different quality. For example, the houses along Arbery and Strahan Roads are more ornately decorated than elsewhere. They were built slightly later. Please also refer to sheet no. 3 of Appendix 3.



Strahan Road (with original cornice intact).

On five roads in this Conservation Area — Antill, Lyal, Medway, Saxon and St Stephen's Roads—the line of the front elevation of these houses steps back on alternate bays. This is a discreet architectural design feature that adds a subtle rhythm to the street as a whole.



Antill Road. This photograph shows the alternating recess to the front elevations, some of which have been painted, and all in this image are missing their original cornices.

When built, the houses were considered of a good size, as housing in the area was for the artisan class and are a change from the plain brick, flat fronted terraces of 20 years earlier. Most of the houses within the Conservation Area were built with long rear extensions (sometimes referred to as back additions, 'outriggers' or 'closet wings') as part of the original building.

As the Victorian era progressed the need for plentiful cheap housing saw a move away from the provision of a costly basement and the services originally housed here were increasingly accommodated within the back extension at ground level, as is the case in this Conservation Area. The form of the Victorian terrace house had its origins in the grander houses of an earlier era. Space was ordered according to a structural hierarchy, with the more public spaces such as the parlour located at the front of the house, whilst the more private spaces were located to the rear of the house and in the back extension.

Economy continued to play a role in the evolution of the back extension with the early single storey single unit extensions with three independent walls housing a scullery being replaced by paired extensions under one roof. Over time, what had been the very small single-storey scullery extension increased in size to include a kitchen with a bedroom above, and the scullery was pushed into a smaller lean-to section beyond this. Paired two-storey extensions can be seen in the following photograph.





Rear extensions viewed from Arbery Road

There are some variations to the consistent character. One is Saxon Hall: this building is locally listed and situated adjacent to Selwyn Green, with its frontage to Saxon Road. It is nineteenth century “Tudorbethan” in style and is constructed from a range of red brick. It is characterised by contrasting stone dressed and mullioned windows. The two halls are supplemented by an attached house. The entrance hall and rear storeroom/ office were built of a piece, around 1894. The site is bounded by iron railings, not dissimilar from those used further along Saxon Road.

The institutional buildings of the former Olga School (a London Board School) offers a further variance to the quiet, residential character of this Conservation Area.



The former Olga School viewed from Arbery Road

There are two roads where the scale and character of the houses differs. The first is Norman Grove, which lies to the north of Saxon Hall. Properties along this short road are slightly older than elsewhere in the Conservation Area; they are a mixture of mid-nineteenth century cottages with hipped roofs and London Roofs behind parapets.



Norman Grove.



Norman Grove.

Meanwhile, the houses on the south side of Tredegar Road are taller than those in the rest of the Conservation Area. The houses have steps up to the front door and have double pitched roofs and gabled dormer windows.



South side of Tredegar Road.

### *Roofs*

The significance of the historic roof-scape within the Conservation Area is derived from a number of factors including its shape or form, structure, covering materials, and associated features.

The vast majority of the terraces within the Conservation Area feature London (or Butterfly) roofs; these are an inverted 'V' in form with a central valley and ridges on the party walls between the individual houses of the terrace. These roofs are of low pitch and are concealed from the street (i.e. the front) behind parapets producing a hard, straight edged appearance to the house, with a strong silhouette. This lack of visible roof is an important architectural characteristic. The continuity of the parapet line and moulded cornice line is another significant feature in the Conservation Area streetscene and ties groups of terraces together. At the rear of these terraces with London roofs, the row of gently pitched gables with the valleys and party walls between is clearly evident. Chimney stacks are located along the party walls between houses (often in pairs); they are often the only feature visible above the cornice line, forming part of the silhouette of the roofscape. They also form part of the special character of the area.

There are several small groups of simple pitched roofs within the area. Two terraces between Anthill and Tredegar Roads have simple mono-pitch main roofs. They are the result of a partial rebuilding around forty years ago.

Roof top features such as chimney stacks, chimney pots and raised party walls are important Conservation Area characteristics. The design and detail of features such as chimney stacks varies and was the subject of changing architectural styles and differing builders.



Some roofs have existing Mansard roof extensions; mainly these are along Roman Road and Norman Grove. Along Roman Road the existing roofs vary in form some being flat, some modern flat topped Mansards and some more traditional in character.

The map in Appendix 1 of this document, forms an audit of the existing types of main roof.



London Roofs visible along Medway Road.



Glimpsed view of butterfly roofs of houses on Strahan Road.





Views of the rear elevations from Viking Close



Existing mansard roof extensions on Norman Grove.

### *Rear extensions*

Mid-nineteenth century terraces, such those within the Conservation Area, were often built with returns, which had their origins in the grander houses of an earlier era. Most of the houses within the Conservation Area were built with rear returns (sometimes referred to as 'back additions', 'outriggers' or 'closet wings') as part of the original building. Space was ordered according to a structural hierarchy, with the more public spaces such as the parlour located at the front of the house, whilst the more private spaces were located to the rear of the house in the back extension.

As the Victorian era progressed the need for cheap housing saw a move away from the provision of a costly basement and the services originally housed here were increasingly accommodated within the back extension at ground level.

Economy continued to play a role in the evolution of the back return with the early single-storey single-unit returns with three independent walls housing a scullery being replaced by paired returns under one roof. Returns varied in width, height and length according to the builder but tended to increase in scale as the century progressed. A second storey was increasingly added to accommodate a third bedroom, and it is this form of return which predominates within the Driffield Road Conservation Area. In some cases the kitchen was not big enough and a small lean to scullery was added to the rear of the return.

The map in Appendix 2 of this document forms an audit of the existing types of rear projection which are located within the Medway Conservation Area.



Rear extension along Medway Road.

### 2.3.4 *Details and materials*

The houses in this Conservation Area are variants on the basic terrace house design brought about by different builders (and subsequent changes) and the presence or absence of architectural features. Architectural features that positively contribute to the character and appearance of the Conservation Area, and deserve retention are:

- Canted bay windows with decorative cornice and console;
- Tripartite round-headed first floor window openings;
- Round-headed paired window openings with stucco surrounds and foliate embellishment;
- Wooden sash windows;
- Vermiculated or reticulated stucco and cornice and consoles to front door openings; and
- Stucco cornices to the parapet on the front elevations.

There is a limited range of materials used throughout the Conservation Area, reinforcing its consistent appearance. Principally the materials are: stock brick and stucco on the elevations with timber sash windows and slate roofs.

Reinstatement of missing features, if carefully added to match the original, may enhance the character and appearance of the Conservation Area.



Terrace on Selwyn Road; the houses have canted bay windows but only three houses retain their cornice.



St Stephen's Road: note the tri-partite round-headed windows on the first floor, canted bay windows, and architectural embellishment to the door surround.



Detail showing tripartite round-headed window openings with sash windows.



Detail of round-headed paired window openings with stucco surrounds and foliate embellishment and reticulated stucco around the door.





Detail showing reticulated rusticated stucco above the door.

Front boundary walls are not as consistent as other features. These include the original iron railings or low brick or concrete walls or timber fences. The metal railings are historically significant boundary treatments and add to the character and appearance of the Conservation Area. Where original railings have been lost, their careful reinstatement (to match the original) may enhance the character or appearance of the Conservation Area.



Surviving iron railings on Saxon Road

### **2.3.5 Problems and pressures**

Although the character and appearance of the Conservation Area is appreciably consistent, changes have been made to some properties which chip away at this consistency. Further uncontrolled change could erode the special character of the Conservation Area.

#### *Façade treatment*

Terraces such as these are designed to be uniform and regular in appearance, relying on the repetition of simple elements and a consistency of materials and details for the overall effect. Much of the terracing remains little altered, but those of which that have been unsympathetically altered, are embellished with the application of pebble dash and stone cladding. The complete pebble-dashing of a façade, for example, completely destroys the careful balance and consistency across the terrace as a whole. The result has created discord and fragmentation to the entire elevation of the terrace, to the detriment of the character of the Conservation Area.

The painting of the front elevation creates greater colour divergence throughout the Conservation Area which can detract from its consistent character and appearance.

The original pointing and mortar would have been lime putty based without cement. Modern cementitious mortars are not appropriate because this mortar is actually harder than the brickwork, whereas mortar should be softer than the brickwork.

#### *Boundary treatments*

Over half of the properties in this Conservation Area have lost their original iron railings, and they have been replaced with unsympathetically designed walls or fencing. This can detract from the overall design and consistency of the terrace, especially apparent in long views.

#### *Gap sites*

There are gaps in the rows of terraced housing, particularly at the eastern half of the Medway Conservation Area, they can expose unsympathetic rear extensions that would otherwise not be seen. The houses within the Conservation Area are characteristically small and two storeys in scale, which traditionally may have had single storey, one room extensions.

#### *Sensitivity of end of terrace plots*

The design of end of terrace houses has more potential to impact the appearance of the Conservation Area than mid-terrace houses. Similarly as with gap site, where houses have suffered badly from inappropriate design, large, over-scaled, or even multiple extensions, these are highly visible at end of terrace plots.

#### *Existing roof extensions*

Modest Victorian properties were two storey houses with butterfly roofs hidden behind the parapet. Currently, there are isolated existing Mansard roof extensions on Selwyn Road and Lyal Road, and a more consistent run along Roman Road and Norman Grove.

### *Rear extensions*

Rear elevations can suffer badly from inappropriate design and large rear extensions. Where visible, these inappropriately designed extensions harm the character and appearance of the Conservation Area. Over-development of rear extensions has occurred particularly in the deep plots along Roman Road.

## 2.4 Summary of special interest

This is an area of particular special architectural and historic interest, illustrated by its history and significant architecture dating from the nineteenth century, in summary the specific features of special interest are:

- surviving nineteenth-century artisan and shopkeepers' houses;
- high level of consistency across the streets and their terraces;
- uniformity both of form and materials; and
- high rate of survival of architectural features and enrichments which make positive contributions to the character and appearance of the Conservation Area, these include:
  - chimney pots;
  - continuous line of parapet wall to conceal London roof behind;
  - party walls with brick-on-edge detailing and stepped lead flashings;
  - stucco cornices to the parapet on the front elevation;
  - decorative mouldings or brick borders to first-floor windows;
  - tripartite round-headed windows at first-floor level;
  - canted bay windows with decorative cornice and console;
  - round-headed paired windows with stucco surrounds and foliate embellishments;
  - timber sash windows with delicate glazing bars;
  - embellished architrave, often featuring vermiculated or reticulated stucco, to recessed front doors; and
  - iron railings to front boundary.

All of the above elements make a positive contribution to the character and appearance of the Conservation Area; please refer also to sheet no. 1 of Appendix 3.

Whilst there are no listed buildings within the area, the Conservation Area was designated to protect the overall character of the Victorian terraces, which are of collective townscape merit. And it is the cohesive character of the area rather than individual buildings which the Conservation Area status seeks to preserve and enhance.



### **3.0 Management guidelines**

#### **3.1 Introduction**

This Management Plan for Medway Conservation Area has been prepared in consultation with the community, to set out the Borough's commitment to high quality management of Conservation Areas and their settings. The Placeshaping Team operate within the context of the Development and Renewal Directorate of the Council, alongside Planmaking, Development Management, and Building Control.

Conservation Areas are as much about history, people, activities and places as they are about buildings and spaces. Preserving and enhancing the Borough's architectural and historic built heritage — a finite resource — over the next decades is of vital importance in understanding the past and allowing it to inform our present and future.

Whilst the Council has a duty to ensure that change preserves or enhances a Conservation Area, it is aware of the space pressures facing families and the need to accommodate changing residential needs within its Conservation Areas.

Conservation Areas also promote sustainability in its widest sense. The Council is committed to this in its Local Plan. The re-use of historic buildings and places is environmentally responsible as it protects the energy and resources embodied in them and combats climate change.

Consideration of appropriate amendments to the boundary of the Conservation Area, and recommendations for additions to the register of listed buildings, either the statutory or local list, will be considered by the Council.

#### **3.2 Who is this document for?**

This document is aimed at the residents, businesses, developers and others living and working in the area. The Conservation Area belongs to its residents, as well as the whole community, and their priorities are reflected in these documents. It will depend on the support of the community to achieve its objectives.

The guidelines provide a single point of reference for the management of the area. It represents our shared commitment to conserve the special architectural and historic character, and to help manage sensitive new development and refurbishment where appropriate to successfully preserve and enhance the quality and character of the area. This guidance is intended to help home owners in understanding the character and significance of the Conservation Area and in submitting planning applications within this Conservation Area.

In addition to managing change and conservation in the Conservation Area, guidance is provided to support residents who would like to make a planning application to extend their home. Specifically, it contains guidance covering extensions to the roof and to the rear of residential properties.

In order to further assist residents with the planning application process, the Council has also prepared a Mansard roof Guidance Note. This borough-wide guidance contains information on the most relevant planning policies that the Council must consider when making decision on planning applications; further information on the historic roofs in Tower Hamlets; the elements of Mansard roofs and best practice advice on how you should approach the design of a new Mansard roof.

Guidance specific to mansard roofs in the Medway Conservation Area is provided in Appendix 3 of this document.

### 3.3 Policies relevant to the Conservation Area and how they are implemented

Any new development should have regard to national, regional and local planning policy.

- At the national level, the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) places a duty on Tower Hamlets to designate Conservation Areas in “areas of special architectural or historic interest”, and to formulate and publish proposals for the preservation and enhancement of its Conservation Areas. National planning policy for conserving and enhancing the historic environment is set out in National Planning Policy Framework (NPPF) Chapter 12 (paras 126–141) and guidance is provided in the National Planning Practice Guidance for conserving and enhancing the historic environment.
- At the regional level, Policy 7.8, Heritage assets and archaeology, of the London Plan (2016) states that, at a strategic level, ‘London’s heritage assets and historic environment, including ... conservation areas ... should be identified, so that the desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account’. And that ‘Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.’
- At the local level, the Local Plan of Tower Hamlets states that ‘the Council will protect and enhance the historic environment of the borough’. This is described in detail in Policy CP49 of the Core Strategy. In addition, applicants should note Policy CP46 to ensure that access issues are properly addressed in work carried out in a Conservation Area.

There are no statutorily listed buildings in the Conservation Area, but there is one locally listed building: Saxon Hall, 10 Saxon Road.

### 3.4 Opportunities for enhancement

It is the character of the area, rather than individual buildings, which the Conservation Area designation seeks to preserve and enhance.

However, there are minor improvements that could be made to the existing terraces within the residential part of this Conservation Area. While the structures themselves are intact, the terraces require some attention and renovation. The Council supports the retention and reinstatement of architectural features of the area.

This section provides guidance on opportunities for enhancement of the character and appearance of the Conservation Area which residents may consider. Furthermore, section 2.4 summarises the positive contributors to the character and appearance of the Conservation Area; the repair or reinstatement of which would represent public benefits as defined by the NPPF.

#### 3.4.1 Façade brickwork

Measures should be taken to ensure that further damage to the façade brickwork is avoided and to ensure that further application of the pebble-dash is not allowed (see section 2.3.5). Although cladding and rendering may seem quick solutions to maintenance and structural problems, they can create new problems, disguising what could later emerge to be major building defects. These are all irreversible steps. By hiding original details, such as window arches and string courses, a house can be completely altered, losing its traditional appearance.

The original pointing and mortar would have been lime putty based without cement. Modern cementitious mortars are not appropriate because this mortar is actually harder than the brickwork, whereas mortar should be softer than the brickwork. Projecting 'weather struck' pointing would not be original and should be avoided; the pointing should be flush with or slightly indented from the brickwork. It is important to use mortar to match the original and not any later replacements.



Examples of cementitious mortar.

### **3.4.2 Railings**

Since construction, many of the houses have lost their original iron railings along their front boundaries. Where original railings are missing, reinstatement should be considered positive in heritage terms, even if only for improved security. Railings should be of cast iron, painted black and leaded into a stone or concrete plinth. Low railings are appropriate: higher than 2m would detract from the character and appearance of the Conservation Area. In saying this, some houses appear never to have had railings and in these cases, it may not be appropriate to introduce them.

### **3.4.3 Cornices**

Where parapet level cornices are damaged or have been removed, efforts should be made to restore or reinstate them, to match the original. This would improve the rhythm and character of the terrace and therefore be considered a positive intervention to the Conservation Area.

### **3.4.4 Public realm**

Other opportunities for enhancement exist in the rationalisation of the street clutter, the encouragement of the street market, and community uses which allow people to meet. Care to ensure the appropriate maintenance will need to be considered.



### **3.5 Potential development**

The Council recognises that residents may wish to extend their houses to provide more accommodation; this section provides guidance on how best to manage the potential change (sheet no. 4 of Appendix 3 illustrates some of the roof extensions carried out in the Medway Conservation Area). It is important that any development is carried out with due regard for preserving or enhancing the character or appearance of the Conservation Area.

Historic England, in their guidance regarding alterations to the London terraced house 1660–1860, note the need to retain the structure, character and appearance of a building, and that proposals should not impair or destroy the overall shape and proportion of a house or detract from its historic character

#### **3.5.1 Roofs**

Appendix 1 is an Audit of the existing types of main roof (excluding the rear extension) which are located within the Medway Conservation Area. The Audit clearly illustrates that in most cases, the basic historic forms of the main roofs of the various terraces have survived, even where roof covering materials have been subject to change and/or other small scale changes have occurred.

Historic England's advice summarised above relates to a number of features but is particularly relevant when considering alterations to the roof form.

When assessing an application for a roof extension the following matters are taken into account:

- visibility and impact on the public realm;
- historical integrity (degree of change);
- the historical and architectural interest of the buildings concerned;
- the completeness of the group or terrace of houses concerned;
- the consistency and uniformity of the existing roofscape and its contribution to the character of the Conservation Area; and
- significance in terms of the Conservation Area.

Please refer to the illustrated guidance for roof extensions in Appendix 3. As shown in the drawings, there is no 'one size fits all' approach.

There is no precedent for flat-top Mansard roofs in traditional properties in the Conservation Area, but flat-top Mansards have been used on some modern properties. In cases where a proposed Mansard roof extensions is next to an existing flat-top Mansard it will usually be preferred that the proposed follow guidance for a traditional Mansard.

Appendix 3 provides guidance aimed at minimising harm and maximising public benefit from proposals for roof extensions.

#### **3.5.2 Rear extensions**

The scope for rear extensions to be altered is often greater than for roof extensions. There are large parts of the Conservation Area where rear elevations have less impact to the character and appearance of the Conservation Area. Where new extensions are not visible from the public realm their impact on the overall character and appearance of the Conservation Area is reduced.

However, the variety of rear extensions means that there is no standard solution and when putting an application together it will be important to consider, the consistency and rhythm of neighbouring properties, the existing rear building line and the particular character of the house. Appendix 2 is an audit of the existing types of rear extension which are located within the Medway Conservation Area.

When assessing an application for a rear extension the following matters are taken into account:

- visibility from street and impact on the public realm;
- historical integrity (degree of change);
- the historical and architectural interest of the buildings concerned;
- the consistency and uniformity of the existing group or terrace of houses concerned; and
- significance in terms of the character and appearance of the Conservation Area.

The impact of the proposals upon the amenity of neighbouring properties, the design, scale and materials are always important considerations when assessing proposals for a rear extension. An extension should always be subordinate to the main building.

Generally an extension to infill the side return will be acceptable. Ideally this should be a lighter weight structure, its features should respect the scale of those features on the existing building and ideally it will be set back from the rear wall of the existing extension so that the prominence of the historic building envelope is preserved.

A common form of extension requested is a wrap-around extension. This might also be acceptable, where the garden is of a suitable size, and where it is not visible from the public realm.

It is very important to note that all general planning policies apply as elsewhere in the Borough.

### **3.5.3 Shopfronts**

Roman Road is lined with shop fronts; this street is a lively component of the Conservation Area and there exists the opportunity to refurbish and upgrade the shopfronts along this thoroughfare. Insensitively designed shopfronts can harm the character and appearance of the Conservation Area, whereas a well-designed shopfront has the potential to increase the attractiveness of the building to which it is attached and the area as a whole, and potentially increase the commercial success of the shop and the area by increasing the appeal to shoppers. Alterations to original shopfronts should respect the design, detailing, material and architectural features of the traditional shopfront, and also the building itself.

### **3.6 Highways and transportation issues**

The quality of the streetscape, the surface materials, street furniture and other features can all be integral parts of the character of Conservation Areas. Any work carried out should respect this historic character. Anyone involved in development which impacts on public spaces should refer to the Council's Street Design Guide, Transport for London's Streetscape Guidance and Historic England's 'Streets for All' document. The ongoing cost of maintenance should also be considered carefully.

Due to the evolved nature of the area which is predominantly residential in character, it should be investigated whether any design strategies can be introduced to meet both residential and commercial parking needs. It is necessary to curtail the amount of on-street carparking, particularly the off-spill of Roman Road activity, along the surrounding residential streets. Cars parked on both sides of the local streetscapes have narrowed the road widths for moving

vehicular traffic. Options to reduce the traffic and to relocate commercial parking should be sought, in order to preserve and restore the residential character of the Medway Conservation Area.

Despite road markings and raised traffic islands/ kerbs, further measures to calm the traffic are required, through the introduction of speed humps at regular intervals. These are necessary along the longer roadways in the area, such as east-west running Antill Road and the north-south running Medway and Lyal Roads, to minimise the speeding traffic. Currently the oversized road markings on Medway Road and Antill Road, indicating a 20km speed limit, do not act as a deterrent for over-zealous drivers. Road markings and other highway infrastructure needs to be reapplied in a more sensitive and subtle way to significantly enhance the setting of the Medway Conservation Area.

Works by statutory services (gas, electricity, water etc.) have the potential to damage historic ground surfaces or ancient underground structures. Early consultation with the conservation team is encouraged for any works.

### **3.7 Trees, parks and open spaces**

There are no major parks or open spaces in the Medway Conservation Area, although there is a small pocket park, namely Selwyn Green, adjacent to Saxon Hall.

All trees in Conservation Areas are protected, and some trees are also covered by individual Tree Preservation Orders (TPO's). Notice must be given to the Council before works are carried out to any tree in the Conservation Area, and some works require specific permission. More information can be found in the Council's Guide to Trees, and on the Tower Hamlets website. Carrying out works to trees without the necessary approval can be a criminal offence, and the Council welcomes early requests for advice.

### **3.8 Equalities**

Valuing diversity is one of the Council's core values, and we take pride in being one of the most culturally rich and diverse boroughs in the UK. This core value has driven the preparation of this document and will continue to inform changes to this document in the future. These values will also inform changes to buildings and places where this document provides guidance to ensure inclusivity for all sections of the community.

This Character Appraisal and Management Guidelines will support the Council's aims:

- a strong spirit of community and good race relations in Tower Hamlets;
- to get rid of prejudice, discrimination and victimisation within the communities we serve and our workforce; and
- to make sure that the borough's communities and our workforce are not discriminated against or bullied for any reason, including reasons associated with their gender, age, ethnicity, disability, sexuality or religious belief.

Please contact us if you feel that this document could do more to promote equality and further the interests of the whole community.

### **3.9 Publicity**

The existence of the Conservation Area will be promoted locally to raise awareness of current conservation issues and to invite contributions from the community.

### **3.10 Consideration of resources needed to conserve the historic environment**

The most effective way to secure the historic environment is to ensure that buildings can continue to contribute to the life of the local community, preferably funding their own maintenance and refurbishment. Commercial value can be generated directly from the building, through its use as a dwelling or office, or through its role in increasing the attractiveness of the area to tourists and visitors. However, it should be noted that economic reasons alone will not in themselves justify the demolition or alteration of a building in a Conservation Area. The Council will consider grant aid to historic buildings and places.

In order to meet today's needs without damaging the historic or architectural value of a building, a degree of flexibility, innovation and creative estate management may be required.

### **3.11 Ongoing management and monitoring change**

To keep a record of changes within the area, dated photographic surveys of street frontages and significant buildings and views will be made every five years. Also, public meetings will be held every five years to maintain communications between all stakeholders and identify new opportunities and threats to the Conservation Area as they arise.

The Council recognises the contribution of the local community in managing Conservation Areas, and will welcome proposals to work collaboratively to monitor and manage the area.

In addition, the Borough's Annual Monitoring Report, prepared for the emerging Local Plan, will assess progress on the implementation of the whole Local Development Scheme, including policies relevant to conservation.

### **3.12 Enforcement strategy**

Appropriate enforcement, with the support of the community, is essential to protect the area's character. The Council will take prompt action against those who carry out unauthorised works to listed buildings, or substantial or complete demolition of buildings within a Conservation Area. Unauthorised work to a listed building is a criminal offence and could result in a fine and/or imprisonment. Likewise, unauthorised substantial or complete demolition of a building within a Conservation Area is also illegal. It is therefore essential to obtain Conservation Area or Listed Building Consent before works begin.

Planning applications for alterations that would not preserve or enhance the character or appearance of the Conservation Area will normally be recommended for refusal.



### **3.12.1 Article 4 Directions**

Article 4 Directions are a process through which change within the Conservation Area can be positively managed.

The Council will enforce conservation law wherever necessary, and will consider the introduction of Article 4 Directions. An Article 4 Direction is a direction under Article 4 of the General Permitted Development Order which enables the local planning authority to withdraw specified permitted development rights across a defined area. (Permitted development rights are a national grant of planning permission which allow certain building works and changes of use to be carried out without having to make a planning application.) This would bring these types of development within the control of the planning process.

The Council will investigate an Article 4 Direction to protect against:

- i. changes to door surrounds;
- ii. changes to existing sash windows with wooden frames;
- iii. changes to existing canted bay windows;
- iv. changes to window stucco surrounds;
- v. removal of stucco cornice on the front elevation;
- vi. change to roof coverings and demolition of or alteration to chimneys;
- vii. the addition of a porch on the front elevation;
- viii. demolition of existing iron railings to the front boundary;
- ix. the painting or covering of previously unpainted and uncovered brickwork of a dwelling house or a building within the curtilage.

Where proposed works *will repair or reinstate* features that have been identified as positive contributors to the character or appearance of the Conservation Area, they will be considered to contribute to the 'public benefits' (as identified by the NPPF) of a scheme, subject to appropriate detailing, materials and methodology.

### **3.13 Outline guidance on applications**

Before carrying out any work in this area, you may need to apply for planning permission even for minor work such as replacing railings, as well as others for work such as felling trees.

When planning applications in a Conservation Area are decided, the local planning authority has a duty under the Planning (Listed Buildings and Conservation Areas) Act 1990 Section 72 to pay special attention to the desirability of preserving or enhancing the character or appearance of the Conservation Area. The character of Medway Conservation Area is described in detail in the Appraisal in the first part of this document.

In the Medway, as in other Conservation Areas, planning controls are more extensive than normal. Consent is required to demolish any building, and a higher standard of detail and information is required for many applications.

The exact information required will vary with each application, but in general applications must include:

- A clear design statement explaining the reasons behind the design decisions;
- Contextual plans, sections and elevations of existing buildings;

- Drawings, including construction details, produced at larger scale (eg. 1:50 or 1:20) clearly indicating the nature of the work proposed;
- Additional detail regarding materials and construction; and
- Photos of the condition of existing building (including details where appropriate).

More details are available on the Tower Hamlets website. If in any doubt, the Council welcomes and encourages early requests for advice or information.

It is advisable to speak to the Council's Duty Planner before submitting an application. The Council runs a pre-application service which you may wish to use. Details are available on the Council's website.

### 3.15 Further reading

*The Buildings of England (London 5: East)*. Cherry, O'Brien and Pevsner.

### 3.16 Contact information

The Council encourages and welcomes discussions with the community about the historic environment and the contents of this document. Further guidance on all aspects of this document can be obtained on our website at [www.towerhamlets.gov.uk](http://www.towerhamlets.gov.uk) or by contacting:

Tel: 020 7364 5009

Email: [placeshaping@towerhamlets.gov.uk](mailto:placeshaping@towerhamlets.gov.uk)

This document is also available in Libraries, Council Offices and Idea Stores in the Borough.

For a translation, or large print, audio or braille version of this document, please telephone 0800 376 5454. Also, if you require any further help with this document, please telephone 020 7364 5372.

Also, you may wish to contact the following organisations for further information:

Mile End Old Town Residents Association

Historic England [www.historicengland.org.uk](http://www.historicengland.org.uk)

The Georgian Group [www.georgiangroup.org.uk](http://www.georgiangroup.org.uk)

Victorian Society [www.victorian-society.org.uk](http://www.victorian-society.org.uk)

20<sup>th</sup> Century Society [www.c20society.org.uk](http://www.c20society.org.uk)

Society for the Protection of Ancient Buildings [www.spab.org.uk](http://www.spab.org.uk)

Appendix 1: Roof types map





## Appendix 2: Rear extensions audit

### Conservation Area : Medway - Rear Extensions Audit



### **Appendix 3: Design principles for roof extensions**

# Mansard Roof Guidance

## Appendix 3 Introduction

### Design Guidance for mansard roof extensions

In order to extend properties at roof level in the Conservation Area, it would be necessary to remove the original London Roofs. It is considered that the removal of original roofs and the addition of mansard roofs could have a potential harm on the character of the streetscape, particularly in the short-term, especially if mansards are implemented in an ad-hoc manner, but this could potentially be mitigated and balanced in the following ways:

- There is potential for householders to incorporate improvements to their property such as the reinstatement of lost architectural features, which if carried out to a high quality using materials and workmanship to match the original, could provide public benefit to enhance the terraces
- Adopting a consistency of design for mansard roof extensions could look cohesive and if adopted over a group of houses or a whole terrace this would change the character but would not necessarily harm it

The design guidance on the following sheets illustrates the steps that are considered to be necessary to provide a consistency of design for new mansard roofs in order to minimize impact and enhance the character of the streetscape as much as possible.

The guidance has been prepared in the form of illustrated sheets, starting with an assessment of the architectural characteristics of the houses and the character of the streetscape. The impact of installing mansard roofs within the Conservation Area has been assessed using three-dimensional computer aided design. The guidance provides a prototype design that is based on a typical mid-terrace house. Three options were prepared to compare the shape and form of mansard roofs and assess their impact on the streetscape. Option 1a was considered to have the least impact and was taken forward as the proposed prototype design.

Guidance is given on the items that would be assessed by LBTH for a planning application for a mansard extension, including materials, dimensions and details. End-of-terrace, corners and the back of properties are also addressed. Guidance is also given on the opportunities for reinstatement of lost features that would be encouraged as potential mitigation of any perceived harm.

Outline guidance is also provided on structure, building regulations and construction in order to give some guidance on the main issues that would need to be addressed by designers and householders wishing to progress a mansard roof proposal. Every house would need to be assessed individually and the guidance is not exhaustive, but it is intended to provide background information and general information for key items that would need to be considered. The drawings included in this guidance document are diagrammatic only and are used to illustrate general principles. The guidance sheets and drawings are not intended to be used purposes of construction. Older buildings need to be evaluated individually to assess the most suitable form of construction based on a wide variety of possible variables. The London Borough of Tower Hamlets, Kennedy O'Callaghan Architects and Alan Baxter Ltd. do not accept liability for loss or damage arising from the use of this information.

### List of Design Guidance Sheets

01	Architectural characteristics of the Conservation Areas (Driffield Road and Medway)
02	Architectural features of the Conservation Areas (Driffield Road and Medway)
03	Streetscape in the Conservation Areas (Driffield Road and Medway)
04	Precedence for mansard roofs in Tower Hamlets
05	Typical house configuration
06	Option 1 Double-pitch mansard roof
07	Option 1a Double-pitch mansard roof (Revision A)
08	Option 2 Flat-top mansard
09	Comparison: Option 1, 1a and Option 2
10	Design Guidance - Mansard set back
11	Design Guidance - Integrity of the Conservation Area
12	Design Guidance - Chimney stacks
13	Design Guidance - Rainwater downpipes
14	Design Guidance - Dormer windows
15	Design Guidance - Retain distinctive 'V' of London roof to rear
16	Design Guidance - End-of-terrace properties
17	Design Guidance - Rear of end-of-terrace properties
18	Design Guidance - Solar panels
19	Design Guidance - Individual treatment to rear slope of mansard
20	Design Guidance - Construction steps 1
21	Design Guidance - Construction steps 2
22	Design Guidance – Typical Second Floor Plan
23	Design Guidance - Building Regulations
24	Design Guidance - Head height in stairwell
25	Design Guidance - Structure
26	Design Guidance - Height constraints
27	Design Guidance - Materials

# Mansard Roof Guidance

## Appendix 3 Summary Design Guidance for mansard roof extensions

### Purpose of guidance

The design guidance will help householders achieve consistency of design for mansard roof extensions in the Conservation Area. This was considered to be important to residents who attended the three public consultation events held in July to September 2016 and was further reinforced in the feedback received. Adopting a consistency of design for mansard roof extensions could look cohesive and if adopted over a group of houses or a whole terrace this would change the character but would not necessarily harm it, whereas inconsistent uncontrolled roof extensions could create significant harm.

### Potential for reinstatement of lost features

The guidance illustrates the potential for householders to incorporate improvements to their property, such as the reinstatement of lost architectural features, which if carried out to a high quality, using materials and workmanship to match the original, could provide public benefit by enhancing the Conservation Area.

### Guidance sheets summary

Sheets 1-3 of the Design Guidance address the architectural qualities of the streetscape and describe the features that enhance the character of the Conservation Area. This information would be relevant for applicants preparing a Design and Access Statement to accompany planning applications for mansard roofs.

Sheet 4 illustrates some existing mansard roofs in the borough and identifies their characteristic features.

Sheet 5 illustrates a typical mid-terrace house, using three-dimensional computer aided design. The assumptions on which the typical house is based are explained. The typical house was the base drawing on which a prototype design for proposed mansard roofs was developed. This allows a comparison of options, to explore the preferred shape and form and to assess their impact on the streetscape.

Sheets 6-8 illustrate different mansard configurations: option 1, 1a and 2. Option 1 is a traditional mansard roof set close to the line of the parapet wall to provide as much accommodation as possible within the mansard. Option 1a sets the roof back from the parapet wall. Option 2 is a flat topped mansard.

Sheet 9 compares the three options and illustrates the impact of each option when viewed from the street. Options 1 and 2 appear to have the least effect on the streetscape when looked at in elevation, but when assessed in three dimensions and viewed from the street and from the houses opposite, Option 1a was considered to have the least impact and to appear the most subservient to the host building. The pitches and set-back are in accordance with Historic England guidance. Option 1a was therefore taken forward as the proposed prototype design.

Option 1a is considered to be set back adequately to allow two dormers to be constructed on the front slope, and still to look suitably subservient to the host building. However each street varies slightly and this may have to be appraised street by street to ensure that the proposed dormers do not appear to dominate the façade. Further guidance on set-back is given on sheet 10 and guidance on dormers is given in Sheet 14.

Sheets 10-19 provide guidance on the items that would be assessed by LBTH for a planning application for a mansard extension, including materials, dimensions and details, chimneys and rainwater pipes. End-of-terrace, corners and the back of properties are also addressed. The design guidance illustrates the steps that are considered to be necessary to provide a consistency of design for new mansard roofs in order to minimize impact and enhance the character of the streetscape as much as possible.

Sheets 20-21 provide outline guidance on construction so that householders considering a mansard extension can understand the scope of work, sequence of construction and items to consider.

Sheet 22 shows a typical mansard floor plan, to illustrate how it might be laid out to include a bedroom with en-suite bathroom and typical room sizes that might be achieved.

Sheets 23-25 show the technical considerations including guidance on structure, building regulations and construction in order to give some guidance on the main issues that would need to be addressed.

Sheet 26 gives guidance on the proposed setting out dimensions that would allow consistency throughout the Conservation Area and the appearance of the mansard roofs to be subservient to the host building.

Sheet 27 gives guidance on materials. This also identifies some of the opportunities for reinstatement of lost features that would be encouraged as potential mitigation of any perceived harm.

### Variations and exclusions

The design guidance is not prescriptive for all properties because it is acknowledged that there are variations from street to street, terrace to terrace and house to house. Appendix 4 provides a map to indicate which properties have been excluded from the guidance as they are atypical. Every house would need to be assessed individually and the guidance is not exhaustive, but it is intended to provide background information and general information for key items that would need to be considered.

### Note on guidance documents

The drawings included in this guidance document are diagrammatic only and are used to illustrate general principles. The guidance sheets and drawings are not intended to be used purposes of construction. Older buildings need to be evaluated individually to assess the most suitable form of construction based on a wide variety of possible variables. The London Borough of Tower Hamlets, Kennedy O'Callaghan Architects and Alan Baxter Ltd. do not accept liability for loss or damage arising from the use of this information



## Architectural characteristics of the Conservation Areas (Driffield Road and Medway)

The following features are positive attributes of the Conservation Areas -

- Continuous line of parapet wall to conceal London roofs
- Cornice (decorative moulding on parapet)
- Mouldings or brick borders to first floor windows
- Timber sash windows with delicate glazing bars
- Embellished architraves to recessed front doors
- Decorative mouldings or bay window to ground floor
- Cast iron railings on stone plinth
- Cast iron metal window guards

The photographs below show that one or more of these characteristics has been lost from each of the properties illustrated

There is an opportunity to reinstate lost features when proposing a mansard roof extension





## Architectural features in the Conservation Areas (Driffield Road and Medway)

The character of the terraces is enhanced by the original mouldings and these vary from terrace to terrace. The variation in architectural detail from terrace to terrace is characteristic, but the consistency of approach in each terrace or group of houses provides coherence. In some houses the mouldings have been removed, especially the projecting cornices, and in some cases the render band has also been removed or re-built with a plain brick parapet. This can detract from the character and integrity of the Conservation Area.

The reinstatement of missing original features is encouraged. This needs to be carried out using high quality materials and workmanship to match the original details. Reinstatement of lost cornices may help to unify terraces, especially if mansard roof extensions are proposed, and cornices can help to make the mansard roof extension appear less dominant.





# Streetscape in the Conservation Areas (Drifffield Road and Medway)

## Character and streetscape

- The continuous line of the parapet walls generates striking and uniform views
- The age, design and height of properties is generally consistent across terraces but varies slightly from road to road



Zealand Road



Vivian Road



Zealand Road



Lyal Road

## Group of houses

- The continuity of forms, such as window and door spacing, provides a rhythm to the terrace
- The continuity of the cornice ties the whole terrace together visually
- In some cases the cornice has been removed and this lessens the continuity of the terrace



Grove Road



Chisenhale Road

## Corner properties

- The distinctive V form of the London roof is clearly visible on corner properties and provides variety of form at the rear of properties



Medway Road



Lyal Road



## Precedence for mansard roofs in Tower Hamlets

There are examples of traditional Mansard roofs in the borough, often with the following characteristics:

- Double pitch roofs, with lower roof steeply pitched at approximately 70° and upper roof pitched at approximately 30°
- Parapet walls of brick-on-edge with clay creasing tiles extend above the roof line to provide a fire break between properties
- Brick chimney stacks with clay chimney pots, approximately 1 metre above line of pitched roof, and stepped lead flashings
- Continuous line of parapet wall, originally with decorative cornices, to conceal London roofs
- Gutters concealed behind parapet walls often draining to rear of properties
- Mansard roof is carefully proportioned to be subordinate to the main building
- Single or double dormer windows are subordinate to windows on the floors below
- A variety of gable treatments including half-hipped mansards, hipped mansard and mansard profiled gable walls
- Traditional slate roofs with lead flashing at the change of pitch, clay ridge tiles and stepped lead flashings to the party walls

Modern Mansard roofs on Roman Road E3 are often flat-topped, roofed in cement slates, with rain water pipes fixed to the front of the properties



Traditional mansard roofs on the corner of Mile End Road and Tredegar Square E3



Traditional mansard roofs on Mile End Road E3



Rear of traditional mansard roofs on Mile End Road E3



Flat-topped mansard roof on Roman Road E3



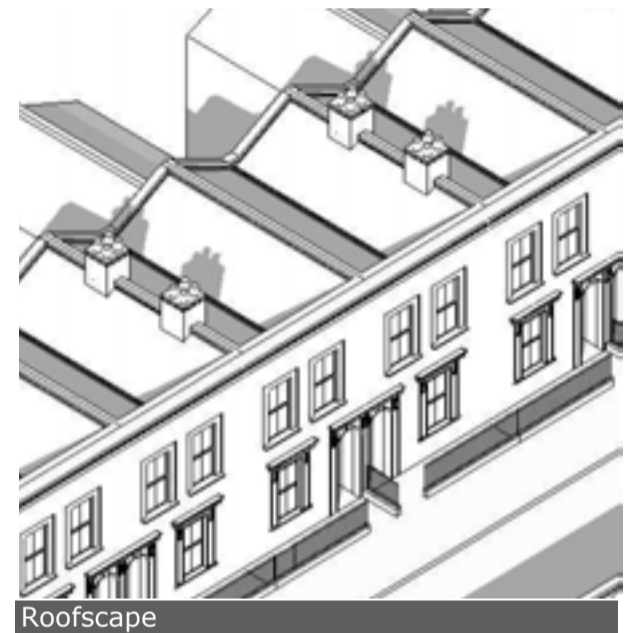
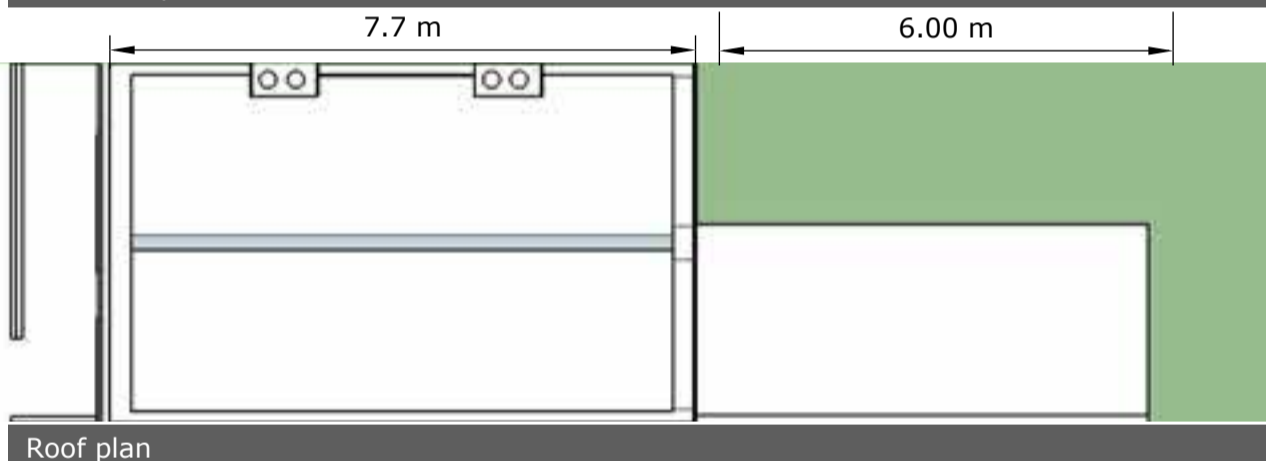
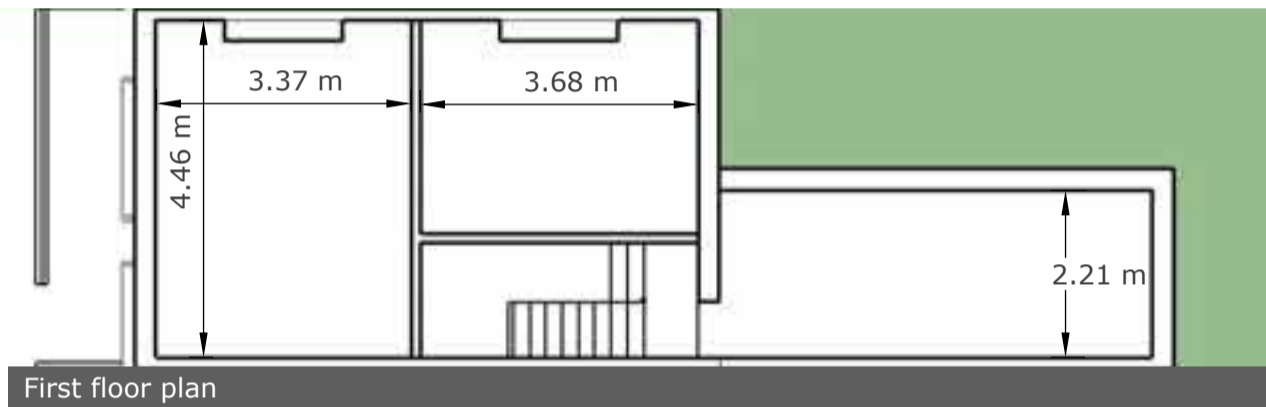
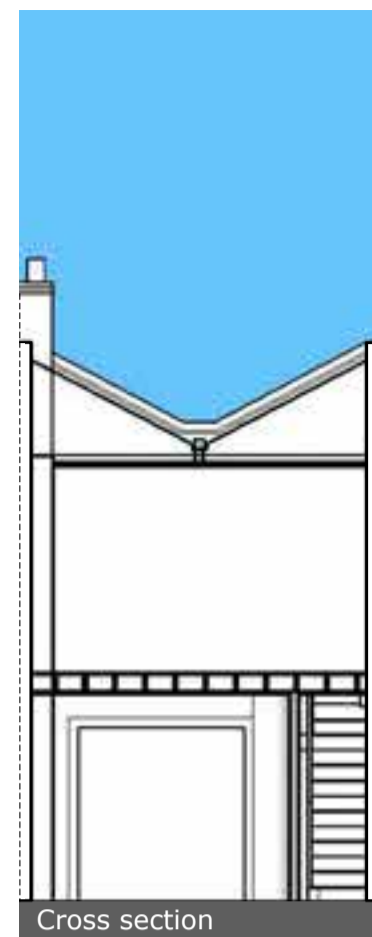
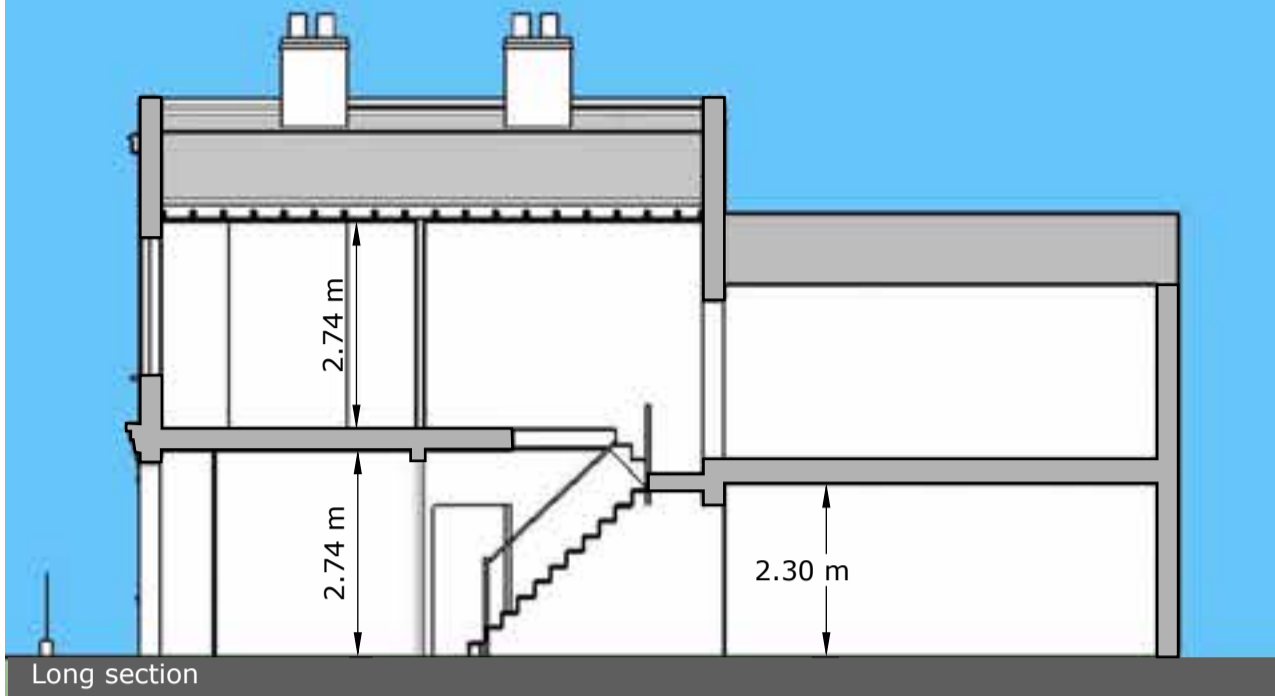
Mansard roof extensions on Morgan Street E3



Mansard gable on Tredegar Terrace E3



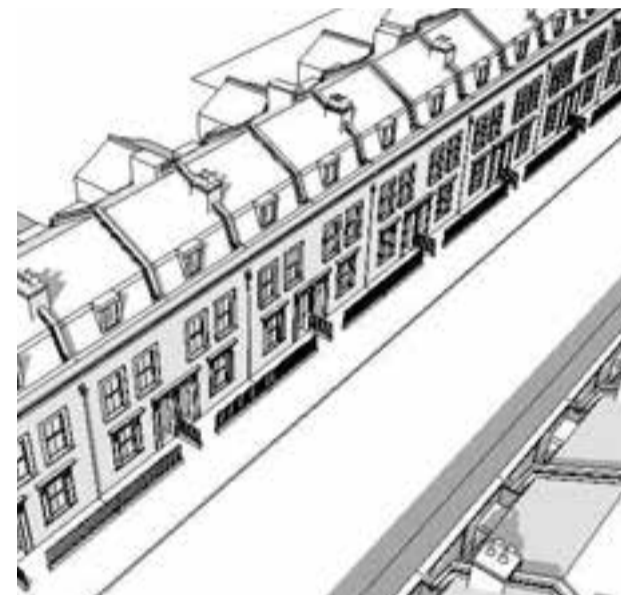
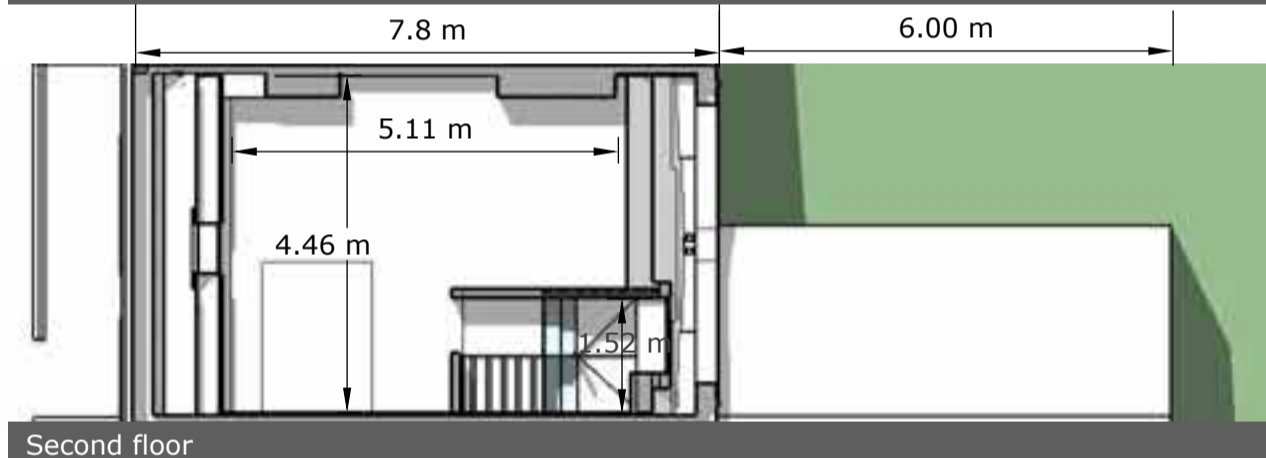
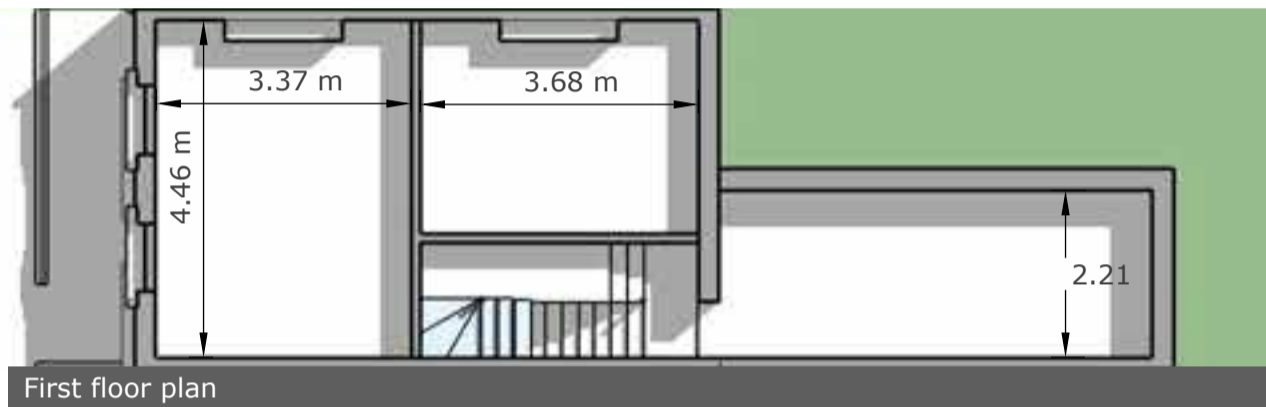
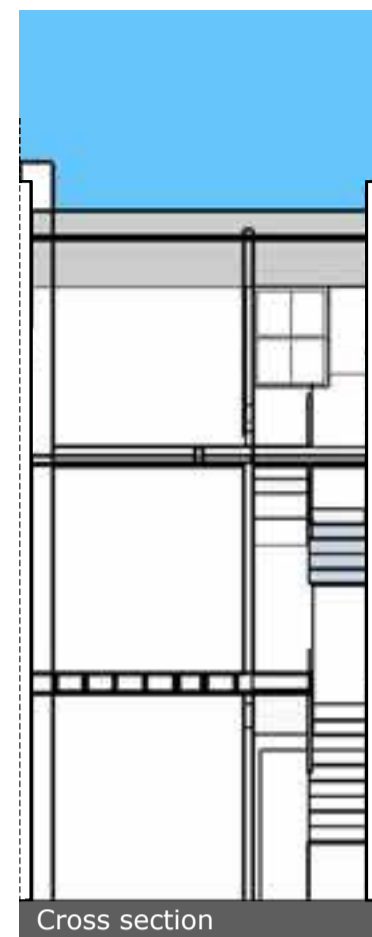
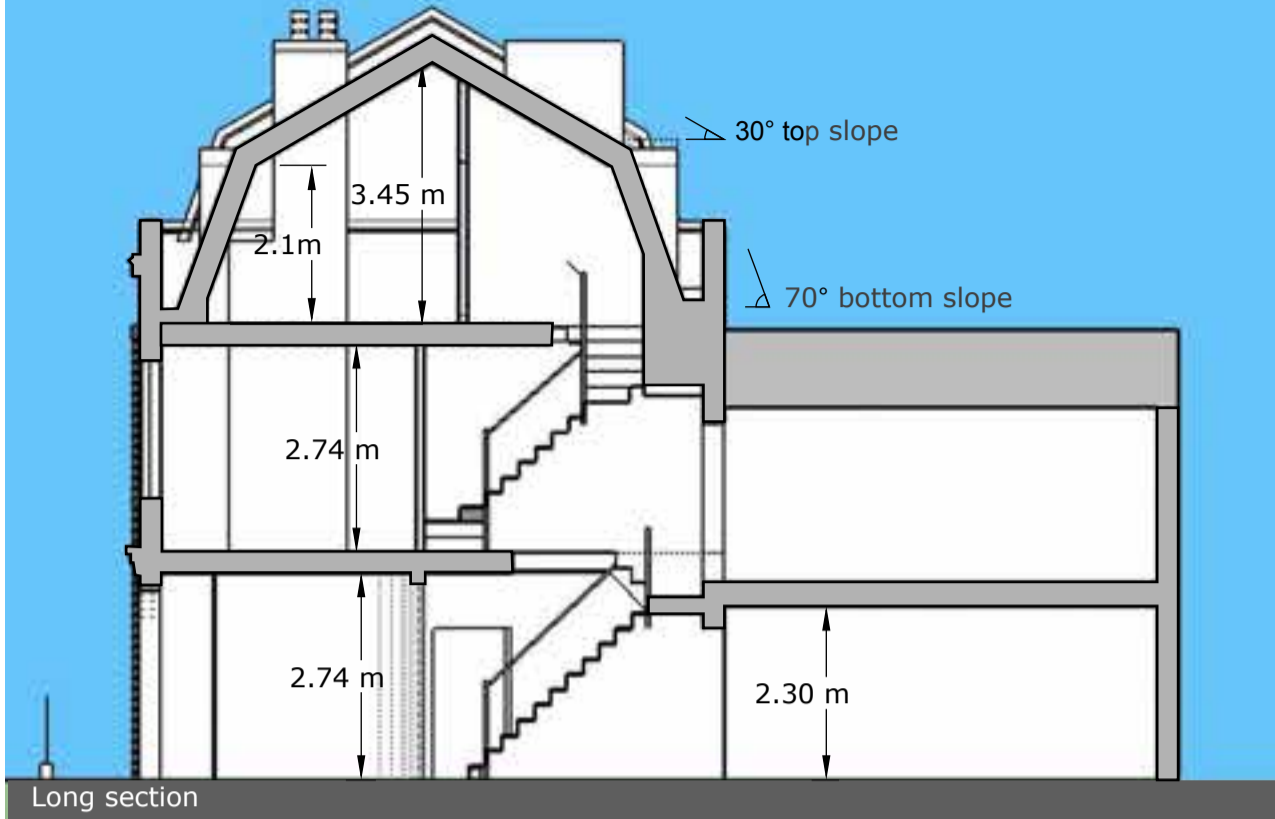
## Typical house configuration



### Typical house configuration in the Medway and Driffield Road Conservation Areas

- The typical house is 2 storey as 70% of houses are 2 storey
- The roof is a London roof (butterfly) as 84% of houses have London roofs
- The house is mid-terrace because 91% of properties are mid-terrace
- The front is 4.89m (16') wide, from centre to centre of party walls, as this is the average width of properties
- The front block is 7.7m (25'6") deep from external wall to external wall as this is the average depth
- The rear return is 6m long. Returns vary from 4 meters to 8 metres across the conservation areas
- The house has 2 chimney stacks in the front block as this is the most predominant configuration
- The typical ceiling height in the front room is 2.74m (9')

## Option 1 Double-pitch mansard roof



### Assumptions:

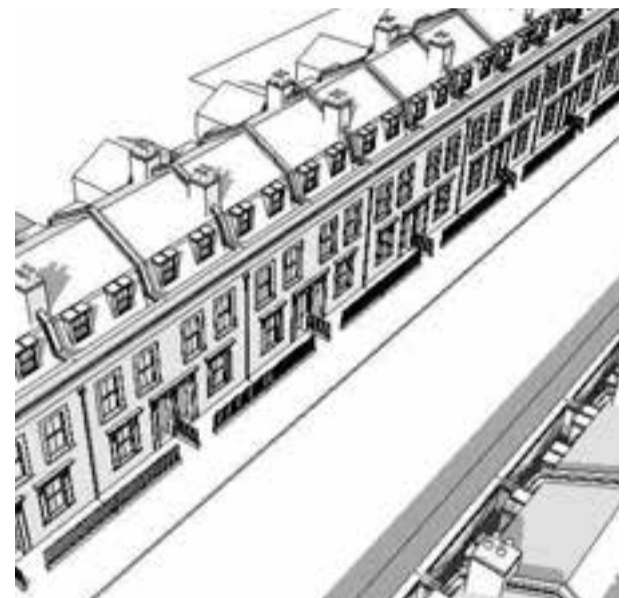
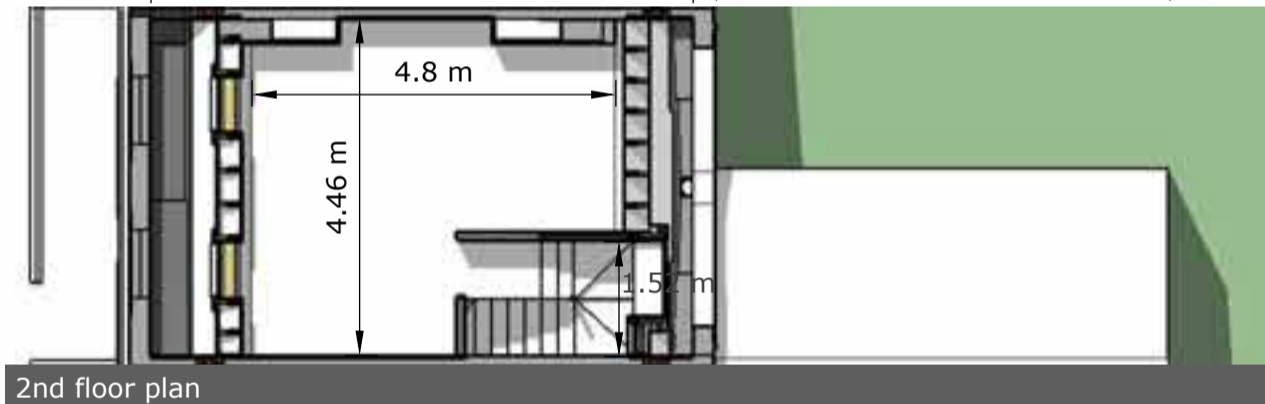
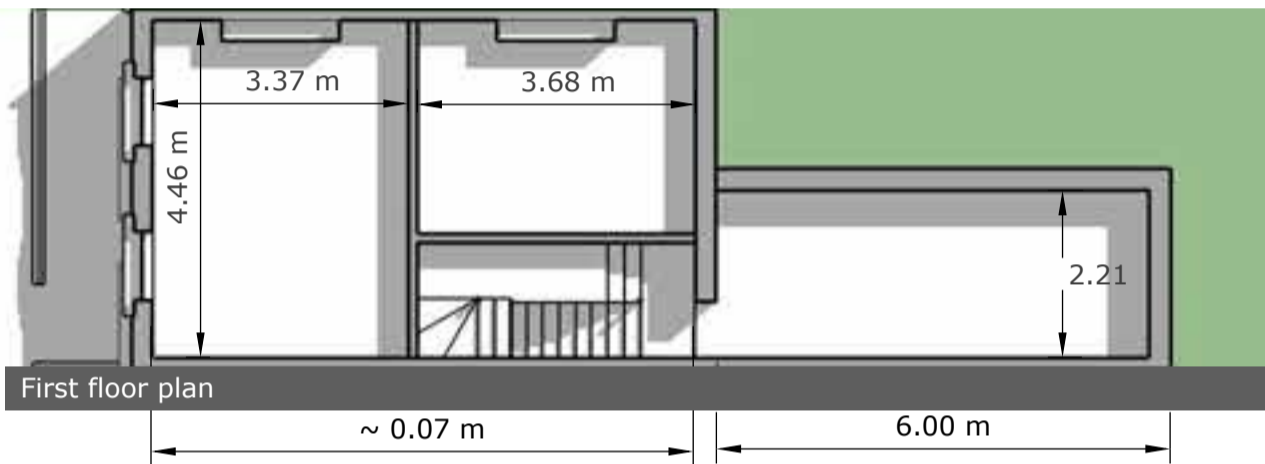
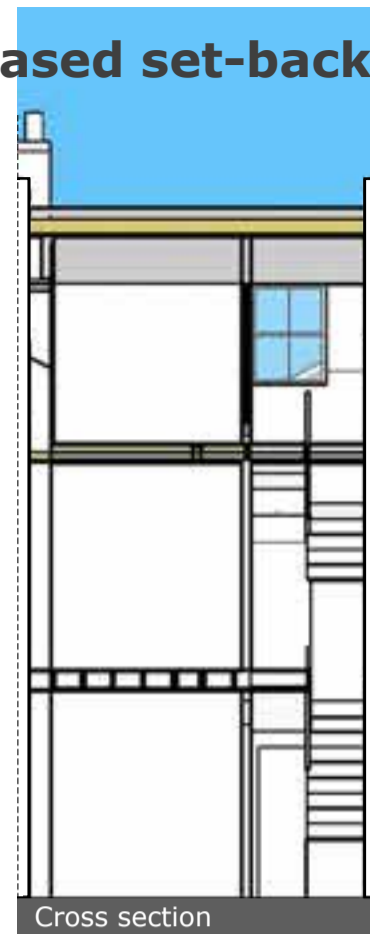
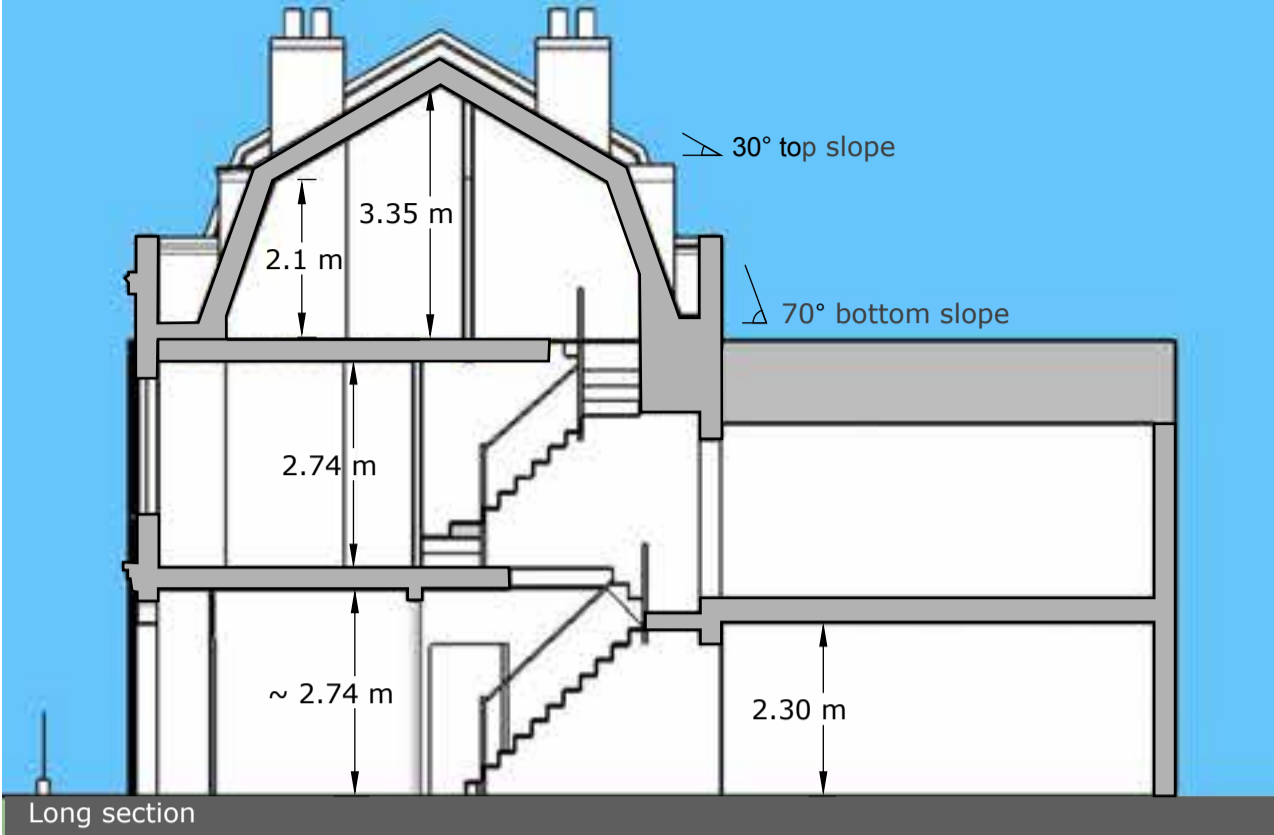
- Retain existing ceiling in first floor bedrooms (assuming temporary roof is installed)
- Construct lower roof pitched at 70 degrees, construct upper roof pitched at 30 degrees
- Place gutters behind parapet walls at front and rear
- Install rainwater down pipes on front façade subject to checking feasibility
- Construct staircase to comply with Part K of the Building Regulations with respect to pitch, going and headroom
- Construct lead chequered dormers front and rear

### Outcome:

- 2nd floor area = 18.5m<sup>2</sup> (199 ft<sup>2</sup>)
- Impact on streetscape: Mansard roof is too dominant in relation to the original building. The extension would be less dominant if the set-back were increased Refer to Option 1a on Sheet 7



# Option 1A Double-pitch mansard roof with increased set-back



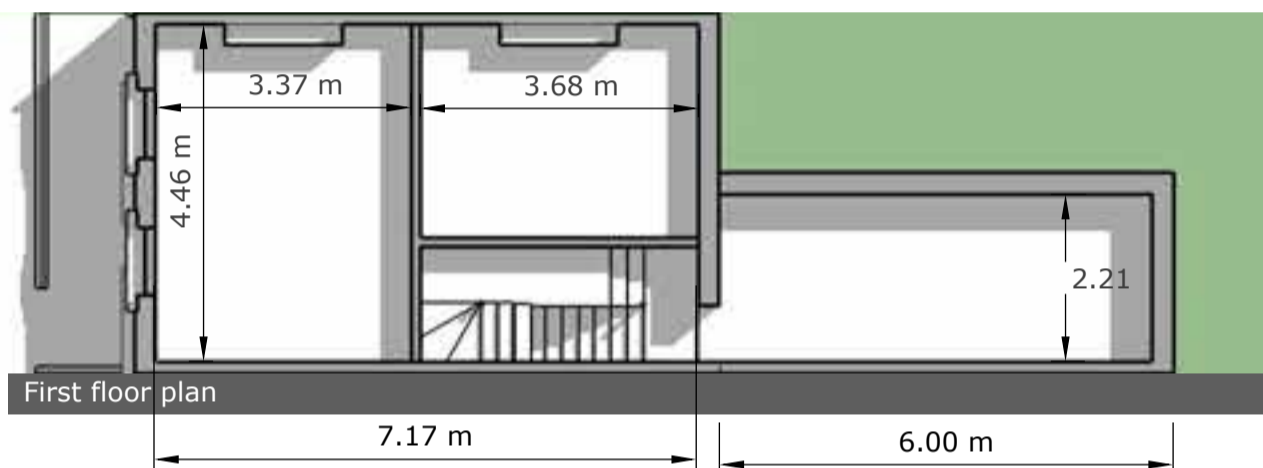
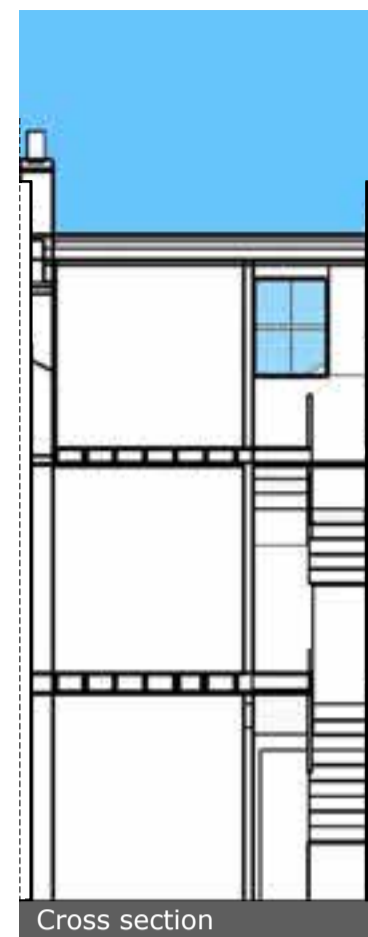
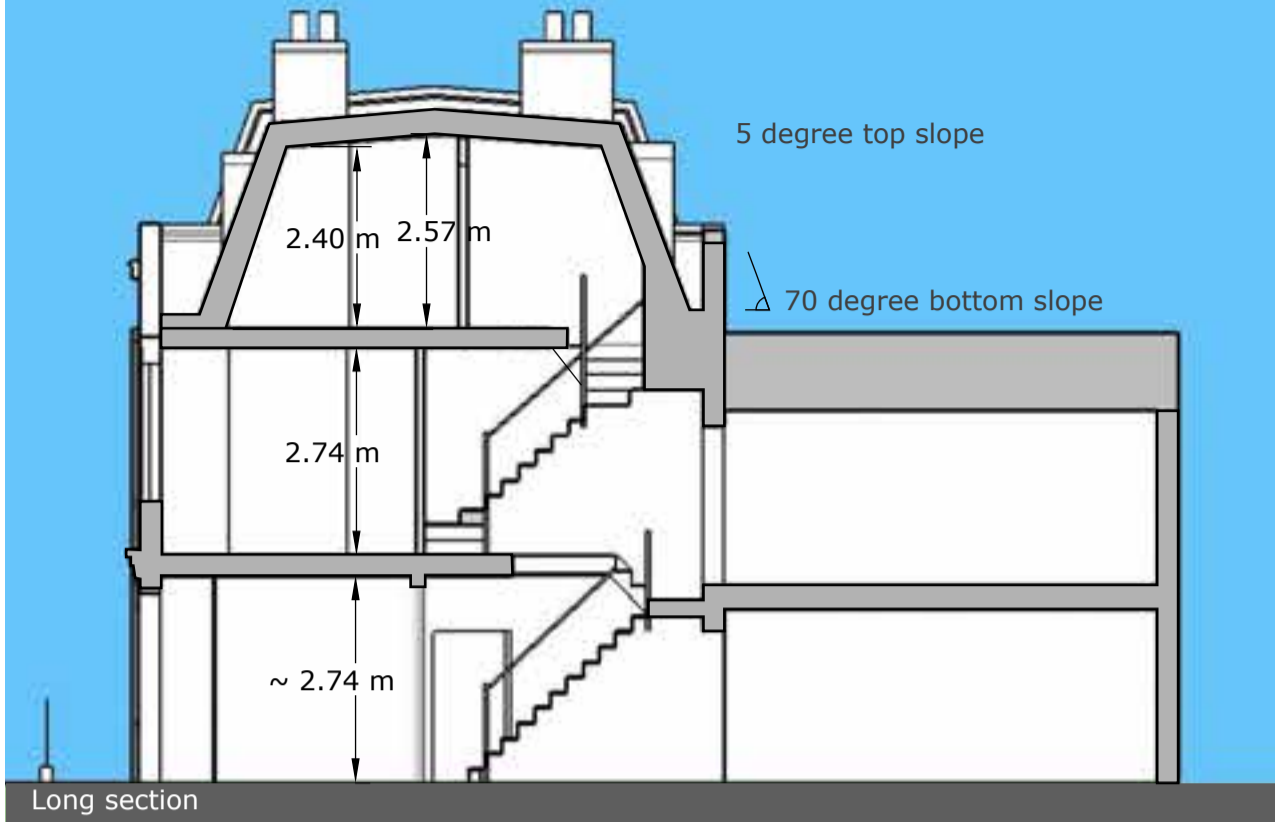
## Assumptions:

- Increase set-back (by 300mm compared to Option 1)
- Retain existing ceiling in first floor bedrooms (assuming temporary roof is installed)
- Construct lower roof pitched at 70 degrees, construct upper roof pitched at 30 degrees
- Place gutters behind parapet walls at front and rear
- Install rainwater down pipes on front facade
- Construct staircase to comply with Part K of the Building Regulations with respect to pitch, going and headroom
- Construct lead chequed dormers front and rear

## Outcome:

- 2nd floor area = 17.3m<sup>2</sup> (186 ft<sup>2</sup>)
- Impact on streetscape: With the increased set-back the Mansard roof is less dominant in relation to the original building
- With an increased set-back double dormers may be appropriate as they still appear subservient to the host building whilst providing better amenity than a single dormer

## Option 2 Flat-top mansard



### Assumptions:

- Construct lower roof pitched at 70 degrees, construct upper roof pitched at 5 degrees
- Place gutters behind parapet walls at front and rear
- Install rainwater down pipes on front façade subject to checking feasibility
- Construct staircase to comply with Part K of the Building Regulations with respect to pitch, going and headroom
- Construct lead chequed dormers front and rear with single dormer to front

### Outcome:

- 2nd floor area = 17.3m<sup>2</sup> (186 ft<sup>2</sup>)
- With a flat-top mansard the height of the ridge is lower, while the front slope is higher, when compared to Option 1. This increases the apparent bulk when seen from the street or from the windows opposite (refer to comparative elevations, Sheet 9)



# Comparison: Option 1, Option 1a, and Option 2

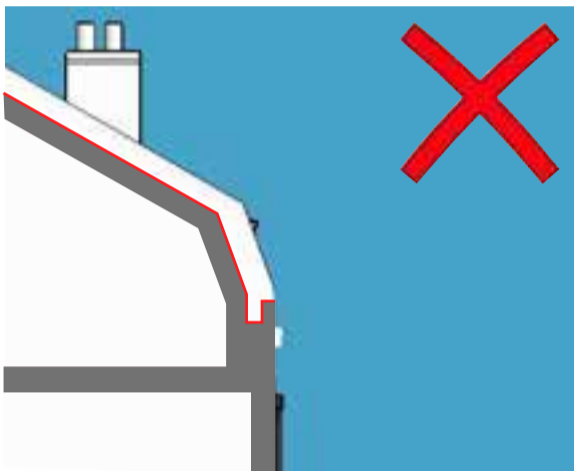


## Design guidance Mansard set back

The terraces in the Conservation Area were not designed with mansard roofs, therefore mansard roof extensions should be subordinate in size and scale so as to protect the design integrity of the original house.

Each property should follow the guidance to maintain consistency.

The mansard roof should be set back from the front facade to reduce its prominence and make it subordinate to the original building.



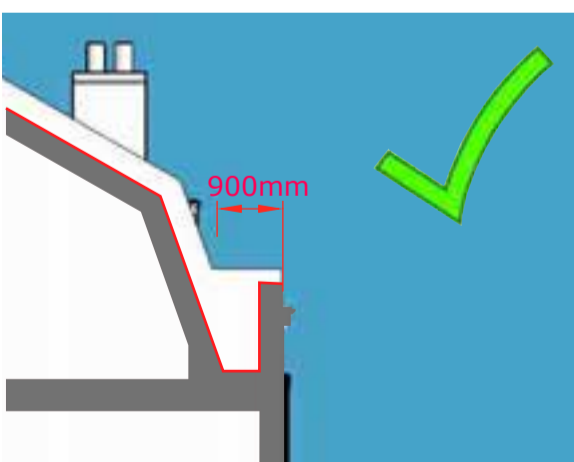
Mansard with minimum set-back



Mansard with minimum set-back to allow for gutter behind parapet wall

A notable and important feature of the Conservation Area is the consistency of the streetscape. This consistency would best be conserved if new mansard roof extensions were to follow the same set-back rules from one house to the next.

This can be controlled by providing a consistent set-back from the front facade to the pitch line of the party wall and maintaining a consistent pitch. For further information on setting out see Sheet 26.



Mansard with larger set-back



Mansard with larger set-back behind parapet wall



# Integrity of the Conservation Area

There is precedence in Tower Hamlets for the addition of mansard roof extensions to a whole terrace of houses.

In Morgan Street E3 and York Square E14 a unified approach was taken to the design of the mansard roof extensions using traditional materials such as natural slate, lead, stock bricks and painted softwood sash windows.



Unified approach on Morgan Street E3



A unified approach to design was adopted when mansard roof extensions were added to York Square E14

The integrity of the Conservation Area can be retained if a uniform approach to construction is implemented, following a set of rules with respect to set-backs, roof materials and pitches, construction and placing of dormers, construction and sharing of rainwater pipes, chimney height and the quality of materials and craftsmanship used.

The design guidance for mansard roofs sets down the key issues and addresses constraints and opportunities for consistency, but it would need to be reviewed to check how it can apply to individual streets and groups of houses to cater for local variations.



Unified approach



The street would maintain a unified appearance if every roof extension followed the same design



## Design guidance Chimney stacks

The chimney stacks make an important contribution to the character of the Conservation Area. They should not be capped off when constructing a mansard roof extension, they should be extended to match the original detailing.

Traditional clay pots should be re-used where possible or renewed to match the original, set in flaunching and flashings should be stepped lead flashings to match the original detail.



Rear view of end of terrace



Mansard extension with capped off chimney stacks

The existing chimney stacks make a subtle contribution when viewed from the street, except on the corners where the rear of end of terrace properties are clearly visible.

Chimneys will make more of a contribution to the streetscape with a mansard roof extension as the stack will need to be raised 1 metre above the line of the pitched roof to comply with building regulations. Flues and any existing flue liners or parging should be raised including those of neighbours where required. This work will require party wall consent.

Flues and vents should not be visible on the front slope.



Chimney stacks visible from street



Mansard extension with raised chimney stacks



# Design guidance

## Rainwater downpipes

The terrace houses in the Conservation Area are mirror imaged, with paired front doors.

The guidance assumes that rainwater pipes would be on the front of properties to avoid internal pipework runs, but this is subject to checking feasibility of connecting to the existing drainage which would have to be checked by the designer.

Rainwater downpipes (RWPs) should be in cast iron, positioned on the boundary away from the front door. This is the only feasible location for properties with a basement area adjacent to the entrance door. Stucco mouldings would also complicate routing an RWP next to the front door, or where there is a decorative doorcase.

RWPs and hoppers should be shared to avoid doubling up on every other boundary and should align, to provide consistency on each terrace.

The construction of a mansard roof will require building owners to make alterations to the full thickness of the party wall. Owners should ask neighbours to provide written consent for alterations to the Party Wall and the introduction of rainwater pipes. The Party Wall Etc. Act 1996 grants rights to a building owner to carry out works to the party wall and provides a mechanism for neighbours and Party Wall Surveyors acting on their behalf, to agree to the scope of work. This scope should include agreement on sharing RWPs.



Co-ordinated design treatment for RWPs in York Square E14



The guidance given above assumes that rainwater drainage can be provided to the front of the property but this would have to be checked with the water authority and the costs for drainage connections and all relevant permissions would have to be included in the cost of a mansard roof extension

# Design guidance

## Dormer windows



Guidance on single or double dormers:

By virtue of there being just one window a single dormer can help to make the mansard roof extension subordinate to the original building.

Double dormers can also allow the mansard extension to be subordinate to the original building if set back sufficiently far from the facade. Refer to Sheet 10.

Dormers should be subservient to the first floor windows; the window and surround should be narrower.

In order to maintain consistency of design across the Conservation Area, dormers should be clad in lead on the roof and cheeks. The front face should have white painted timber surrounds of consistent thickness and the entire dormer cheek should not exceed 180mm as indicated on the images. In order to achieve the narrow profile it may be necessary to reduce the insulation on the dormer and increase the insulation in the roof to compensate, to meet building regulations.

Windows should be traditional timber sliding sash windows painted white. Metal or UPVC windows are not considered appropriate. Double glazed units can be appropriate for new mansard roofs provided that the glazing unit is slimline and the profiles should match the original windows as closely as possible with the box frame set into the dormer cheek so that the dormer windows appear subordinate to the first floor windows.



Double dormers would be subordinate when set back sufficiently and constructed with a narrow profile





## Design guidance Retain distinctive 'V' of London roof to rear

Most of the houses in the Conservation Area were built with London roofs (also called V roofs or butterfly roofs). Views of this original roof form can be glimpsed throughout the Conservation Area, and contribute to their character.

The London roof is concealed behind a parapet wall facing the street, however the form of the roof is expressed in the distinctive V-shaped parapet wall facing the rear. This is clearly visible at the rear of corner properties and can be seen through gaps. This makes a positive contribution to the character of the Conservation Area. Therefore where a mansard roof extension is constructed the V-shaped parapet wall should be retained.



The London roofs are an architectural characteristic of the Conservation Area. The brick "V" should be retained to preserve the character and appearance of the area.



Rear view with mansard profiled gable - Outboard staircase

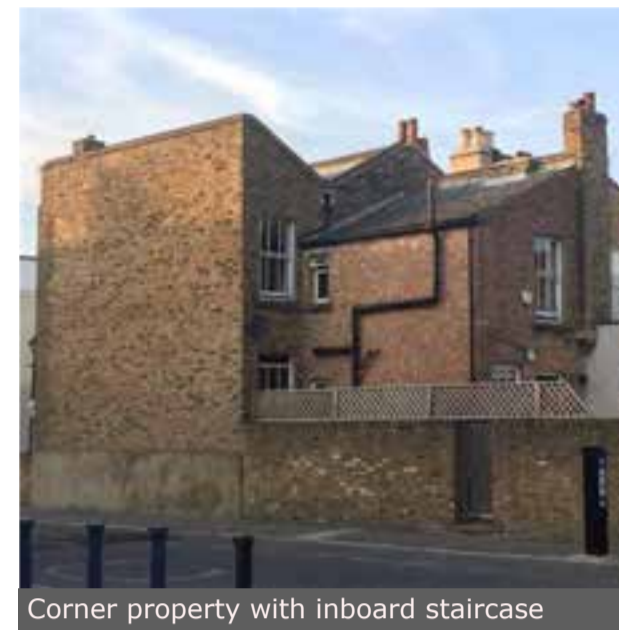
## Design guidance End-of-terrace properties

In designing a mansard roof it is necessary to distinguish between end-of-terrace properties with either an outboard staircase (behind gable wall) or an inboard staircase (on other side of house adjacent to party wall).

In end-of-terrace properties a hipped mansard would reduce the impact on the Conservation Area, however this configuration only works for houses with staircases located inboard. In houses with an outboard staircase a hipped roof would encroach on headroom in the stairwell.



Corner property with outboard staircase



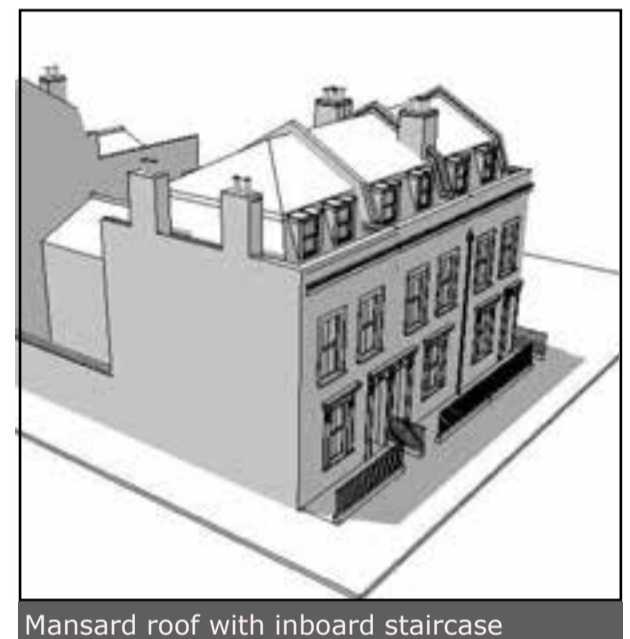
Corner property with inboard staircase

End-of-terrace properties with an outboard staircase can only access a mansard roof extension if the gable wall is extended to provide headroom.

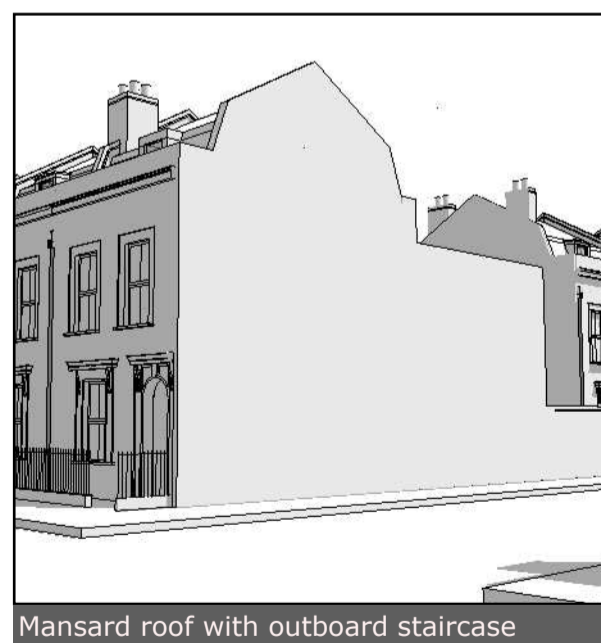
There is precedence for this in Tower Hamlets on Morgan Street E3



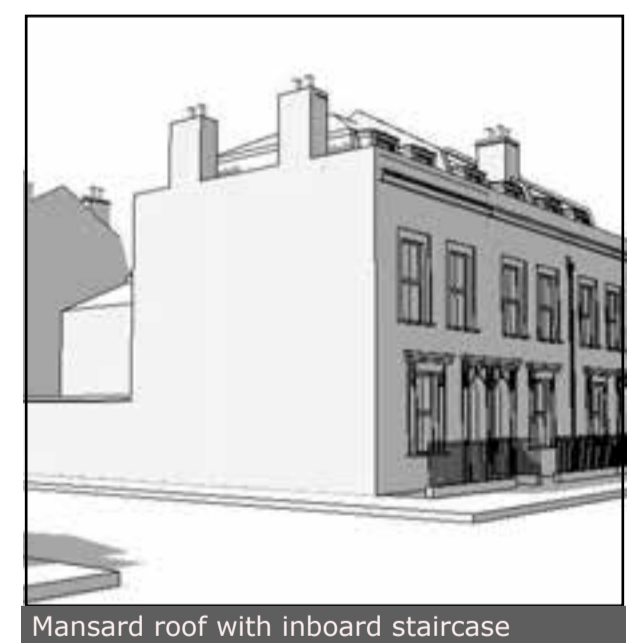
Mansard roof with outboard staircase



Mansard roof with inboard staircase



Mansard roof with outboard staircase



Mansard roof with inboard staircase



## Design guidance Rear of end-of- terrace properties

End-of-terrace houses on corner plots are more sensitive to development - they are more prominent within the Conservation Area.

For corner plots with an inboard staircase a hipped mansard is appropriate, with retention of the V-shaped parapet on the rear wall, which would retain a memory of the London roof.

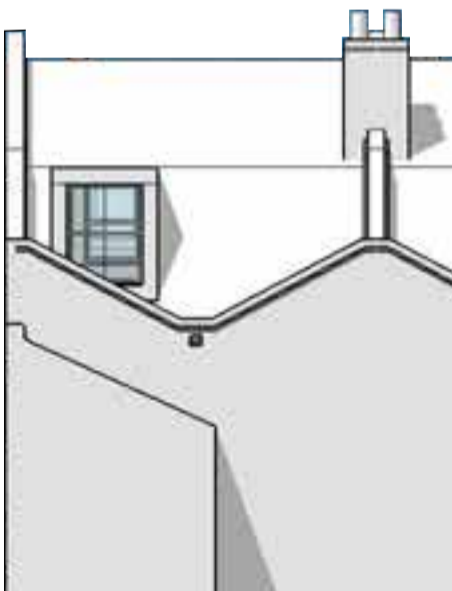


Rear parapet wall



Rear view of hipped mansard - inboard staircase

For corner plots with an outboard staircase, a mansard roof with a gable end wall is appropriate, with retention of the V-shaped parapet wall to the rear.



Rear parapet wall and end gable



Rear view with mansard profiled gable - outboard staircase

# Design guidance

## Solar panels

Solar panels may be acceptable on the rear slopes of mansard roofs, where they would have less impact on the character of the Conservation Area.

There are two types of panels:

- 1) Photovoltaic panels generate electricity and can be eligible for the Government's Feed In Tariff (FIT), through licenced electricity suppliers.
- 2) Solar thermal panels are available in several formats and are used to heat water for domestic use.

### Orientation:

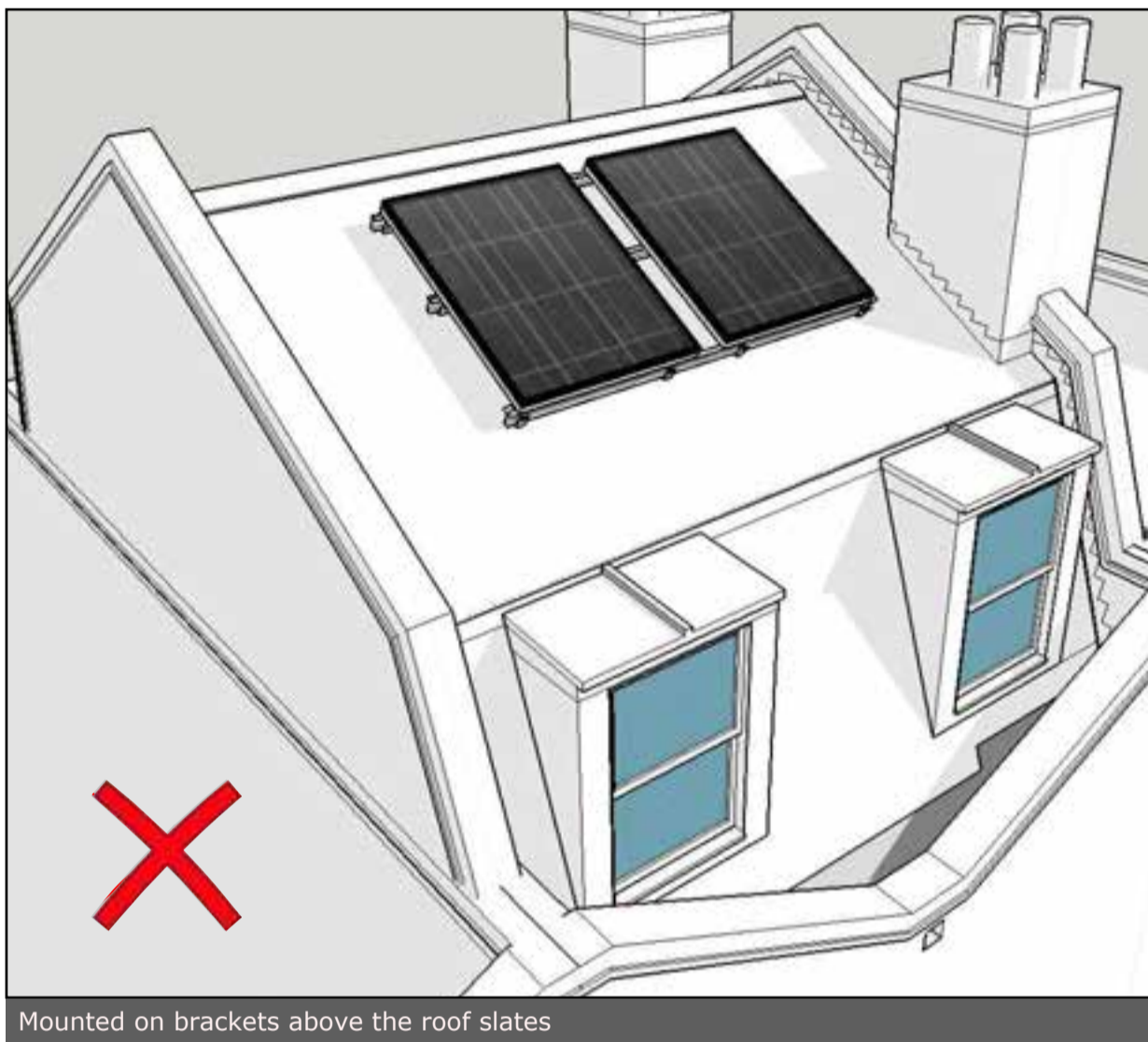
Photovoltaic panels perform best when they face south. According to BRE research the efficiency of photovoltaic panels reduces to 75% if orientated east/west.

Most of the properties in the Driffield Road and Medway Conservation Areas are orientated east-west, with the exception of properties on Chisenhale Road, Arbery Road, Strahan Road, Antill Road and Athelstane Road.

### Fixing:

Solar panels are less intrusive visually if they are installed in-line with the roofing slate (see bottom image) as opposed to mounting them on a framework of brackets above the line of the slate.

The similarity in colour of the panels and roof slates would help reduce the impact of the appearance of the Conservation Area.



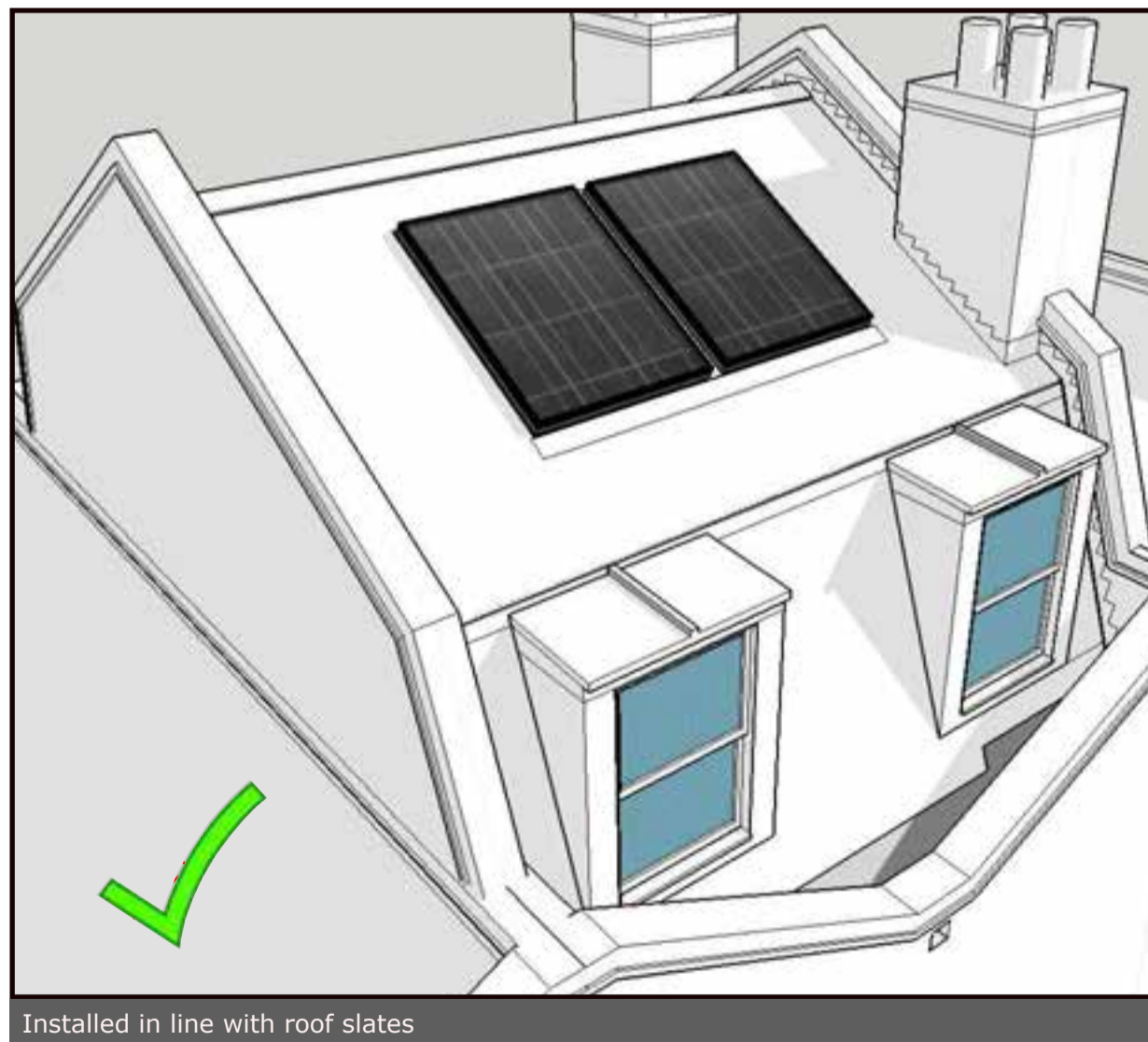
Mounted on brackets above the roof slates



Solar panels on brackets raise the panel above the roof, making them more obtrusive in views from rear gardens



In-line panels sit flush with the roof and look more like rooflights



Installed in line with roof slates

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# Design guidance

## Individual treatment to rear slope of mansard

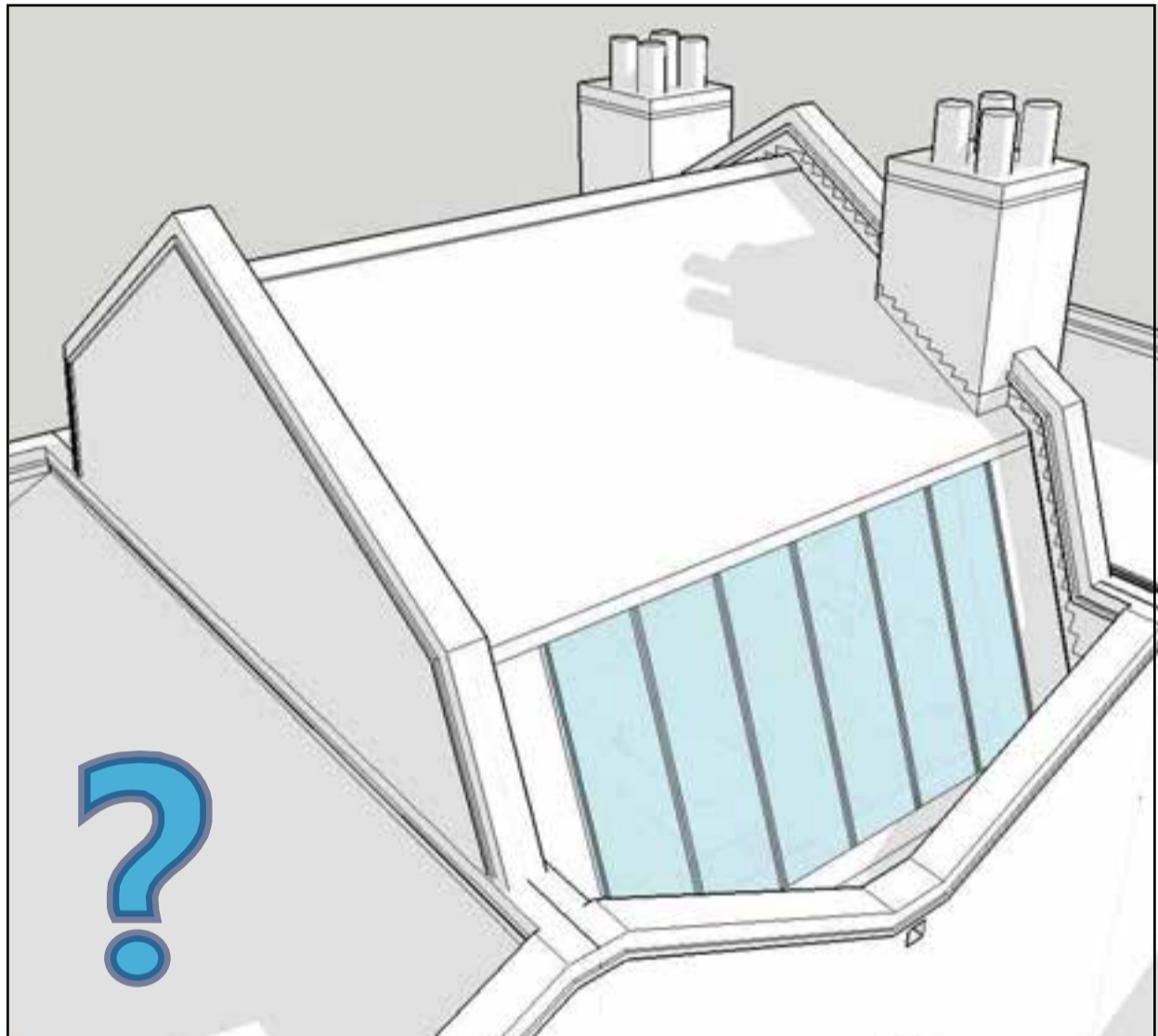
The design guidance is intended to provide a consistency of approach to mansard roof extensions. This is especially important on the front façade and where the properties can be seen from the Conservation Area.

To the rear where some properties cannot be seen from the street some owners may wish to take an individual approach to the design of the rear. This should be restricted to the lower slope of the dormer roof.

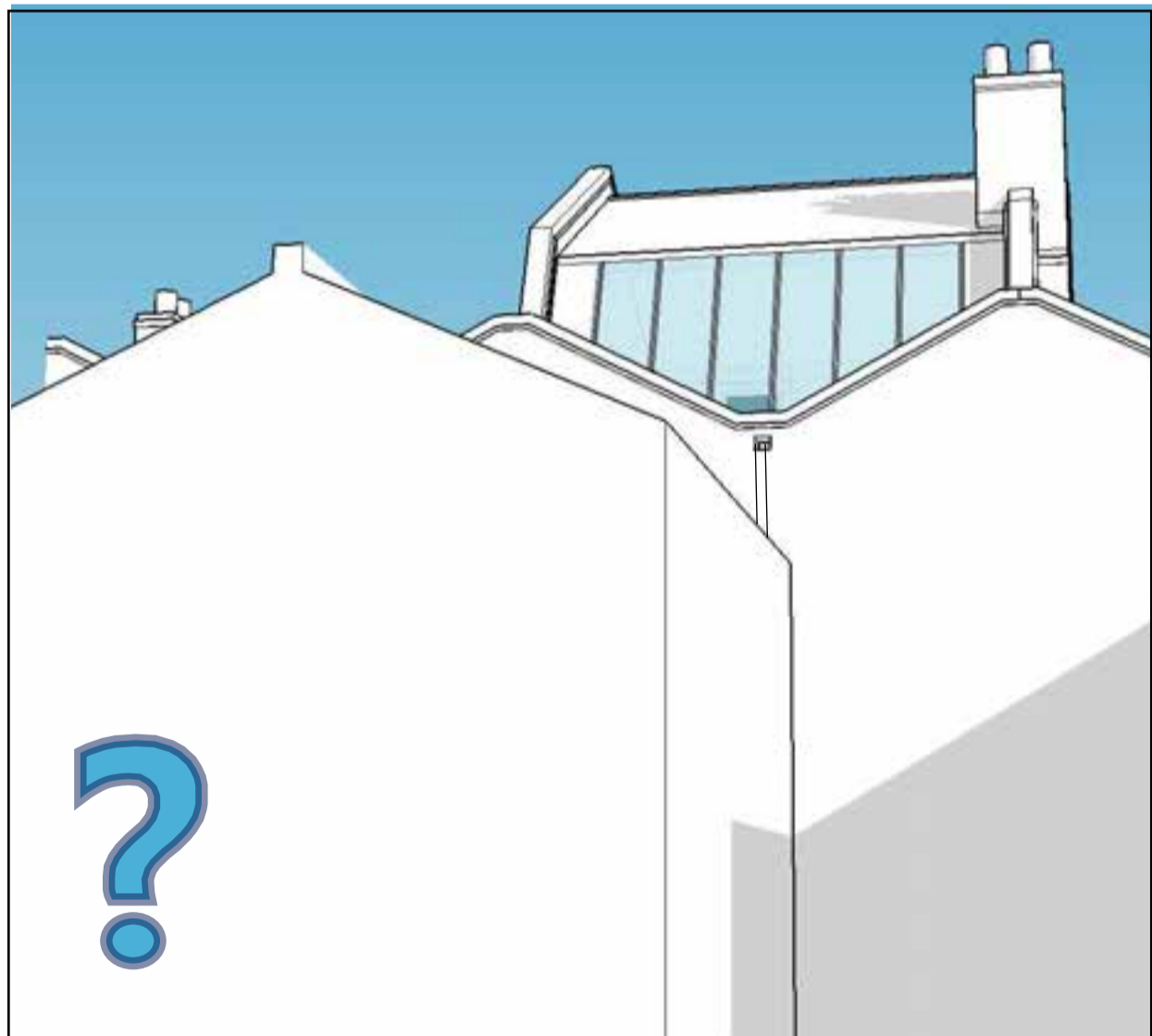
For example in some properties an in-line rooflight may provide adequate headroom over the staircase in lieu of a dormer window.

Some residents may like to gain an outdoor amenity space, although overlooking may be an issue.

This approach may not be permissible on the corner properties where they are visible from the street and where individual treatment of the rear slopes could have a detrimental impact on the Conservation Areas but each application would be assessed individually.



Indicative illustration of an alternative design approach to a the rear lower slope

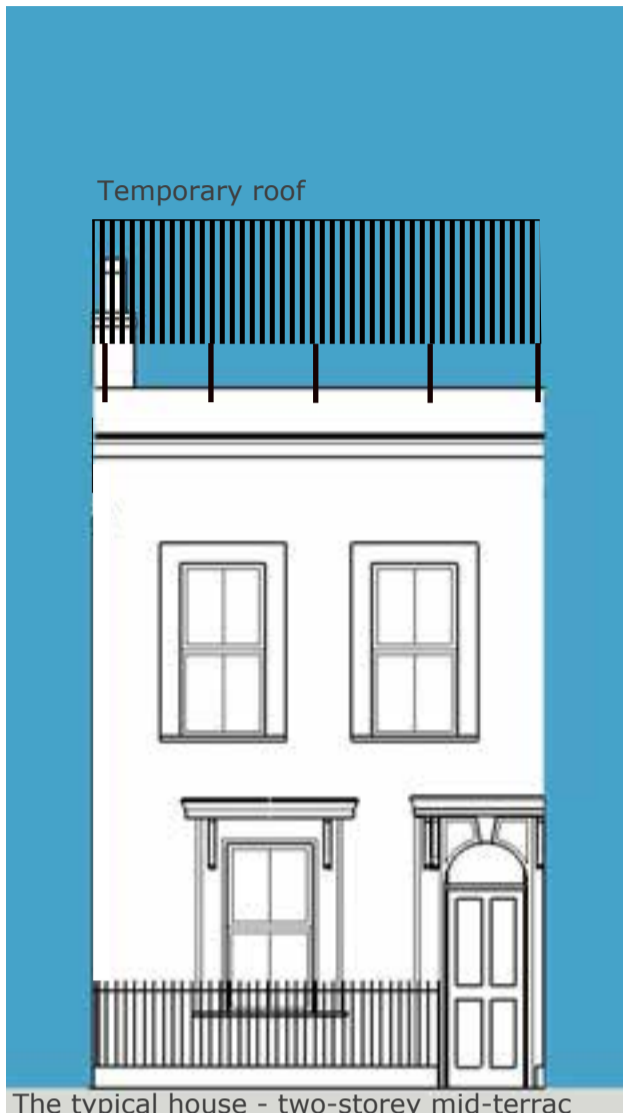


View from ground level

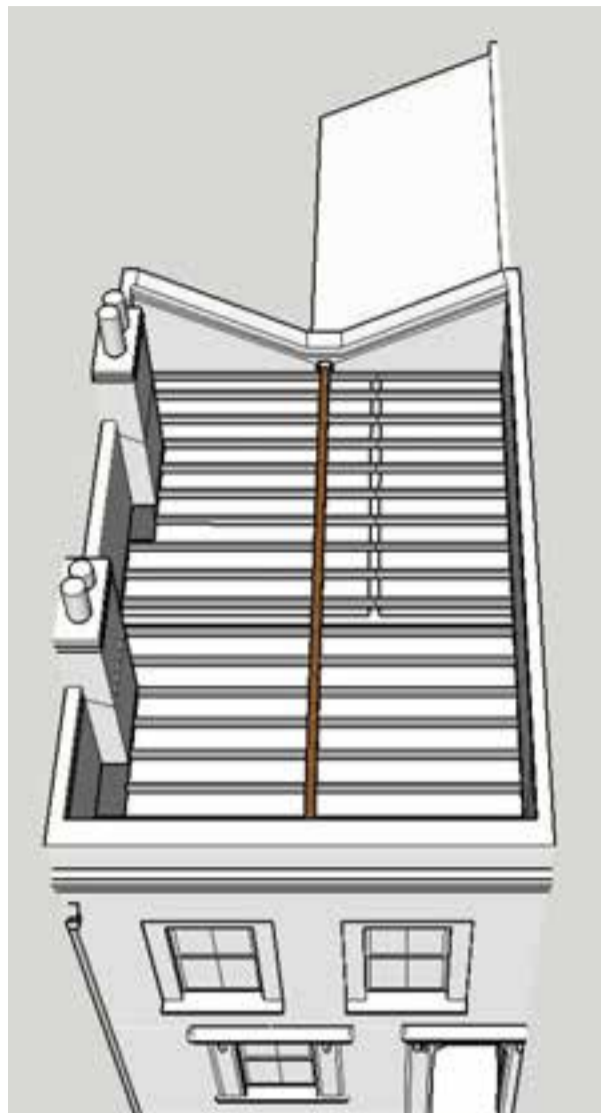
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# Design guidance

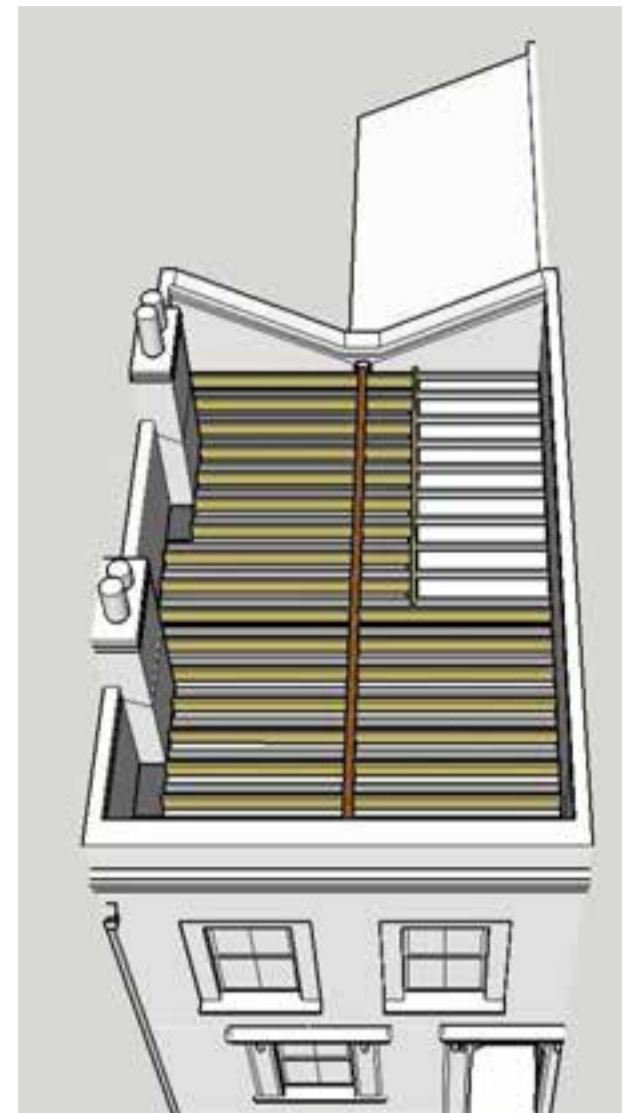
## Construction steps 1



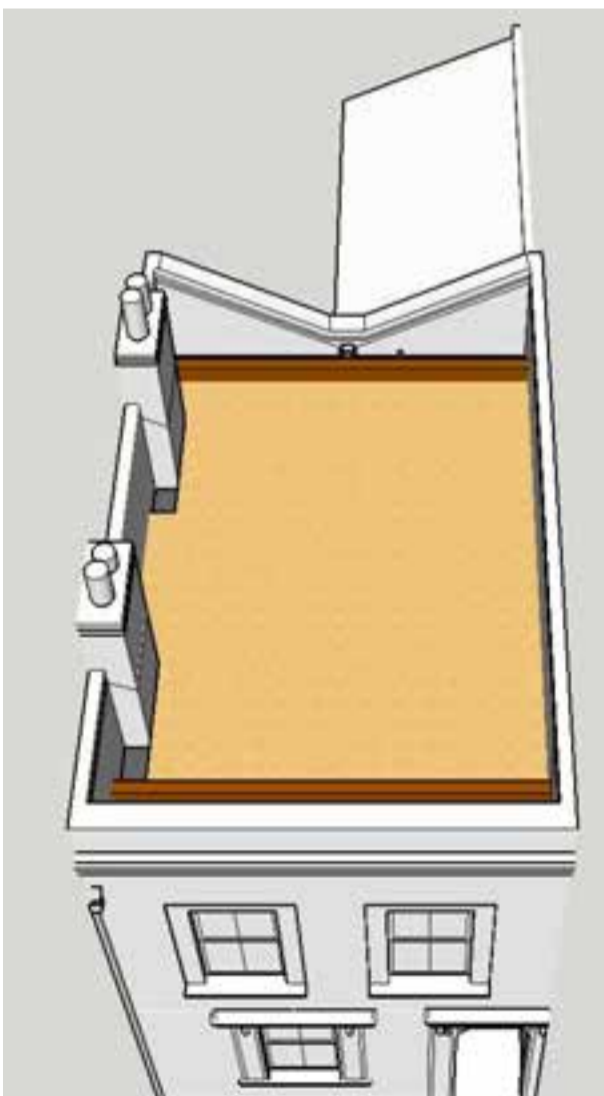
Each property would need a structural and measured survey prior to developing the design details. A mansard roof extension would require planning permission, building control permission and party wall consent



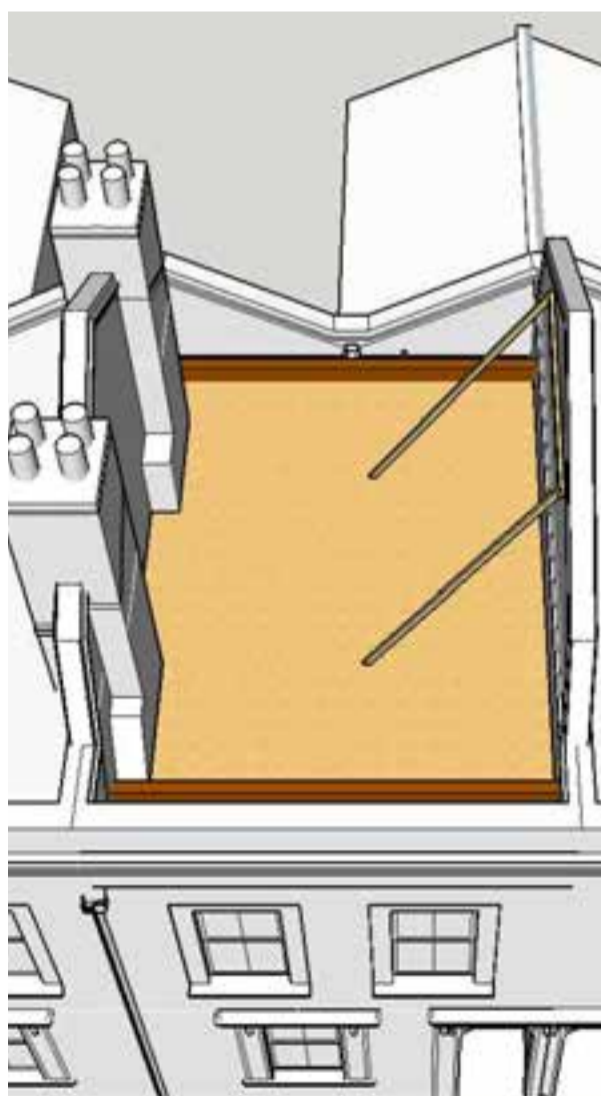
Provide temporary support and protection. Demolish the existing London roof. A structural engineer should inspect all structural elements. Repair and strengthen as required



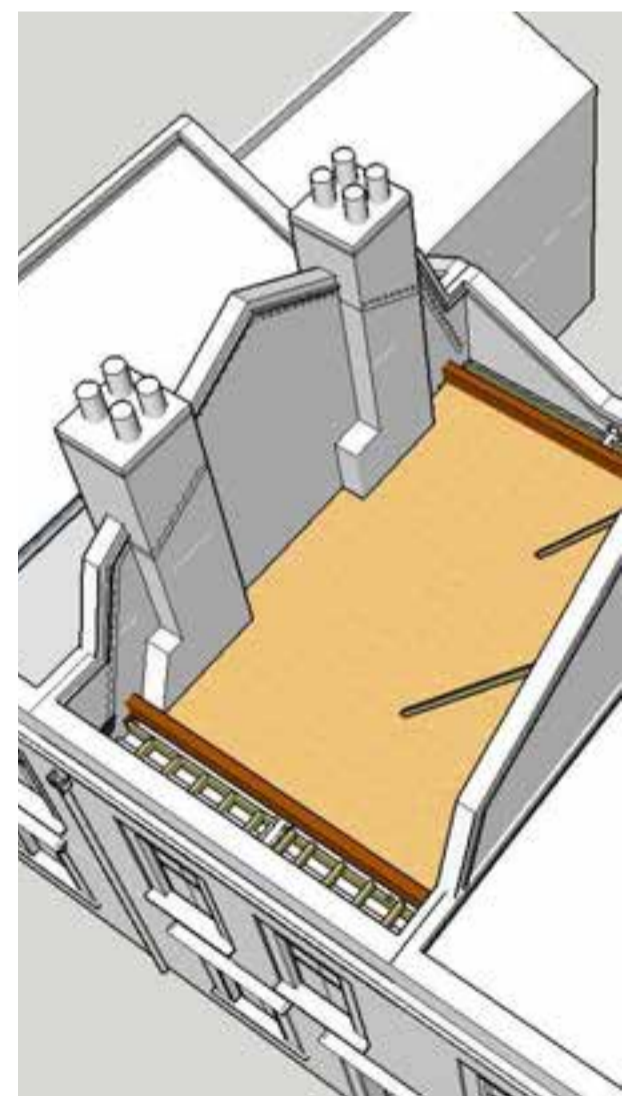
Fix new floor joists between ceiling joists supported on the bressemer beam and party walls. A structural engineer will need to design the roof framework to distribute the loads to the existing foundations



Install a roof framework which may include steel beams to support the mansard roof. The designer should consider how they will be lifted into place and installed



Raise the level of the party wall once temporary props are in place to restrain the party wall until the roof joists are tied in; the designer should consider all stages of work

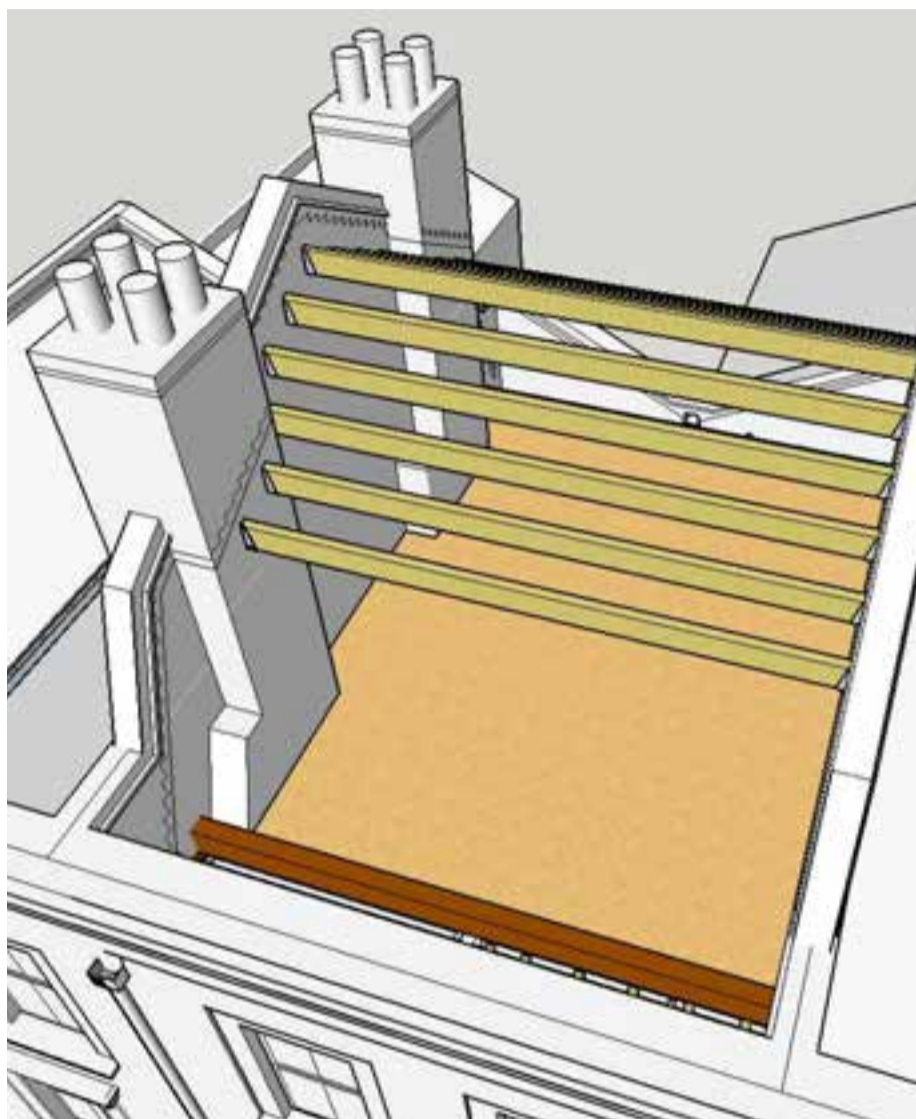


Chimney stacks make a strong contribution to the character of the Conservation Area. Stacks and flues will need to be surveyed and raised with pots reinstated

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## Design guidance Construction steps 2



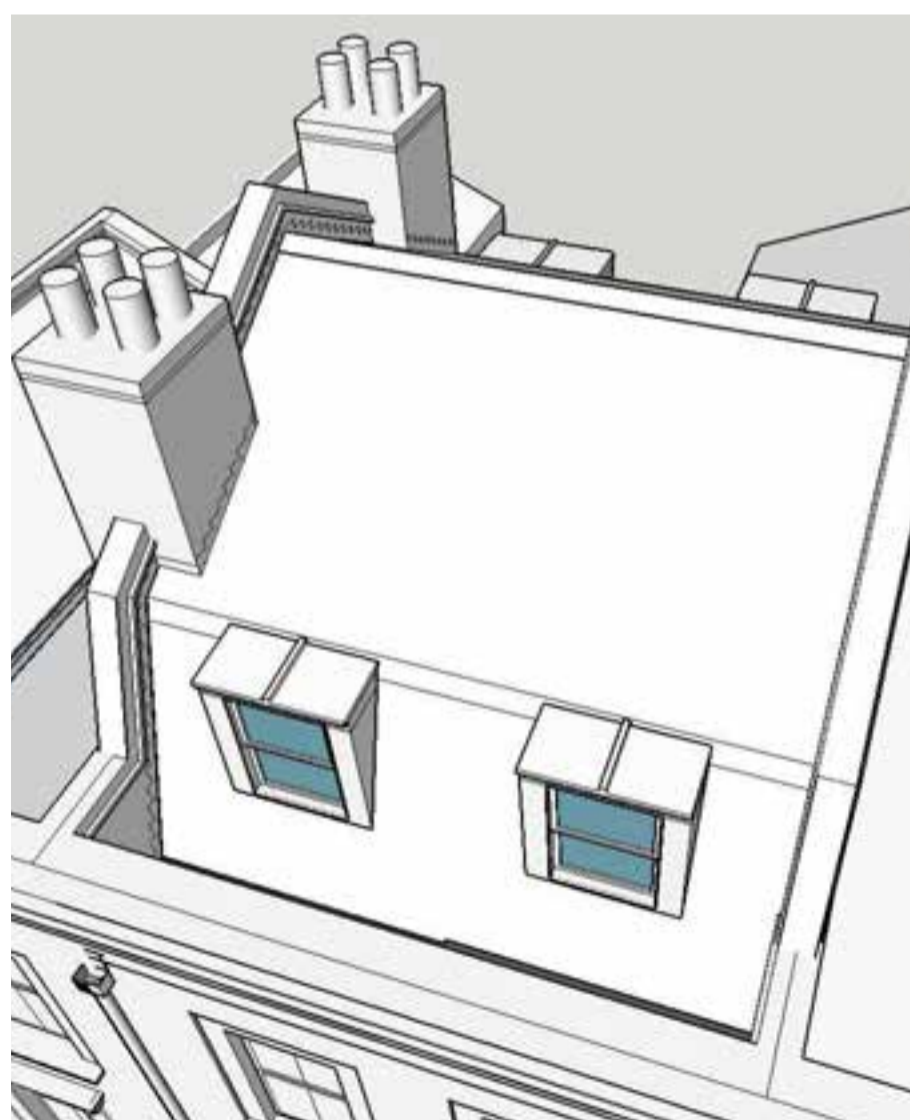
A structural engineer will need to design the roof framework to distribute the loads to the existing foundations. The load path and structure may vary from property to property, especially if internal walls have been removed. Refer to Guidance note Sheet 25: Structure



Set out the roof to allow finished surfaces to be set out in accordance with Guidance note Sheet 26. Install rafters and framework for dormer windows and the stepped gutters behind the parapet walls. If drainage to the front is feasible form outlet on line of party wall



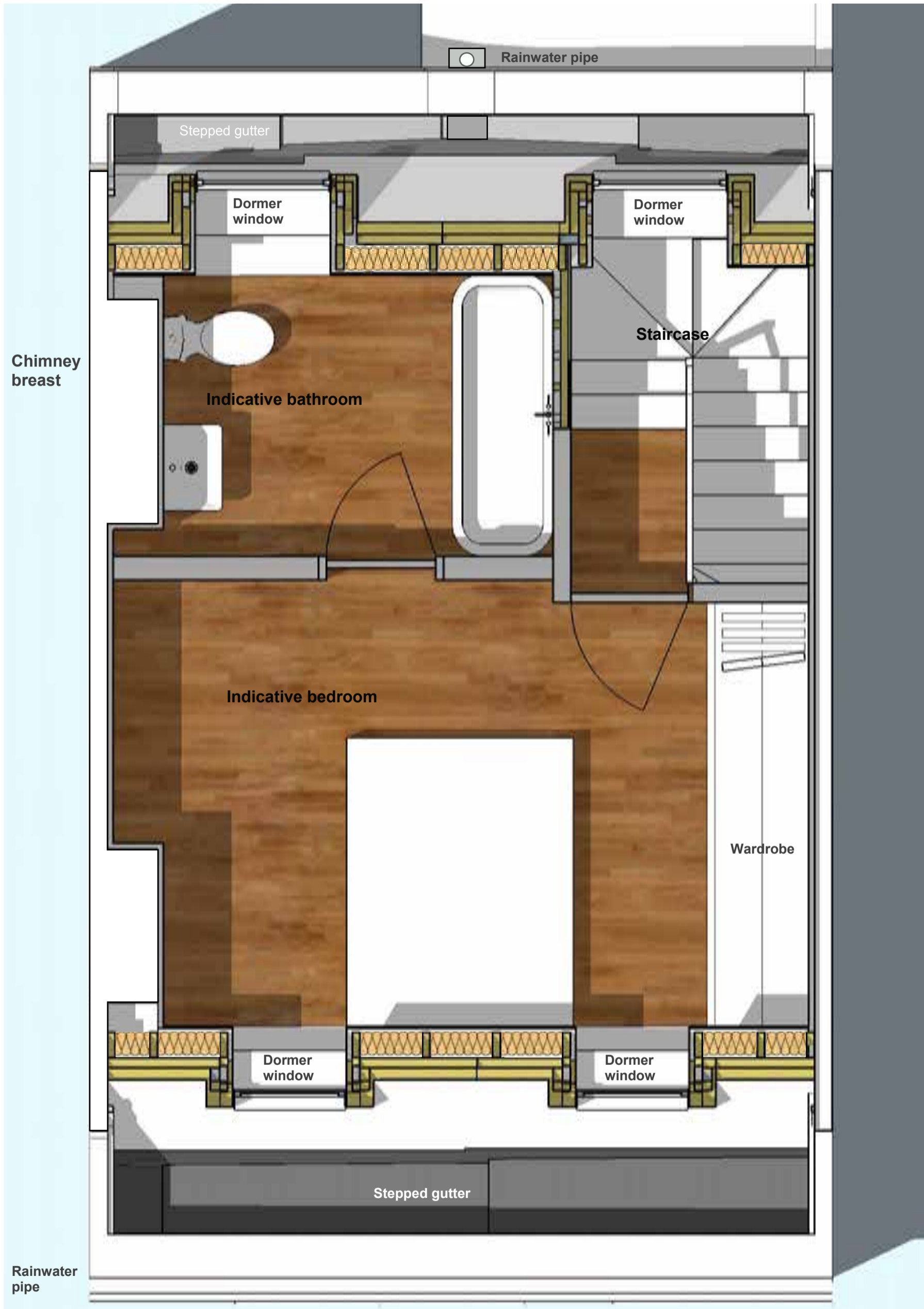
Fix racking boards over rafters. These can have insulation properties to reduce cold-bridging, heat loss and heat gain. Additional insulation will be required to meet building regulations



Form any vents as required. These should not be visible on the front slope. Fix slate to pitched roofs with lead lining to gutters, dormers and flashings

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# Typical Second Floor Plan



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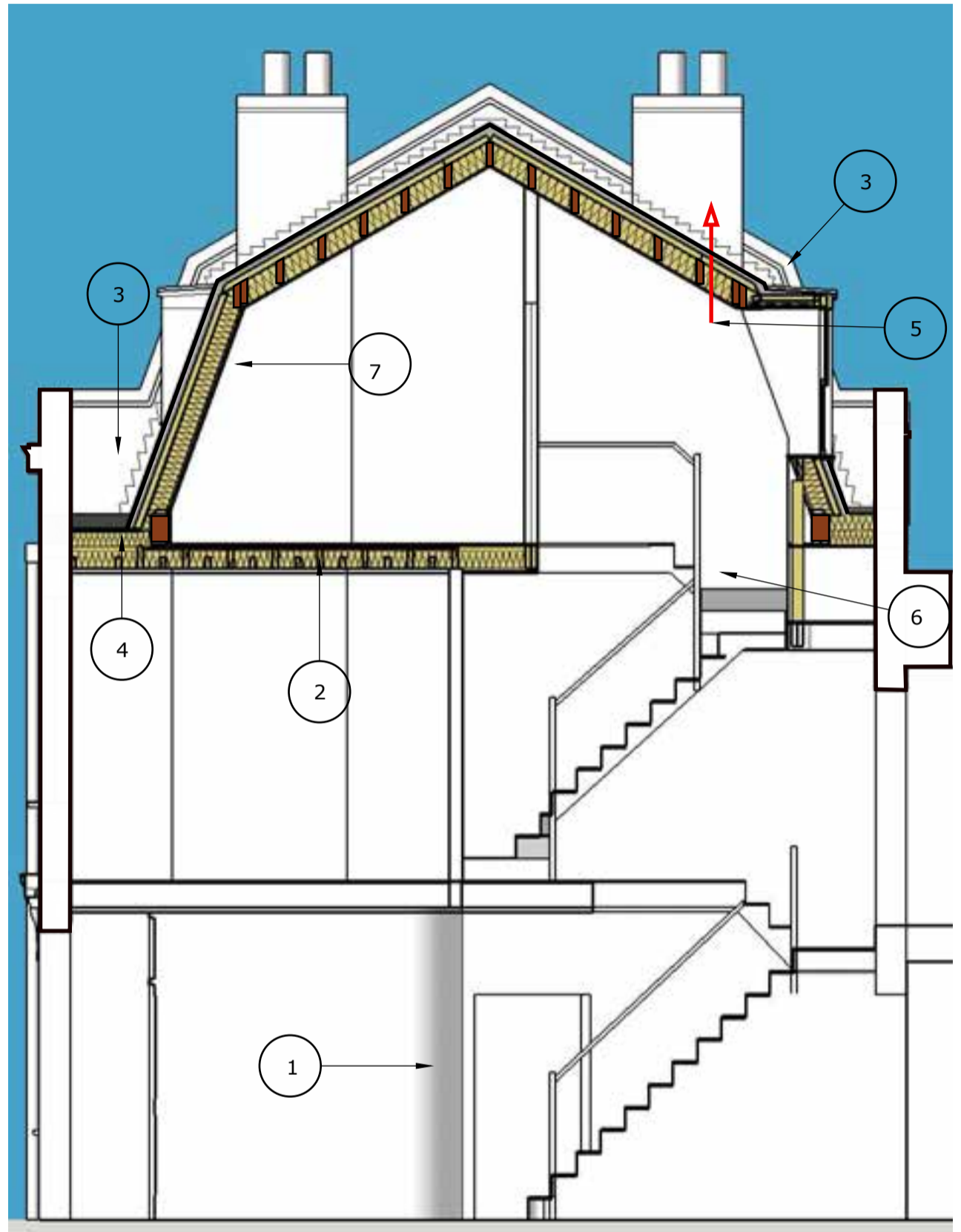


# Design guidance Building Regulations

- A survey should be undertaken on each individual property before considering a mansard extension in order to identify key areas of risk. This would include a structural assessment and a risk assessment for all items that might have an impact on feasibility and cost
- A measured survey would also be needed to allow the designer to assess the detailed dimensions, especially the feasibility of adding a staircase in compliance with the regulations
- Properties that have been altered previously may require additional measures to ensure fire regulation compliance is met
- Previous work may not have been done in accordance with building control or may have pre-dated building control if carried out prior to 1985. It may be possible to get previous work regularised. This is not mandatory but it is advisable
- Older properties do not necessarily comply with current codes and may benefit from measures to upgrade them
- Owners must be aware of their obligations to comply with CDM (health and safety legislation). Temporary propping and support are normally the responsibility of the principal contractor, who would have to assess the risk, plan the project operations and determine provisions for temporary work, propping, scaffolding, etc.

## Structure

A structural engineer's design would be required for each property in order to assess the structural stability and assess risk of any weak spots in the existing structure and take into account lateral stability and bearing capacity. If existing properties have been altered through the removal of partitions it may have a bearing on the structural design and the load path from extension to foundation.



Building regulations approval will be required for the addition of a mansard roof extension. The following points summarise the main points to consider but are not exhaustive

- 1) The new floor will need a protected means of escape including 20-minute fire doors and an integrated smoke detection system. Open plan houses may require additional measures
- 2) The floor will need to be designed to provide sound insulation and 30 minutes fire protection

- 3) The raised party wall can provide fire resistance between properties
- 4) Box gutters rely on high quality workmanship and regular maintenance to prevent leaks and blockages
- 5) Provide ventilation to habitable rooms and bathrooms. Careful planning is required for bathrooms to integrate pipes and ducts into the structure so they are not visible on the front facade or roof slope

- 6) The staircase will need to be carefully considered to provide adequate head height under the rear mansard slope. A dormer window or in-line rooflight would provide additional head height
- 7) Insulate the roof to comply with the regulations. The designer should advise on ventilation and vapour barriers. Mansard roofs of 70 degree pitch are considered to be walls for purpose of insulation and thermal performance
- 8) Electrical work should be self-certified by the installer

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# Design guidance

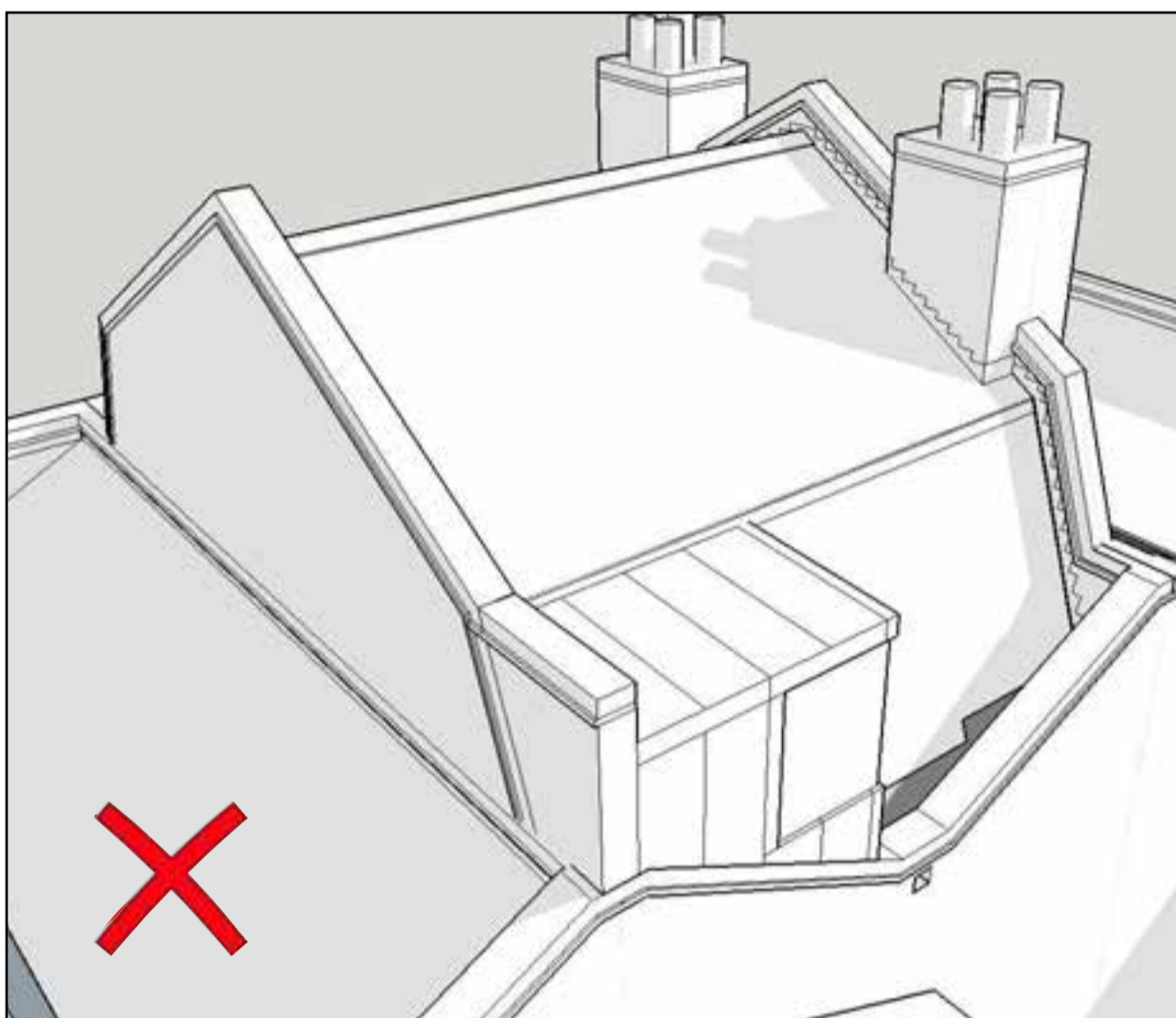
## Head height in stairwell

Careful consideration will need to be given to the design and construction of the staircase leading to the mansard roof extension to make sure there is adequate head-room.

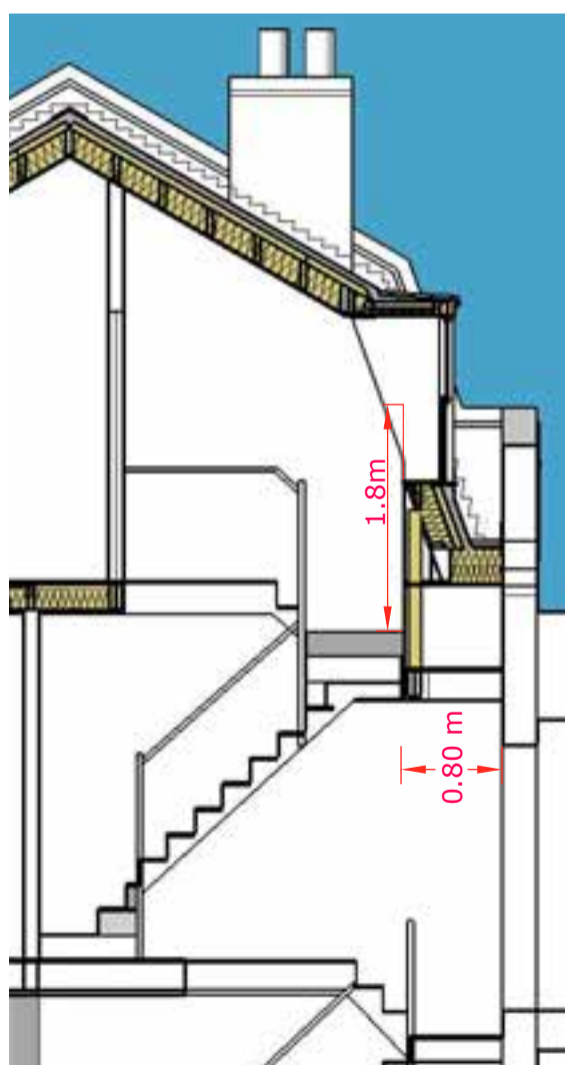
The section below illustrates an indicative design, however staircase configurations vary house by house.

The staircase will need to be set in from the rear facade to provide adequate head height under the rear slope of the mansard roof. Head height can be improved by carefully positioning a dormer window or an in-line roof light over the staircase.

The building regulations state that head height over a staircase leading to a loft conversion can be reduced to 1.8 metres at the edge and 1.9 metres at the middle of the staircase above the string line. Tower Hamlets Building Control will allow this guidance to be followed for new mansard roof extensions.



A box-like enclosure to provide head height in a stairwell



Indicative staircase configuration



A dormer window to provide head height in a stairwell

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# Design guidance

## Structure

The nineteenth-century terraces of traditional brick and timber houses in Tower Hamlets were mostly built in stretches of a few houses at a time, by small builders rather than as large-scale comprehensive schemes. Their quality of construction can vary, as can the builder's approach to foundations. Some areas were open fields before construction, others may have been backfilled gravel or clay pits, so it is always beneficial to know about the original nature of the street and the individual house, and the geology of the area.

The first questions to ask are whether the house is well founded and well built, and whether previous alterations have affected the integrity of the building. Alterations may have been done to a low standard, creating difficulties now.

Then, the extent of any structural changes to the house during its lifetime should be investigated and understood.

The third area for investigation is the general condition of the building. Decay from damp and leaks or timber infestation can weaken the structure; it should be assessed whether or not the existing fabric is well maintained.

Desk study and investigations should be undertaken to explore the above considerations. These should include the following:

- The ground conditions on the site and the nature of the footings,
- The history of alterations to the site, the building, and its neighbours,
- The condition of the timber roof structures,
- The bonding of the cross-walls to the front and rear elevations,
- The bond of the facing brickwork on the external elevations to the internal face of masonry,
- The verticality of the walls,
- The condition of the masonry in the existing chimney breasts,
- The flue routes should be surveyed and all flues identified before any demolition/alterations are carried out,
- Any cracks or historic movements should be recorded.

An appraisal of the existing building should be carried out by a chartered structural engineer. This should then inform a review of the proposed alterations and the resultant changes to the load paths, and the design of new structural elements.

Where defects are discovered, these should be addressed prior to commencement of the proposed works to extend roofs. In situations where the robustness of the existing building is poor, further provisions to improve the robustness should be added into the building before undertaking any alterations.

The design and execution of the works should consider the effects the alterations will have on similar works being carried out by the neighbours in the future. Party Wall Awards will be required in all instances.

The following is a summary of considerations that are to inform the design of the structural alterations:

1. Existing roof structure
  - The proposals should be developed to retain and reuse the existing structure and original finishes where possible.
  - An assessment of the strength and stiffness of the existing roof level structure should be undertaken and its capacity to support the increased loads should be checked. It is possible that the new floor loads may be supported on the existing fabric, although some strengthening may be required to achieve this. Any strengthening should be carefully designed to mitigate damage to finishes and the design should mitigate the extent of intrusion into the existing fabric.
  - Where necessary, a separate, independent floor structure should be provided.
2. Chimneys/chimney breasts
  - New beams are not to penetrate into chimney flues – fixing to the face of chimney breast may be possible, depending on the loads.
  - Chimneys are to be extended upward, using brick, mortar, and workmanship to match the existing.
3. Foundations
  - The existing condition should be assessed and recorded, in particular the foundations' depth and the bearing strata. Any signs of movement should be investigated.
  - The foundations should be checked to see whether they can support the increased loads – in particular the party wall footings may be affected, considering the possibility that additional loads may be applied from both sides.
4. New structure
  - The new construction should be robust and should tie together the front, rear and cross-walls at all levels, including the roof level.

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# Design guidance

## Height constraints

The design guidance for height constraints is intended to ensure that any new mansard roofs in the Driffield and Medway Conservation Areas would be consistent in design and setting out in order to provide coherence to the streetscape

The height of the parapet may vary and therefore the roof and Party Wall may need to increase in height to achieve the minimum headroom under the dormer but the angle and set-back should remain as indicated.

Dormer lead roof to be set just below change in roof pitch

The guidance is intended to provide consistency in set-back from the parapet to the front face of the dormer

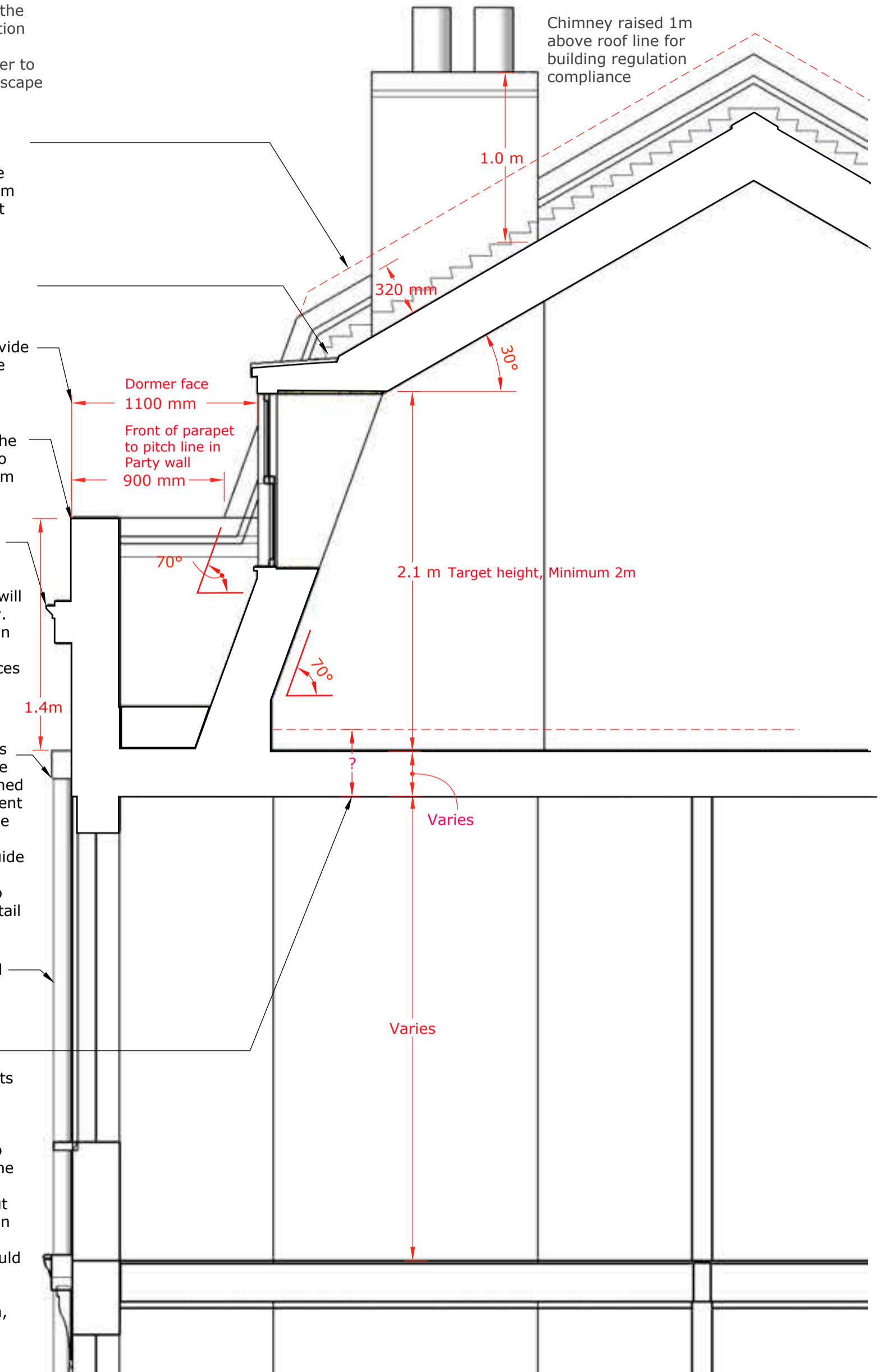
Parapet wall facing the street. The front of the existing parapet is to be taken as the setting out datum point

If the cornice is missing reinstatement is encouraged. This should be in the original position and in most cases this will align with the adjacent property. In some streets there is a step in height from one property to another in which case the cornices may also step

Rainwater hoppers should be installed on the party wall line as illustrated in the design guidance. The cast iron hopper and lead lined outlet should be set at a consistent height along the street. Even one brick difference can result in an inconsistent appearance. The guide height indicated might need to vary from street to street due to discrepancies in construction detail in the existing properties

Rainwater pipe on the party wall line subject to survey of street drainage and confirmation of viability

The first floor ceiling should be retained if possible especially if its lath and plaster and if there are original cornicing or ceiling mouldings at first floor level. Consideration should be given to whether it is possible to install the new floor structure in between existing ceiling joists and set out the proposed mansard roof within the guidance dimensions. Any deviation from the guidance should be explained and justified in the design and access statement in support of a planning application, so that the implications on the streetscape can be assessed



The drawings included in this guidance document are diagrammatic only and are used to illustrate general principles. They are not intended to be used as drawings for purposes of construction. Older buildings need to be evaluated individually to assess the most suitable form of construction based on a wide variety of possible variables. The London Borough of Tower Hamlets, KO'CA and ABA do not accept liability for loss or damage arising from the use of this information.

## Design guidance Materials

The design guidance for materials is intended to ensure that any work to properties in the Driffield and Medway Conservation Areas is carried out using appropriate materials

The addition of mansard roofs in the Conservation Areas would benefit from consistency of design and materials with careful detailing and workmanship in order to provide coherence and quality

Reinstatement of lost features is encouraged, to match the original

Reinstatement of lost cornices would help to reduce the impact of the mansard roof

Traditional clay chimney pots

Re-use existing if possible, set in flaunching mortar to match existing

Chimney and flues extended in line with the existing, in bricks to match existing (nb these are likely to be imperial sized bricks), with sulphate-resisting mortar flush with bricks

Brick party wall extended up with traditional soldier course coping on creasing tiles and stepped lead flashing

Traditional dormer with lead cheeks and lead roll roof, timber faced surround to windows painted white, traditional timber sliding sash window with slimline double glazing

Reinstatement of missing stucco cornices and rendered parapet painted white, to match the original, is encouraged

Cast iron hopper and downpipe pre-finished or painted in suitable black bituminous paint on line of party wall. Lead flashing at outlet

Reinstatement of missing stucco window and door surrounds is encouraged, to match the original, painted white

Any re-pointing should be in traditional lime mortar with slightly recessed joints that expose the edge of the bricks. "Weatherstruck" pointing should be avoided

Reinstatement of lost mouldings is encouraged, to match existing, painted white

Reinstatement of panelled timber doors is encouraged where the original has been replaced

Reinstatement of missing cast iron railings with stone plinth is encouraged, to match the original



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**Appendix 4: Map showing properties where design principles are not applicable**



## Medway Conservation Area Properties where the Prototype Design Guidance is not applicable

Guidance is suitable for terraced properties with London roofs and parapet walls to reduce the visual bulk of a mansard roof extension. The following properties differ and the guidance is not applicable

1. 19-27 Antill Road: 20th Century double pitched roof with overhanging eaves
2. 54-62 Strahan Road: 20th Century double pitched roof with overhanging eaves
3. Schoolbell Mews: Victorian school
4. 1-24 Roth Court: Late 20th Century hipped double pitched roof with overhanging eaves
5. 37-55 Medway Road: Victorian terrace double pitched roof with overhanging eaves
6. Mainly 20th Century infill development with double pitched (some hipped) roofs with overhanging eaves
7. Stanfield Road on corner of Lyal Road: 20th Century double pitched roof with overhanging eaves
8. Viking Close on corner with Lyall Road: 20th Century double pitched roof with overhanging eaves
9. 1 Norman Grove: Redeveloped property with flat roof structure unknown
10. 17-23 Norman Grove: Victorian terrace double pitched roof with overhanging eaves
11. 470-480 Roman Road: Redeveloped property with flat roof structure unknown
12. 1-9 Saxon Lea Court: Victorian property double pitched roof with overhanging eaves
13. 1-5 Selwyn Road: 20th Century double pitched roof with overhanging eaves
14. 109-127 Antill Road: 20th Century double pitched roof with overhanging eaves
15. Antill Road on corner with Coborn Road: 20th Century double pitched roof with overhanging eaves
16. 102-106 Coborn Road: 20th Century double pitched roof with overhanging eaves
17. 2-28 Tredegar road: Victorian terrace double pitched roof with overhanging eaves

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## **Appendix 3**

### Consultation Feedback

This includes:

Written responses, feedback received at the consultation events, detailed feedback received from amenity groups and Registered Providers.

## APPENDIX 3: SUMMARY OF CONSULTATION RESPONSES

This document provides details of consultation responses received from the following:

- Residents of Driffield Road and Medway Conservation Areas.
- Residents of other Conservation Areas.

### Local resident responses

Overall, 55 responses from residents of Driffield Road and Medway Conservation Areas were received. Of these, 65% supported a more permissive approach to mansard roof extensions. The main reason given is that this approach would support social cohesion by allowing growing families to remain the area.

Those who objected were concerned about the harm mansard roofs will have to the character of the conservation areas. A more detailed breakdown of the responses is provided below:

SUMMARY OF CONSULTATION RESPONSES					
	Support		Object		Total
	No.	%	No.	%	
<b>Driffield Road</b>	25	69	11	31	36
<b>Medway</b>	17	89	2	11	19
<b>Total</b>	42	76	13	24	55

### Driffield Road

The total for this conservation area is 36 (including anonymous responses). A breakdown of these responses is set out below.

#### Supports

The 25 responses supported the proposed character area appraisals and mansard roof options i.e. would like a more permissive approach. All gave the following reason:

*“extending family homes is necessary for social cohesion (e.g. it allows families to stay in the area)”.*

### Objects

The 7 responses received objected to the proposed character area appraisals and mansard roof options i.e. do not want to see a more permissive approach. All gave the follow reason:

“mansard roofs will harm the character and appearance of the conservation area”

### Anonymous reponses

There were 4 anonymous responses relating to this area.

### Supports

None.

### Objects

4 objections were received. The reason for all four objections was that mansard roofs would harm the character and appearance of the conservation are

### ***Medway***

The total for this conservation area is 19 to include anonymous responses. A breakdown of those who supported the approach and those who objected is set out below.

### Supports

All 15 responses supported the proposed character areas appraisals and mansard roof options i.e. would like a more permissive approach.

All responses gave the following reason: “extending family homes is necessary for social cohesion (e.g. it allows families to stay in the area)”.

One of the supporting emails did emphasise that this support was on the proviso that the historic character is retained. They went further to comment that the rear of the proposed mansard is less important in terms of visual effect on the historic character of the area. They felt that the decision on this element should be based on the impact on neighbouring properties and amenity.



Comments were received at the last consultation event showed concern for the uniformity of the roofscape, the desire to tie in the re-instatement of original architectural features as part of an application for a mansard roof extension.

### Objections

The total objections for this area is 2.

All two objections gave the following reason:

“mansard roofs will harm the character and appearance of the conservation area”

### Anonymous responses

There were 2 anonymous responses for this area. Both were supportive of a more permissive approach stating the follow reasons:

- Necessary for social cohesion
- Mansards are a traditional and sympathetic addition to historic buildings

### **Responses from residents in other conservation areas**

The total number of responses from residents of other conservation areas remains at 3 (1 from Jesus Hospital and 2 from Tredegar Square). All of these responses were supportive of a more permissive approach to mansard roof extensions.

## APPENDIX 3 : Feedback received at the three consultation events

### Consultation event on 26 July 2016.

- 1.1 The event was held at Roman Road Idea Store and was attended by Tower Hamlets officers and the project consultants, Alan Baxter Associates and Kennedy O'Callaghan Architects.
- 1.2 The event went smoothly and the venue allowed the consultation materials to be displayed easily.
- 1.3 The attendance sheet was signed by 18 people.

### Feedback received by consultants

- 1.4 The consultants were asked to provide feedback received at the event and this is set out below:

*“Kennedy O’Callaghan Architects and Alan Baxter Ltd (ABA) attended the public consultation exercise held at Bow Ideas Store on 28 July 2016. ABA’s assessments of the characteristics of the Driffield Road and Medway Conservation Areas were displayed alongside Kennedy O’Callaghan’s design options for roof extensions, and maps of both conservation areas showing existing roof extensions and rear extensions.*

*All of the members of the public who attended the consultation session and spoke to ABA representatives were owners of houses in the conservation areas. They were knowledgeable about their own properties and their neighbourhoods in general, and committed to preserving the character and appearance of the conservation areas – although not all agreed that roof extensions were desirable. The conversations indicated general awareness of the importance of the parapet and cornice as a unifying element in long views down the streets, and of party wall upstands and chimneystacks in providing a rhythm to the terraces.*

*Of the six people who discussed the draft guidance with ABA representatives, two were determinedly opposed to any roof extensions anywhere in the conservation areas. They disagreed with roof extensions in principle, and therefore were not concerned with the differences between the design options presented. Three were interested in how their own houses might be extended into the roof, and were among several consultees who asked the architects about the design and method of construction, in some detail. The suggested typical layout plan showing a double bedroom and bathroom was of particular interest. One consultee did not disclose a personal view about the desirability of a more permissive attitude to roof extensions but was interested in the possibility of restoring elements of the front elevation such*

*as cast-iron railings, and whether consent to extend might be made conditional upon this kind of improvement”.*

Feedback received by LBTH Officers

- 1.5 Officers recorded a mixed response from those who attended the event. However, most were in favour of a more permissive approach to mansard roof extensions citing the following reasons:
- Allow growing families to remain in the area.
  - That over time they would become part of the character of the conservation area as it evolved and adapted to changing demands.
- 1.6 Those who did express objections/concerns did so for the following reasons:
- Would harm the character of the conservation area.
  - Piecemeal approach to building mansards would harm the character of the conservation area.
  - The splitting of family homes into two flats or more.
- 1.7 Many were pleased to see actual design options for mansards roof extensions and discussed these options at length with Kennedy O’Callaghan Architects. The refreshed appraisal documents and management guidelines were available but there seemed to be little appetite to read those documents.
- 1.8 There was a general assumption that the decision to allow mansards had been made. Officers did inform attendees that this was not the case. There was still a process to be followed which would need to look at assessing harm, taking further legal advice and considering the equalities issues before any decision could be made.
- 1.9 Residents from other conservation areas said they were interested to see the outcome of this consultation and the implications it would have for them.

**Consultation event on 16 August 2016**

- 1.10 The event was held at St Paul’s Church on St Stephens Road and was attended by Tower Hamlets officers and the project consultants; Alan Baxter Associates and Kennedy O’Callaghan Architects.
- 1.11 The event went smoothly and the venue allowed the consultation materials to be displayed easily.
- 1.12 The attendance sheet was signed by 4 people, however, a total of 7 people attended the event.

Feedback received by consultants

- 1.13 The consultants were asked to provide feedback received at the event and this is set

out below:

*“Kennedy O’Callaghan Architects and Alan Baxter Ltd (ABA) attended the public consultation exercise held at St Paul’s Church, Old Ford Road on 16 August 2016. The materials on display were the same as those at the previous consultation session: ABA’s assessments of the characteristics of the Driffield Road and Medway Conservation Areas, Kennedy O’Callaghan’s design options for roof extensions, and maps of both conservation areas showing existing roof extensions and rear extensions.*

*7 members of the public attended (plus the vicar); all were owners of houses in the conservation areas. Most were interested in how their own houses might be extended into the roof, and asked the architects about the design and method of construction, in some detail. One newly-wed couple were interested in extending their 1st floor flat to allow them to stay in the neighbourhood. Another couple were opposed to the principle of Mansard roof extensions at the first consultation but felt reassured by the prototype designs if they were implemented with consistency and attention to detail. However they expressed a concern that roof extensions might lead to further sub-division of housing units. One consultee did not oppose mansard roof extensions on grounds of appearance but expressed concern that an additional floor would inevitably lead to an increase in population and this would increase demand for on-street parking which was currently at full capacity. One consultee was interested in the potential of a roof extension making it possible to divide her house into two flats, as a way of funding her retirement. (This point was raised at the 1<sup>st</sup> consultation.)*

Feedback received by LBTH Officers

1.14 Officers recorded a mixed response from to those who attended the event. However, most were in favour of a more permissive approach to mansard roof extensions citing the following reasons:

- Allow growing families to remain in the area.

1.15 Those who did express objections/concerns did so for the following reasons:

- The splitting of family homes into two flats or more and that would degrade the character of the area as a result of increased parking, different front elevation treatments e.g. windows.
- The increase of on street parking as a result of increased size of family homes and/or the potential of sub division.
- The disruption caused by associated works if people went forward with mansard roof extensions.

1.16 Residents were pleased that the appraisals were being revisited. Many were pleased



to see actual design options for mansards roof extensions and discussed these options at length with Kennedy O'Callaghan Architects. The refreshed appraisal documents and management guidelines were available but there seemed to be little appetite to read those documents. However, there was overall praise for the quality of the material available.

- 1.17 There was a general assumption that the decision to allow mansards had been made. Officers did inform attendees that this was not the case. There was still a process to be followed which would need to look at assessing harm, taking further legal advice and considering the equalities issues before any decision could be made.

#### **Feedback from the consultation event on 7 September**

- 1.18 The event was held at St Pauls Church on St Stephens Road and was attended by Tower Hamlets officers and the project consultants; Alan Baxter Associates and Kennedy O'Callaghan Architects.
- 1.19 The event went smoothly and the venue allowed the consultation materials to be displayed easily.
- 1.20 The attendance sheet was signed by 15 people.

#### **Feedback received by consultants**

- 1.21 The consultants were asked to provide feedback received at the event and this is set out below:

*Kennedy O'Callaghan Architects and Alan Baxter Ltd (ABA) attended the public consultation exercise held at St John's Church on St Stephen's Road on 7 September 2016. ABA's assessments of the characteristics of the Driffield Road and Medway Conservation Areas were displayed alongside Kennedy O'Callaghan's design options for roof extensions, and maps of both conservation areas showing existing roof extensions and rear extensions.*

*At least fifteen people attended this consultation and most were very engaged with representatives from the Council and Kennedy O'Callaghan Architects. The majority were owners of houses or flats in the conservation areas and they seemed to be knowledgeable about their own properties and their neighbourhoods in general. All were supportive of roof extensions, but voiced different concerns associated with the possible new policy. In summary, some of these concerns were:*

- *A resident from Tredgar Square Conservation Area, concerned about what the knock-on effects would be for his own neighbourhood.*
- *Concern of increased pressure on car parking on and around Kenilworth Road.*
- *Worry about HMOs and change in occupiers in the houses- if a fourth floor can be added to a house, for example, it very easily divides into two flats, and is no longer a single home.*

- *A couple of residents wanted the Council to take a more prescriptive approach to mansard roof extensions, and that they should enforce a uniform design across the whole street in order to maintain the uniform character and appearance of the streets.*
- *Two further consultees, who had been actively lobbying the council in favour of mansard roof extensions, argued that applicants should be required to follow the design guidance to maintain design consistency and quality*
- *Two consultees expressed a preference for more individuality in design of the rear of the mansard roof extensions*
- *One resident who was planning to install replacement timber sash windows said she would only do so if she was able to stay in the property, which in her case would mean a mansard roof extension to meet her family requirements. She would also like to explore the possibility of outdoor space at roof level*
- *One consultee asked if they were required to have a hipped gable on a property with an inboard staircase or whether an extended gable, as proposed for properties with outboard staircases, would be acceptable*

*There were also questions to the Council about planning process: the process of drafting, consulting on and adopting new policy, and how applications would be assessed should this policy be adopted.*

*Several consultees (residents and three architects) asked the architects about the design and method of construction, in some detail. A young couple, who had withdrawn an application for a mansard roof extension early this year, discussed Kennedy O'Callaghan's drawings in some data.*

#### Feedback from LBTH Officers

- 1.22 Those who attended the event on 7 September spent a considerable time talking to officers and the consultant team.
- 1.23 From the responses recorded by officers there was clear support for a more permissive approach to mansard roofs once again citing the following reasons:
- Allow growing families to remain in the area and thereby support social cohesion
- 1.24 However, there was a strong body of opinion at this event that if mansards roofs were allowed they should be uniform in size, use of materials etc.
- 1.25 In addition, some residents wanted a guarantee that general façade improvements (restoration of historic decorative features) would be part of the approval.
- 1.26 Some residents expressed concern that mansards would lead to sub-division, loss of family dwellings and transient communities and unsafe neighborhoods. They were also concerned about how this would affect other conservation areas?

### **APPENDIX 3: Feedback Received from Amenity Societies**

- 2.1 This section sets out consultation responses received from amenity groups in response to the revised conservation areas appraisals and management guidelines document for Driffield Road and Medway conservation areas.
- 2.2 As part of the consultation process the following groups were invited to comment on the revised documents.
- Historic England
  - The Victorian Society
  - The Georgian Group
  - Society for the Protection of Ancient Buildings
  - The Ancient Monuments Society
- 2.3 The draft conservation area appraisals and management guidelines were emailed to the above with a covering letter explaining the background for the consultation.
- 2.4 In addition to inviting them to comment by email two workshops/meetings were set up for a group discussion. Unfortunately none of the above were able to attend on the given dates.
- 2.5 However, written responses have been received from the following groups and a summary of their observations are given.

#### **Historic England**

- 2.6 Summary of main issues raised by Historic England is set out below:

*We welcome the detailed approach taken by the Council which will better ensure that extensions within the above conservation areas are undertaken to an appropriate standard. However, whilst the specific guidance on alterations demonstrates a considered approach the potential for numerous piecemeal roof extensions has the potential to result in harm to the historic environment. The National Planning Policy Framework sets out the Government's policies for sustainable development, including the core principle of conserving heritage assets in a manner appropriate to their significance. In our view, the Council should consider whether the potential harm to the significance of the conservation areas is outweighed by the public benefits associated with allowing such a change. This should be assessed in accordance with policies 132 to 134 of the National Planning Policy Framework.*

- 2.7 Historic England provided detailed comments on the proposals and is set out below:

*Both the Driffield and Medway Conservation Areas are significant for their compact Victorian terrace housing. A significant aspect of their character are consistent flat parapets hiding "London roofs", which provides a strong harmony of appearance in many streets. The conservation areas meet at Roman Road and although Medway was largely developed slightly later there remains a strong similarity in character and*

*appearance. We also note that the Driffield Road Conservation Area demonstrates a very high proportion of survival in terms of historic roof forms, along a strong north south "ladder" of streets. Medway Conservation Area demonstrates a more varied townscape with an apparent wider extent of change and less consistency.*

*The consultation states that the consideration of a more flexible approach within these conservation areas is based on the apparent level of demand amongst families unable to extend their dwellings, and faced with a lack of alternative affordable alternatives within the borough. Whilst we recognise the considerable pressure on existing housing resources, this does not demonstrate a clear benefit for the historic environment. In our view, there would appear to be merits of retaining a case by case approach which takes into account the immediate context and setting. This would avoid potential harmful precedents and better enable change to be managed. We would however consider that the introduction of better guidance, to ensure that where change is acceptable it is of high quality, to be beneficial.*

*However, it is the responsibility of the local authority to consider whether wider public benefits are demonstrated and whether these can clearly demonstrate that they outweigh any harm to the conservation area.*

*In assessing whether to adopt a more relaxed approach to roof extensions the Council should consider the sensitivity to change and whether this establishes harmful precedents for other conservation areas, the drivers for change, and the extent of public benefit. In our view any decision needs to be informed by completeness and quality of townscape, the wider setting in terms of the historic and architectural relationship to residential conservation areas throughout the borough, and the borough-wide policies for housing. The review of eight conservation areas undertaken by the local authority provides a good basis for such an assessment.*

### **Victorian Society**

- 2.8 Victorian Society's comments in summary is set out below:

*The desire of residents within two conservation areas to enlarge their homes is noted and the guidance produced in response to this is clearly the result of much thought and deliberation about sensitively managing change in the historic environment. However, whilst this guidance is intended to minimise harm and a loss of character, conceding a blanket allowance of upward extensions within these Conservation Areas would entail a high level of cumulative harm in the long run. We therefore have a number of reservations about the principle of such a change and the potential for this to be a dangerous precedent to set when thinking about the wider picture.*

- 2.9 Victorian Society expanded their comments by providing more detailed feedback on the proposals as set out below:



*As identified in the Conservation Area Character Appraisals, it is the uniformity and lack of visible roof that are the key defining characteristics of the mid-Victorian terraces that the new guidance predominantly concerns. The hard, straight edged silhouette of the rooflines would be lost and as Historic England's guidance note 'London Terrace Houses 1660-1860 states "where it is evident that additional floors in any form will harm the architectural integrity of a building, a roofscape or the interest of a group, they should not be accepted" . The terraces in question may fall just outside of this date range, but the issues are the same. It is not possible to provide additional floor without harming their integrity.*

*Any regularity would also be compromised, as roof extensions will inevitably occur in a piecemeal fashion in any on terrace, should greater flexibility be allowed. Even if the same design is strictly enforced, there will be gaps or isolated extension, where not all residents of a terrace do or do not build roof extensions, for whatever reason. Additionally, most of the terraces are presently without rainwater pipes on their street facing elevations, by design rather than by accident. The ingenuity of the London Roof is such that drain pipes are confined to the rear of the property, allowing the principal facades to retain their strong simplicity. This would also present an undesirable change.*

*We would prefer these changes not to occur on terraces where there presently are a minority of roof extensions, so that the character of the Conservation Areas is sustained. Nevertheless, pressure for change is appreciable and if it is considered that upward extensions are really a necessity in this locality, we urge that any roof extensions are done across a whole terrace, or section of a terrace at any given time, not in isolated instances. This undoubtedly presents a challenge in terms of co-ordination, but the harm to the historic environment is serious and all reasonable steps must be taken to ensure the best possible outcome for it. We also urge that the reinstatement of lost architectural features such as cornices, railings and timber sash windows are not merely encouraged, and are instead a compulsory element of any consent for a roof extension. This would help offset the harm as a real enhancement of the Conservation Areas. However, uniformity is again key and the positive effect of such reinstatement will only be very limited if they occur in a piecemeal fashion.*

*With regards to the proposed design guidance and prototypes for roof extension, we consider this to be well thought approach that sets out mansard extension in a near a sensitive way as possible, if the principle is to be conceded.*

2.10 No responses were received from the other amenity groups.

### **APPENDIX 3: Feedback from Registered Providers**

- 3.1 This section sets out consultation responses received from Registered Providers in the two Conservation Areas in response to the revised conservation areas appraisals and management guidelines document for Driffield Road and Medway conservation areas.
- 3.2 Registered Providers who own housing stock (Tower Hamlets Homes and Circle Housing) in the two Conservation Areas were also contacted during the public consultation exercise, both choosing to neither support nor reject proposals for a more permissive approach to mansard roofs. In addition, neither stated that they had any immediate desire to add roof extensions to their properties.
- 3.3 However, Tower Hamlets Homes did note that this may enable them to improve the number/choice of homes they were able to offer. Their response is set out below:

*Whilst we do have street properties which might be potentially be affected in the Medway area, we don't have any formal comment to make at this stage. Clearly any relaxing in planning restrictions might allow for cheaper delivery choices/standards which by definition increases investment in LBTH stock.*

## **Appendix 4**

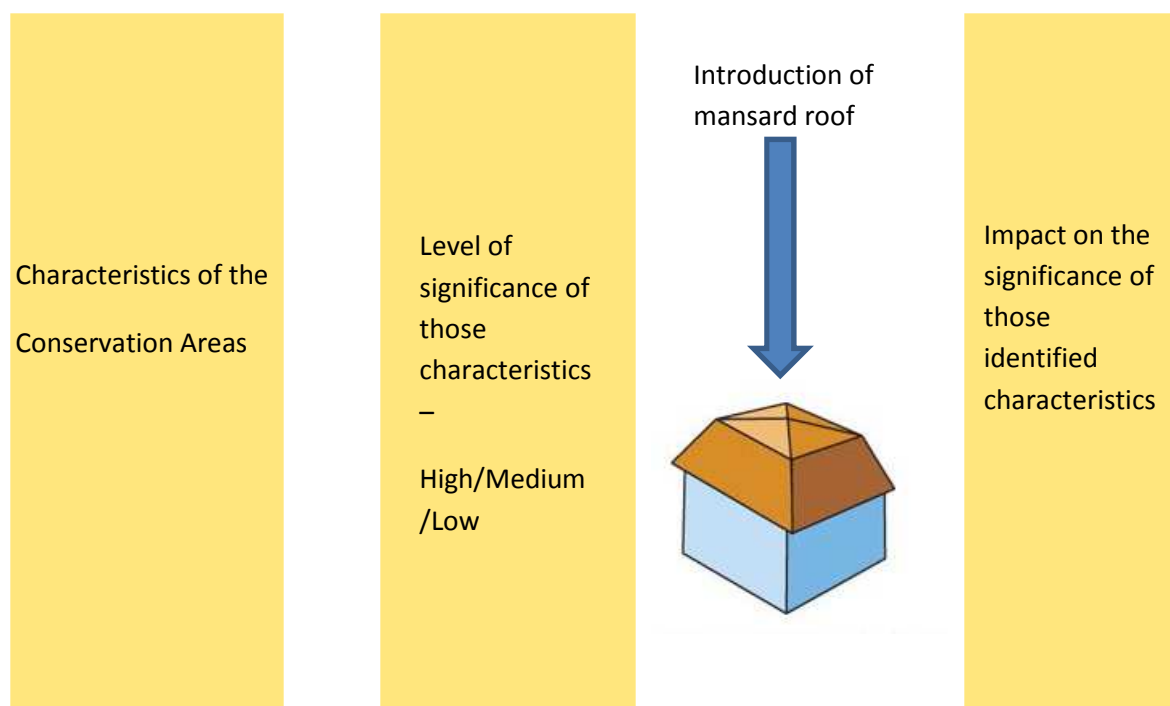
### Methodology for Assessing Harm against Public Benefit of the Proposals

## Methodology for assessing harm against public benefit - 8<sup>th</sup> Aug 2016

### 1. Approach to assessing harm against public benefit

#### *a. Assessing harm*

- Review of relevant legislation and establishing what it says about harm
- Defining harm
- How assessment of harm differs - listed building versus conservation area
- Characteristics of the area (specific to Driffled Road and Medway CA) and assessing significance of those characteristics
- Characterising proposals – mansard roofs
- How the proposals impacts on existing characteristics and their significance (see diagram below)



#### *b. Weighing public benefit*

- How public benefit is defined and understood
- Difference between private benefit / public benefit
- Role of public benefit in weighing planning policies
- What planning mechanisms have been used to balance public benefit in planning decisions- S106/Article 4s/relevant planning mechanisms
- Specific benefits of mansards in the context of this project



- What we know about the area (level of family homes, home ownership, if properties have been subdivided, number of bedrooms in 2 /3 storey houses in the two CAs, potential for extensions(rear/roof/basement)

## **2. Methodology for weighing harm against public benefit**

- a. Template for assessment based on 1a & 1b (attached)
- b. Further work to support the methodology
  - Case studies and appeal decisions in Tower Hamlets dealing with assessing harm to a CA versus public benefit
  - Review of appeals specific to Driffield Road and Medway
- c. Project Group Meeting- review the work with officers/consultants /external stakeholders(Historic England and others) on a biweekly basis

## **3. Equalities impact Assessment**

- a. Incorporating Equalities Impact Assessment work as part of the methodology
- b. Implications of this work on other conservation areas in the borough

## **Appendix 5**

### Assessment Report

## **APPENDIX 5: ASSESSMENT OF HARM AGAINST PUBLIC BENEFIT**

### **1. OVERVIEW**

#### **1.1. Purpose of this document**

1.1.1. This document is an appendix to report to Cabinet on Revised Character Appraisals for the Driffield Road and Medway Conservation Areas. It provides a detailed appraisal of the potential impacts arising from adopting a more permissive approach to the consideration of planning applications for mansard roof extensions in the Driffield Road and Medway conservation areas. The document also considers the possible public benefits that may arise from a more flexible approach and weighs these against the potential harm identified in accordance with the established planning decision making framework.

#### **1.2. Findings**

1.2.1. This report concludes that :

- Adopting a more permissive approach to mansard roof extensions would result in less than substantial harm to the significance of the Driffield Road and Medway conservation areas.
- Some public benefits in the form of supporting social cohesion and improving social capital, improving building façades and supporting/creating construction jobs may arise. However, the nature of these benefits means that they are presently unquantifiable and can therefore only be given limited weight in the decision making process.
- In order to comply with statutory duties in relation to preserving designated heritage assets, local planning authorities must attach 'considerable importance and weight' when weighing any identified harm against the public benefits of this proposal.
- In view of the relative weight attached to the harm and the public benefits, adopting a more permissive approach to mansard roofs is not considered to be the most appropriate course of action.

### **2. DECISION MAKING FRAMEWORK**

#### **2.1. Development in conservation areas**

2.1.1. This section sets out the decision making framework relating directly to the consideration of development in conservation areas. It should be noted that other policy considerations

may also apply as part of any decision making process, notably the protection of other non-designated heritage assets (such as listed buildings) and the protection of residential amenity.

## **2.2. Statutory**

2.2.1. The Council, as local planning authority, has a duty under section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 to determine applications for planning permission in accordance with the development plan.

2.2.2. In addition, section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 requires local planning authorities, in exercising their planning functions, to pay special attention to the desirability of preserving or enhancing the character or appearance of Conservation Areas.

## **2.3. Policy**

2.3.1. Section 12 of the National Planning Policy Framework (NPPF) sets out the national planning policies for the conservation and enhancement of the historic environment. The objective of these policies is to maintain and manage change to heritage assets in a way that sustains and, where appropriate, enhances their significance.

2.3.2. Annex 2 (Glossary) of the NPPF also identifies conservation areas (and listed buildings) as designated heritage assets. Paragraphs 132 to 134 of the NPPF set out a sequenced decision-making structure applicable to development affecting conservation areas, as designated heritage assets. Paragraph 132 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.

2.3.3. Paragraph 133 states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or if certain other specific criteria are met. Paragraph 134 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.



2.3.4. The determination of whether or not a more permissive approach to mansard roofs will result in harm to the significance of the conservation areas in question, and the degree of any such harm (substantial or less than substantial), is a matter of judgement. However, the Conservation Area Character Appraisals and Management Guidelines provide useful tools to assist with this (see below under paragraph 2.5.4). Where it is determined that any harm would be less than substantial, and that the test under paragraph 134 is relevant, it should be applied having regard to the requirement, under section 72 of the Planning (Listed Building and Conservation Areas) Act 1990, to pay special attention to the desirability of preserving or enhancing the character or appearance of Conservation Areas. That is, all elements of the planning balance should not be given equal weight but that considerable importance and weight should be given to any harm identified.

## **2.4. Regional**

2.4.1. The London Plan Policy 7.8 (Heritage Assets and Archaeology) states that development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

## **2.5. Local**

2.5.1. The Core Strategy (CS) Policy SP10 states the Council will protect and enhance a range of heritage assets and their settings, including conservation areas. It also states that the Council will preserve or enhance the wider built heritage and historic environment of the borough, enabling the creation of locally distinctive neighbourhoods. In particular, by promoting and implementing placemaking across the borough to ensure that the locally distinctive character and context of each place is acknowledged and enhanced.

2.5.2. The Managing Development Development Plan Document (MD DPD) Policy DM24 (Place-sensitive design) states that development will be required to be designed to the highest quality standards, incorporating principles of good design, including ensuring design is sensitive to and enhances local character.

2.5.3. MD DPD Policy DM27 (Heritage and the historic environment) development will be required to protect and enhance the borough's heritage assets and their significance as key elements of developing the sense of place of the borough's distinctive 'places'. It also states that applications for alteration or extension within a heritage asset will only be approved where it does not result in an adverse impact on the character, fabric or identity of the heritage asset or its setting; it is appropriate in terms of design, scale, form, detailing

and materials in its local context; and it enhances or better reveals the significance of the asset or its setting.

- 2.5.4. In the context of development in conservation areas, the above policies are supported by the Conservation Area Character Appraisals and Management Guidelines (CACAAMG). These documents are a useful tool that describe the special interest of each of the boroughs conservation areas and provide a greater understanding and articulation of their special character and appearance. As adopted documents, they are a material consideration in the determination of planning applications.

### **3. IDENTIFICATION AND ASSESSMENT OF HARM**

#### **3.1. Harm to conservation areas**

- 3.1.1. To assess harm to a designated heritage asset it is first necessary to consider its significance. Annex 2 (Glossary) of the NPPF defines 'significance' as:

*“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.”*

- 3.1.2. Historic England’s guidance document *Conservation Principles (2008)*, which is aimed at supporting the quality of decision making, identifies four types of heritage value that an asset may hold: aesthetic, communal, historic and evidential value. These values can be considered as another way of analysing the significance, and can help in deciding the most efficient and effective way of managing the heritage asset so as to sustain its overall value to society.

- 3.1.3. In the case of conservation areas, their significance derives from their special character and appearance. They are *areas* of special interest, that is, the significance is not found in one single building or view but in the sum of their parts.

- 3.1.4. The Driffield Road and Medway conservation areas possess aesthetic value in the rhythm and uniformity of the homogenous layout of streets, as well as the variety of ornamental detail. Their communal value derives from the fact that the physical fabric of the conservation areas has provided a backdrop for resident’s lives over many years and features in community memories. The way that the conservation areas can be seen to

have developed over time demonstrates their historical value. The evidential value of the conservation areas comes from the way that they yield evidence about past human activity. For example, the name and dates plaques that allow you to identify the design details of a particular time, such as decorative ironwork or the details of the roof structure.

- 3.1.5. To explore the impact on the significance of the Driffield Road and Medway conservation areas in more detail, an appraisal of all the main character elements has been carried out. The main character elements appraised are those set out in the draft refreshed versions of the character appraisals documents, which provide the most up-to-date assessment of the character of the conservation areas. Whilst this appraisal is not an exhaustive examination of the character, it does, nonetheless, address the main elements that may be affected by the addition of mansard roofs to buildings in the conservation areas.
- 3.1.6. The appraisal is presented in Table 1, with each character element considered in terms of the degree to which they may be affected by the addition of roof extensions to properties in the conservation areas. The assessment has been carried out on the basis that the roof extension would be in the form of the least harmful option presented in the Draft Character Appraisals and Management Guidelines (Option1 Revision A: double pitched mansard with 300mm setback). The similarities between the character of the two conservation areas, which sit either side of Roman Road and are in parts contiguous, is such that it is appropriate to consider them together in one table.
- 3.1.7. Each character element has been assessed in terms of its sensitivity, significance, degree of change and the overall effect of this change.
- 3.1.8. Sensitivity is an assessment of the degree to which the character element would be altered by the introduction of a mansard roof. It is categorised as low, medium or high.
- 3.1.9. Significance is the consideration of how important the character element is to the character of the conservation area as a whole, bearing in mind that the designation of the conservation area is to protect its special character and appearance, as opposed to any one particular building. The significance must reflect the consistency of the character element throughout the area, the degree to which there has been any change, the extent to which alteration to that element would impact on the character of the conservation area and the degree to which it might be evident on a quick glance down the street. Significance is expressed as high, medium or low.

3.1.10. The degree of change to which that character element would be subjected, by the introduction of a mansard roof is categorised as major, moderate, minor or none.



<b>Table 1: Assessment of effect of mansard roofs on character elements</b>				
<b>Character element</b>	<b>Sensitivity</b>	<b>Significance</b>	<b>Degree of change</b>	<b>Effect</b>
Small-scale houses	Medium – modest artisan houses were never intended to have a roof storey.	High – a key element of the character is the modesty of the scale of the houses.	Moderate – caused by an additional storey.	Major harm
Consistency of parapet roofline, concealed roof and the horizontal emphasis that this creates	High - this ties groups of properties together, despite the variation in architectural details	High – it has a large impact on street views throughout the conservation area	Major - a mansard roof will interrupt the parapet line, and detract from the horizontality.	Major harm. This may reduce over time as the number of mansards increases and a degree of consistency is once more established.
Valley gutter, expressed on the rear elevation	High - clear indication of the historic London roof	Medium – it is not visible from the public realm, although visible from neighbouring properties	Major – it would result in the loss of the distinctive valley gutter profile	Major harm– can be mitigated to moderate by the retention of the expressed 'V' as demonstrated in the least harmful mansard option
Silhouetted chimneys	High - clear indication of how the houses were lived in historically	Medium - often more visible from the rear of the property	Moderate - chimneys are often removed in the addition of a mansard	Major harm – can be mitigated to moderate by building up the chimneys as part of the mansard proposals

Uniformity	High - despite variations in architectural detail the terraces have an overall feeling of uniformity	High – consistency, regularity and repetition highlighted as important within the appraisals	Major - ad hoc addition will interrupt uniformity	Major harm – potentially reducing over time as more mansard roof extensions are introduced and a degree of uniformity is reinstated.
Historic character	High - terraces appear much as they did historically	High	Moderate - however the change will not obliterate the historic integrity	Moderate
Long views	High	High	Moderate - interruptions to the horizontality and consistency of the parapet line	Moderate harm
View from canal towpath [Driffield Road Conservation Area only]	Medium	Medium	Moderate	Moderate harm - this is a back elevation and substantial alterations are already visible
Materials	Medium	High	Minor	Minor harm - the change to materials is confined to the roof extension and the preferred mansard option uses traditional materials.

Doors and windows	Low	High	None	No effect – or moderate improvement with package of mitigation measures.
Railings	Low	High	None	No effect – or moderate improvement with package of mitigation measures.
Variety of architectural details to include, architectural mouldings, foot scrapers, ironwork on window cills, name and date plaques etc.	Low	High	None – these elements will remain unaltered regardless of what happens at roof level	No effect
Downpipes	High - drainage is currently down the rear of the buildings, the introduction of a mansard will result in the introduction of downpipes on the front elevation	Low	Moderate	Moderate to major harm – but can be limited to moderate harm by careful management.

3.1.11. The appraisal in Table 1 demonstrates that the application of a mansard roof to properties in the Driffied Road and Medway Conservation Areas will, in many instances; result in harm to those elements that are of greatest significance to overall character of those conservation areas. However, the table also recognises that the harm can, to some degree, be mitigated with appropriate detailed designs and a package of mitigation measures might support this.

### **3.2. The extent of harm**

3.2.1. Table 1 presents an assessment of the harm to the significance to the two conservation areas that would arise from the introduction of a more permissive approach to mansard roof extensions. Depending on the number and distribution of mansard roof extensions introduced to the conservation areas, the extent of this harm will vary both spatially and temporally. Harm to some elements of the significance of the conservation areas, such as the increase in scale of the small-houses and the loss of traditional roof structures, would increase as more and more roof extensions are introduced. However, other elements of harm, such as changes to the uniformity of the terraces, and a decline in the consistency of the roofline may improve over time, if the number of mansard roof extensions increases and uniformity is reintroduced.

3.2.2. It is difficult to predict the exact number of residents that will choose to extend their homes in this way, and how these extensions would be distributed across the conservation areas. During a public consultation that took place between July and September 2016 a number of residents advised the Council that they were supportive of a more permissive approach to mansard roof extensions. The number of residents who responded to the public consultation in this way (36 people) is a low proportion of the total number of properties located in these conservation areas (1,535 properties). The reason for this number of responses may be related to the relatively low proportion of owner occupiers in the conservation areas (558 properties out of 1,535). On the other hand, 519 properties in the conservation areas are owned by two registered providers (housing associations). These organisations were also contacted during the public consultation exercise, both choosing to neither support or reject proposals for a more permissive approach to mansard roofs. In addition, neither stated that they had any immediate desire to add roof extensions to their properties. However, one organisation did note that this may enable them to improve the number/choice of homes they were able to offer. It should be noted that the ownership of the registered providers is distributed randomly throughout the conservation areas. As such, if these organisations did choose to add mansard roof extensions to their properties,



this would not in itself introduce any significant degree of uniformity of roof forms to the conservation areas, as it would not generally be possible to extend a whole terrace at one time.

- 3.2.3. In view of the above, it seems likely that the extent of the harm to the conservation areas would be serious, particularly in the short and medium term where it seems likely that only some properties would be extended, resulting in harm to individual character elements, in particular to the parapet line and the overall feeling of uniformity and consistency that the unbroken parapet line gives. It is difficult to foresee a circumstance whereby mansard roof extensions could contribute to a high degree of uniformity in the conservation areas, except perhaps in the very long-term, when many or all of the properties have been extended. Even then, this would require a high-degree of consistency in the design and construction of roof extensions, which cannot be guaranteed by the planning system.

### **3.3. Other harm**

- 3.3.1. The appraisal in Table 1 is based on the assessment of possible impacts of the addition of mansard roofs to properties on the character of the two conservation areas. It should be recognised that the addition of a mansard roof to a property may result in other harmful effects that are not considered here. For example, harm to listed buildings or the setting of listed buildings (albeit that there is only one locally listed building in the two conservation areas), harm to non-designated heritage assets or adverse impacts on residential amenity.
- 3.3.2. Where other potentially harmful effects of proposed mansard roofs are identified, these will need to also be taken into account in the decision making process, including the exercise of any planning balance. Here, however, assessment is carried out without reference to any other effects, so as to understand the baseline degree of harm to the significance of the conservation areas.

### **3.4. Conclusion on harm**

- 3.4.1. Overall the harm that would occur is considered to be less than substantial. As such, it should be weighed against the public benefits of the proposal in accordance with paragraph 134 of the NPPF.
- 3.4.2. The harm to the conservation areas is nonetheless likely to be serious, particularly in the short(0-10yrs) to medium term(10-20yrs). There is, however, a prospect that harm would be lessened in the long-term(over 20yrs) if a new sense of uniformity is established. Although, this is unpredictable and cannot be guaranteed.

## **4. IDENTIFICATION AND ASSESSMENT OF PUBLIC BENEFITS**

### **4.1. Public benefits**

4.1.1. The Government's Planning Practice Guidance (PPG) states that public benefits can be anything that arises from a development that delivers economic, social or environmental progress, as defined by paragraph 7 of the NPPF.

4.1.2. The PPG also states that public benefits may include heritage benefits, such as:

- Sustaining or enhancing the significance of a heritage asset and the contribution of its setting.
- Reducing or removing risks to a heritage asset.
- Securing the optimum viable use of a heritage asset in support of its long-term conservation.

### **4.2. Public v. private benefits**

4.2.1. The PPG is clear that public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.

4.2.2. Private benefits are considered to be those received by an individual or a private business. Private benefits include, but are not limited to, monetary reward. In the case of roof extensions in the Driffield Road and Medway conservation areas; the benefits of increased floor space, and subsequent benefits to family life, are considered to be private benefits. As would be the increased value of the extended property.

### **4.3. Public benefits potentially gained from mansard roof extensions**

4.3.1. Table 2 sets out an assessment of the potential public benefits that may arise from adopting a more permissive approach to mansard roof extensions in the Driffield Road and Medway conservation areas. Table 2 uses the definition of public benefits, as described above, to understand the potential outcomes from allowing mansard roofs and to evaluate the weight that these outcomes can be given in the decision making process.

<b>Table 2: Assessment of benefits potentially arising from mansard roof extensions</b>				
<b>Benefit</b>	<b>Does it deliver economic, social or environmental progress?</b>	<b>Does it flow from the proposed development?</b>	<b>Is it of a nature and scale to benefit the public at large?</b>	<b>What weight should be given to this benefit?</b>
<b>Support social cohesion</b>	Social progress may result through enabling residents to stay in the area, which consequently may support the development of social capital. However, conversely it may also undermine social cohesion by encouraging buy-to-let investment and/or subdivision of family homes.	It is possible that some improvement to social cohesion will flow from the development. However, some residents may have chosen to remain in the area without a roof extension, or may choose to move away despite being able to build one. Some benefit may also be delivered through less harmful forms of development, such as rear and/or basement extensions. Although, some feedback from the public consultations suggests that these alternative forms of	In nature, improved social cohesion would benefit the public. The scale is unknown, individual cases may deliver minimal benefit, but collectively the impact may be greater.	Limited weight can be given to this benefit. Supporting social cohesion would be beneficial to the public, but the degree to which it would be delivered by allowing mansard roof extensions is unknown. Allowing mansard roof extensions may also be detrimental to social cohesion.

		extension are not as effective at creating successful family accommodation.		
<b>Enable façade improvements</b>	Contributing to protecting and enhancing our built and historic environment.	There is no planning mechanism to guarantee that the benefit will be delivered. It may also be delivered without the need for mansard roof extensions.	In nature, improving building facades would benefit the public. The scale is unknown, individual cases may deliver minimal benefit, but collectively the impact may be greater.	Very limited weight can be given to this benefit. Whilst improved facades would benefit the public, there is no planning mechanism to ensure that these are delivered alongside mansard roof extensions.
<b>Create/support jobs</b>	Contributing to building a strong, responsive and competitive economy.	Yes, some jobs for planners, architects and construction workers may be created or supported by the planning design and construction of mansard roofs. Extended family homes may also support home working.	In nature, creating/supporting jobs will benefit the public. The scale is unknown, individual cases may deliver minimal benefit, but collectively the impact may be greater.	Limited weight can be given to this benefit. Some jobs may be supported or created.



- 4.3.2. Table 2 discusses the potential role that mansard roof extensions can play in supporting social cohesion. A number of residents have told the Council, through public meetings and public consultations, that by being able to extend their homes they would be able to better accommodate their expanding families or respond to other personal circumstances. Consequently, they would be able to remain living in the area. This, in turn, may help to support the development of social capital (the connections between people), which is considered to make a positive contribution to a number of aspects of well-being.
- 4.3.3. The Tower Hamlets Partnership's Community Plan [2015] provides long-term vision for the borough, articulating local aspirations, needs and priorities. Under the theme 'A great place to live', this plan recognises the challenges the borough faces from a growing population. In particular, it notes the problems caused by overcrowding and affordability, which can contribute to residents deciding to move out of the borough. To tackle these issues, the Plan recognises the need to improve existing homes, as well as provide new ones. The Plan also identifies the importance of creating a safe and cohesive community where there will be a safer place where people feel safer, get on better together and difference is not seen as a threat, but a core strength of the borough. The Council's Conservation Strategy [2010] also seeks to promote community cohesion, by increasing community pride, ownership and involvement in heritage. As such, the Council, and its partners, recognise the importance of social cohesion, and the role that housing and the historic environment can play in helping to promote it. However, the assessment in Table 2 notes that there remain questions about the degree to which this will be delivered by adopting a more permissive approach to mansard roof extensions.
- 4.3.4. Table 2 also identifies façade improvements and the creation/support of jobs as other potential public benefits that may arise from a more permissive approach to mansard roof extensions. Overall, the assessment in Table 2 demonstrates that only limited weight in the decision making process can be given to the public benefits that may arise from adopting a more permissive approach to mansard roof extensions in the Driffield Road and Medway conservation areas.
- 4.3.5. One way of securing more quantifiable public benefits might be to consider a section 106 Scheme. No consultation has been carried out upon this option.

## **5. PLANNING BALANCE**

### **5.1. The NPPF test**

5.1.1. The assessment carried out in section 3 of this report concludes that adopting a more permissive approach to mansard roof extensions would result in harm to the significance of the Driffield Road and Medway conservation areas. The harm identified is considered to be less than substantial. Consequently, the test set out in paragraph 134 of the NPPF is appropriate to the decision making process in this instance.

5.1.2. Paragraph 134 states that where a development proposal, in this instance adopting a more permissible approach to mansard roofs, will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.

### **5.2. Relative weight of harm to heritage assets**

5.2.1. It is noted above that section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 requires local planning authorities, in exercising their planning functions, to pay special attention to the desirability of preserving or enhancing the character or appearance of Conservation Areas. Judgements by the Court of Appeal and the High Court in *East Northamptonshire v. Secretary of State for Communities and Local Government* [2014] (known as the Barnwell Manor case) and *R (on the application of The Forge Field Society and others) v Sevenoaks District Council* [2014] (known as the Forge Field case) have confirmed that in exercising this statutory duty, decision makers should attach 'considerable importance and weight' to desirability of preserving conservation areas. These decisions also confirm that the need to attach considerable importance and weight should apply even where the harm identified is less than substantial.

### **5.3. Relative weight of public benefits**

5.3.1. An assessment of the potential public benefits arising from adopting a more permissive approach to mansard roof extensions is presented in section 4 of this report. This concludes that although some public benefits may arise, the extent to which they might occur is unquantifiable and may only be given limited weight in the decision making process.

### **5.4. Conclusion on harm weighed against public benefits**

- 5.4.1. In view of the statutory duty to attach considerable importance and weight to the harm to the significance of the Driffield Road and Medway conservation areas, and the limited weight that can be attached to the potential public benefits that would arise, it can be concluded that adopting a more permissive approach to mansard roof extensions would not be compliant with planning policy.

## **Appendix 6**

### Equality Analysis Quality Assurance Checklist



## EQUALITY ANALYSIS QUALITY ASSURANCE CHECKLIST

<b>Name of 'proposal' and how has it been implemented</b> (proposal can be a policy, service, function, strategy, project, procedure, restructure/savings proposal)	<b>Adoption of the of the revised Conservation Appraisals for Driffield Road and Medway Conservation Areas enabling roof extensions</b>
<b>Directorate / Service</b>	<b>Development and Renewal Strategic Planning – Place Shaping Team</b>
<b>Lead Officer</b>	<b>Sripriya Sudhakar – Team Leader (Place Shaping)</b>
<b>Signed Off By (inc date)</b>	
<b>Summary – to be completed at the end of completing the QA (using Appendix A)</b> (Please provide a summary of the findings of the Quality Assurance checklist. What has happened as a result of the QA? For example, based on the QA a Full EA will be undertaken or, based on the QA a Full EA will not be undertaken as due regard to the nine protected groups is embedded in the proposal and the proposal has low relevance to equalities)	<div style="display: flex; align-items: flex-start;"> <div style="width: 20px; height: 20px; background-color: #00b050; margin-right: 10px;"></div> <div> <p><b>Proceed with implementation</b></p> <p>The general appraisals and management guidelines are directed toward the built fabric and will equally affect the community who live within it irrespective of their characteristics; however based upon the findings of the QA checklist a risk of unintentional but indirect discrimination with reference to the Public Sector Equality Duty (part of the Equality Act 2010) was identified.</p> <p>In respect of the revisions that provide general updates to the character appraisals and management guidelines to allow for better management of the conservation area, the policies are addressed at the built fabric and will affect the community who live within it irrespective of their characteristics.</p> <p>If the more flexible approach to mansard roofs being considered was taken forward, there are potential positive advantages to those living within the Driffield Road and Medway Conservation Areas (including those with protected characteristics). These would not be extended to those with protected characteristics in other conservation areas (who could potentially benefit from such a policy to a greater degree or for different reasons than the general public). This is on the basis that the potential benefits generated from roof extensions in conservation areas other than Driffield and Medway would be</p> </div> </div>

considered as of less value when compared against their potential harm to heritage assets without conducting further area specific assessments, thus residents of other conservation areas are disadvantaged and less likely to receive the positive benefits identified in this checklist. As such there is a risk of discrimination against people with protected characteristics who live in conservation areas which will not benefit from the policy (albeit the discrimination would also apply to some degree to those without protected characteristics in other conservation areas as well).

However, whilst they would not be in as favourable policy position, they would still be capable of applying for planning permission for mansards and any equality considerations which supported the need for the development would need to be considered on a case by case basis by the Council

The policy may result in significant harm to designated heritage assets, Medway and Driffield Road Conservation Areas; and would therefore fail to comply with policies SP10, SP12 and DM27 of the local plan and Goals 1, 2, 6 of the Conservation Strategy. Potential public benefits could address the leading objective of the One Vision for Tower Hamlets, Policy SP06 of the Borough's Core Strategy; Goals 3 and 5 of the Conservation Strategy.

It is worth noting that the way in which the Council could seek to secure some of the public benefits that have been identified as possible through a package approach, which might go some way to offsetting the identified harm to the conservation area, has not been fully developed or consulted on. Further work is required if some of these potential public benefits are to be secured in order to fully explore the options and consult on the same. However, this is not considered to have any particular additional relevance to equalities.

The mansard roof policy (if adopted) will result in unconditional private benefit of property value uplift in Driffield and Medway Conservation Areas which would also benefit those with protected characteristics. These benefits would also extend to all those within the conservation areas Driffield Road and Medway Conservation Areas but would not be extended to those in other conservation areas.

On the information available it is not considered that a full EA needs to be undertaken. Whilst the new more flexible approach to mansard roofs being considered has some limited potential to have a positive impact on those with

	<p>protected characteristics living within the Driffield Road and Medway conservation areas these are not considered to be far reaching and there will also be benefits to all those living within these areas, when compared to those living within other conservation areas. On this basis the impacts are considered indirect and an unintended consequence of the change in policy. For those living in other conservation areas, the status quo would be retained and they will be no worse off than they currently are.</p> <p>In order to assess the extent of any positive or negative equality impacts the Council can:</p> <ol style="list-style-type: none"> <li>1. Set a 5 year monitoring period for the policy implementation in the pilot areas to identify the number and quality of extensions constructed; quantify the public benefits generated in due course. As part of this the Council could seek to assess the positive and negative impacts on those with protected characteristics (although it is recognised below that obtaining the information on this final aspect could be difficult).</li> </ol>
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Stage	Checklist Area / Question	Yes / No / Unsure	Comment (If the answer is no/unsure, please ask the question to the SPP Service Manager or nominated equality lead to clarify)
1	Overview of Proposal		
a	Are the outcomes of the proposals clear?	YES	<p>The Council has in place a Conservation Strategy and the Strategy is aligned with the Borough's Core Strategy 2025. The Conservation Strategy contributes to the key priorities of the Tower Hamlets Community Plan 2020. The proposal would have negative impact on significance of heritage assets and therefore would fail to address the following policies of the Local Development Framework :</p> <ul style="list-style-type: none"> <li>- SO22 of the Borough's Core Strategy</li> <li>- SP10, point 2 of the Borough's Core Strategy</li> </ul> <p><i>Protect and enhance the following heritage assets and their settings:</i> (...)</p>

			<p><i>Conservation Areas</i> (...) <i>Other buildings and areas that are identified through the Conservation Area Character Appraisals and Management Guidelines</i></p> <ul style="list-style-type: none"> <li>- SP12 (b) of the Borough's Core Strategy <i>Improve, enhance and develop a network of sustainable, connected, well-designed places across the borough through:</i> (...) <i>b) Retaining and respecting the features that contribute to each places' heritage, character and local distinctiveness.</i></li> <li>- Policy DM27 Heritage and the Historic Environment of the Managing Development Document, in particular paragraph 1: <i>Development will be required to protect and enhance the borough's heritage assets, their setting and their significance as key elements of developing the sense of place of the borough's distinctive 'Places'</i> and point 27.7 supporting DM27 which clarifies that the Council would not allow additional roof storeys (...) <i>where they would harm the significance, specifically the appearance and character, of terraces or groups of buildings where the existing roof line is of predominantly uniform character (...).</i></li> </ul> <p>The proposal would also compromise on addressing the following goals of the Conservation Strategy:</p> <ul style="list-style-type: none"> <li>- Strategy Goal 1: Understanding the significance of the heritage;</li> <li>- Strategy Goal 2: Increasing community pride, ownership and involvement in heritage to promote community cohesion</li> <li>- Strategy Goal 6: Ensuring Effective Protection of the Heritage</li> </ul> <p>The policy on mansard roofs being considered would (if adopted) accept the potential harm to the special character of Driffield and Medway conservation areas. Albeit the following potential public benefits were identified which could offset harm to heritage significance to some degree:</p> <ol style="list-style-type: none"> <li>1. Support social cohesion by enabling families to grow into their homes and not have to move. This has potential to lead to a</li> </ol>
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			<p>less transient population, and help people in creating local ties and therefore strengthen community cohesion. However, given the profiling of the types of properties and the number of properties which are owner occupied, there is uncertainty how far these benefits will extend and the resulting social cohesion should not be overstated as a benefit. There is also no guarantee that allowing mansards will lead to those who take advantage of the policy staying in their property long term. The policies have the potential to lead to larger properties within the conservation area, however it must be noted that the changes could also lead to more applications to subdivide properties within the two conservation areas.</p> <p>Social cohesion lies in the heart of the Borough's development framework. <i>The One Tower Hamlets vision is to reduce inequality, promote community cohesion and enable community engagement and leadership by giving people the tools and support to improve their lives.</i></p> <p>2. If a packaged approach was adopted, lead to façade improvements which will itself lead to the improvements in the appearance of the conservation areas.  <i>Conservation Strategy Goal Strategy Goal 3: Ensuring effective governance and management of the heritage</i>  <i>Conservation Strategy Strategy Goal 5: Improving the condition of the heritage</i></p> <p>3. Create/support jobs through the construction of the mansards.  Core Strategy SP06 (1c)  1. <i>Seek to maximise and deliver investment and job creation in the borough, by:</i>  (...) c) <i>Ensuring job opportunities are provided in each place in, and at the edge of, town centres.</i></p> <p>In respect of (2) above some public benefits could be secured if a package approach was taken in order to secure (a) works to address issues arising in respect of the dwelling concerned (and its current contribution to the character &amp; appearance of the CA concerned) and (b) some limited off-site contribution which allowed for monitoring of the conservation area and other general</p>
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			<p>improvements. Therefore whilst the development of mansards in isolation would be harmful to the character of the conservation areas for some considerable time the requirements in respect of (a) &amp; (b) above would, at least, mitigate that harm to some degree.</p> <p>All properties suitable for a mansard roof extension would enjoy unconditional private benefit of a price uplift as a result of a more flexible attitude by the Local Planning Authority to the addition of mansard roofs in these areas (this would be regardless of any protected characteristics). There is potential that there could be additional positive benefits which could flow to those with protected characteristics:</p> <ol style="list-style-type: none"><li>1. The potential for those with disabilities or in their later life to make further adaptations to their homes that might not be possible with a smaller dwellings and potentially more room for a live in carer if this was required.</li><li>2. Potential for those of some races, religions or beliefs who are more inclined to have larger families or live with extended families to be able to stay in their properties longer by extending their homes.</li></ol> <p>These benefits would not extend to those within other conservation areas. It is clear that any positive/negative impact on equalities would be indirect and an unintended consequence of the policy. It should be noted that there is no bar on those with protected characteristics in other conservation areas applying for planning permission for mansard roofs and if applicable the Council would be required to take on board any equality impacts in taking the individual decision. They would, however, not be in the same policy position as those within the conservation areas where the policy was more permissive, and a decision would need to be taken on a case by case basis which would include an individual assessment of the impact of the development on the appearance of the conservation area.</p>
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b	<p>Is it clear who will be or is likely to be affected by what is being proposed (inc service users and staff)?</p> <p>Is there information about the equality profile of those affected?</p>	<p>YES</p> <p>NO</p>	<p>The potential implications of the policy are clear both in respect of the revised character appraisals and guidelines and the flexible approach to mansard roofs. The application of the policy is dependent upon the built fabric, and historic environment rather than upon the characteristics of the community who live within it.</p> <p>Under the Equality Act 2010 the protected characteristics are: age, disability, gender reassignment, marriage/civil partnership, pregnancy/maternity, race, religion or beliefs, and sexual orientation.</p> <p>No accurate equality profiling of those that might be affected has been possible because the conservation areas cross the ward boundaries for which census data is available. As part of the consultation process the Council sent equality monitoring forms to those consulted to request information to assist in obtaining the necessary data (and this was also on line), however, none of these monitoring forms were returned.</p>
<b>2</b>	<b>Monitoring / Collecting Evidence / Data and Consultation</b>		
a	Is there reliable qualitative and quantitative data to support claims made about impacts?	<p>NO-quantitative data</p> <p>YES-qualitative data</p>	<p>As above – there is a lack of profiling or information received in response to the consultation on the exact ways/the extent to which the refusal or approval of a more permissive approach to mansards could impact on those with protected characteristics. Because of the nature of the policy it is clear however, that a more permissive approach may bring benefits to those within the conservation areas concerned which wouldn't be secured if the status quo remains. These have been addressed above.</p> <p>The documents to which may be adopted apply specifically to 2 Conservation Areas: Medway and Driffield. They include:</p> <ol style="list-style-type: none"> <li>1. Revised Character Appraisal and Management Plan for Driffield Road Conservation area</li> <li>2. Revised Character Appraisals and Management Plan for Medway Conservation Area.</li> </ol>

			<p>The report to Cabinet is supported by:-</p> <ul style="list-style-type: none"> <li>• Summary of Consultation Responses</li> <li>• Methodology for Assessing Harm</li> <li>• Assessment Report - Harm v Public Benefit</li> <li>• Property type and tenure- Driffield Road and Medway</li> </ul> <p>They are based on:</p> <ul style="list-style-type: none"> <li>- a survey of the existing fabric with regard to the existing form of roofs and rear extensions;</li> <li>- design work developing options for new extensions with minimum impact on the special character;</li> <li>- an assessment of harm to heritage assets;</li> <li>- an desk top study of public benefits generated by the policy</li> <li>- a series of public consultations conducted by officers.</li> </ul>
b	Is there sufficient evidence of local/regional/national research that can inform the analysis?	NO	<p>So far as assessing any impact on the protected characteristics (as set out above) it has been difficult to obtain accurate profiling to inform the analysis. The same is true of any regional or national research. The Council are not aware of any other research or monitoring that has been carried out regionally or nationally in respect of the positive or negative impacts on equalities linked with a permissive approach to mansards.</p> <p>National policy supports the appraisal of conservation areas and the protection and enhancement of their special character and appearance. The London Plan, and the Tower Hamlets Local Plan identify the protection of the historic environment as a goal. The Borough's Conservation Strategy helps to make Tower Hamlets a great place to live, by managing and sustaining the heritage, and thereby reinforcing the distinctive identity and unique sense of place of the Borough.</p>
c	Has a reasonable attempt been made to ensure relevant knowledge and expertise (people, teams and partners) have been involved in the analysis?	YES	<p>The proposals were constructed by conservation officers with expertise in the assessment of the historic environment; supported by external experts specialising in architectural design in a heritage context. Officers sought responses on the equality profile of those responding to consultation, however no responses were received. Policy officers did contact the team who hold the</p>





			census data for the wards, however following discussions it was felt that because the conservation areas crossed ward boundaries and were only parts of wards, any profiling based on wards would not be an accurate basis on which to carry out the analysis.
d	Is there clear evidence of consultation with stakeholders and users from groups affected by the proposal?	YES	Detailed information about the proposal was published on Council's website with clear instructions about the ways feedback could be provided. As identified equality profiling information was sought. Letters were sent to all households within the identified conservation areas and to key stakeholders alerting them to the proposals setting out where more information could be found, officers could be contacted and meetings attended. Three meetings were held in the afternoons and evenings at accessible venues. Information about the proposals and where to find additional information was also advertised in the paper and on the Councils website.
<b>3</b>	<b>Assessing Impact and Analysis</b>		
a	Are there clear links between the sources of evidence (information, data etc) and the interpretation of impact amongst the nine protected characteristics?	NO	The general policy is directed toward the protection of the built fabric and is dependent upon the quality of the townscape, rather than upon the characteristics of the community who live within it. However in respect of a flexible approach to mansard roofs, public benefits generated favour needs of families: couples, children, elderly, including disabled.  As above, there is a lack of evidence as to how extensive any impact might be (in terms of the number of people with a protected characteristic which might benefit from the policy), however if a permissive approach is taken it is expected that the impact of the policy would be an indirect positive one for the people that live within the two conservation areas concerned, which has been addressed above.
b	Is there a clear understanding of the way in which proposals applied in the same way can have unequal impact on different groups?	YES	The potential positive benefits to those with protected characteristics within the two conservation areas directly concerned have been set out above. The proposals are applied according to the character of the built environment, not the

			characteristics of residents; albeit the policy may unintentionally discriminate residents of the other conservation areas in the Borough, including nine protected characteristics. Potential benefits generated from roof extensions in conservation areas other than Driffield and Medway would be considered as of less value when compared against their potential harm to heritage assets without conducting further area specific assessments, thus residents of other conservation areas are disadvantaged, including those within protected characteristics (who might benefit to a greater degree or for different reasons than the general public).
<b>4</b>	<b>Mitigation and Improvement Action Plan</b>		
a	Is there an agreed action plan?	YES	The decision to undertake further detailed design guidance to explore further opportunities for mansard roof extensions for family homes in Driffield Road and Medway Conservation Areas was agreed by Cabinet on the 26 July 2016. It is not considered that any mitigation or improvement action plan is necessary in respect of the changes to policy currently being considered. Any impact on equalities would be positive and indirect.
b	Have alternative options been explored	YES	The option to take no action – No change to existing Appraisals – was considered. It was not recommended as the proposed recommendations are strategic, measurable and attainable. Further options exist in terms of approving the revised appraisals outright or in terms of carrying out further work in respect of seeking a package of improvements along with the mansard applications to secure improvements to the appearance of the applicable dwelling within the conservation area, and seeking contributions which would assist in the monitoring of the conservation areas, along with other more general improvements.
<b>5</b>	<b>Quality Assurance and Monitoring</b>		
a	Are there arrangements in place to review or audit the implementation of the proposal?	YES	The implementation of these proposals will be reviewed as part of the review of the Conservation Area Character Appraisals of which they will form a part.
b	Is it clear how the progress will be monitored to track impact across the protected characteristics??	NO	The Council could set a 5 year monitoring period for the policy implementation in the pilot areas to identify the number and

			quality of extensions constructed; quantify the public benefits generated in due course. As part of this the Council could seek to assess the positive and negative impacts on those with protected characteristics (although it is recognised that obtaining the information on this final aspect could be difficult as there is no obligation on applicants to provide this).
<b>6</b>	<b>Reporting Outcomes and Action Plan</b>		
a	Does the executive summary contain sufficient information on the key findings arising from the assessment?	YES	

## Appendix A

### (Sample) Equality Assessment Criteria

Decision	Action	Risk
As a result of performing the QA checklist, it is evident that due regard is not evidenced in the proposal and / or a risk of discrimination exists (direct, indirect, unintentional or otherwise) to one or more of the nine groups of people who share <i>Protected Characteristics</i> . It is recommended that the proposal be suspended until further work or analysis is performed – via a the Full Equality Analysis template	<b>Suspend – Further Work Required</b>	<b>Red</b> 
As a result of performing the QA checklist, the policy, project or	<b>Proceed with</b>	<b>Green:</b> 

function does not appear to have any adverse effects on people who share <i>Protected Characteristics</i> and no further actions are recommended at this stage.	<b>implementation</b>	
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## **Appendix 7**

Dwelling Type and Tenure – Driffield Road and Medway Conservation Area

## Appendix 7- Dwelling type and Tenure data for Medway and Driffield conservation areas

### Dwelling Type

<b>Dwelling type</b>	<b>Medway</b>	<b>Driffield</b>
Detached house	20	6
Semi-detached house	35	23
Terraced (including end-terrace) house	393	276
flat in Purpose-built block of flats or tenement	316	146
flat in Part of a converted or shared house (including bed-sits)	142	115
flat In a commercial building	19	38
Caravan or other mobile or temporary structure	0	6
Total*	925	610

Source : 2011 Census table KS401EW

### Tenure

<b>tenure</b>	<b>Medway</b>	<b>Driffield</b>
Owned outright	112	104
Owned with a mortgage or loan	178	164
Shared ownership (part owned and part rented)	19	2
Social rented: Rented from council (Local Authority)	106	40
Social rented: Other	266	107
Private rented: Private landlord or letting agency	204	166
Private rented: Other	13	10
Living rent free	14	5
Total*	912	598

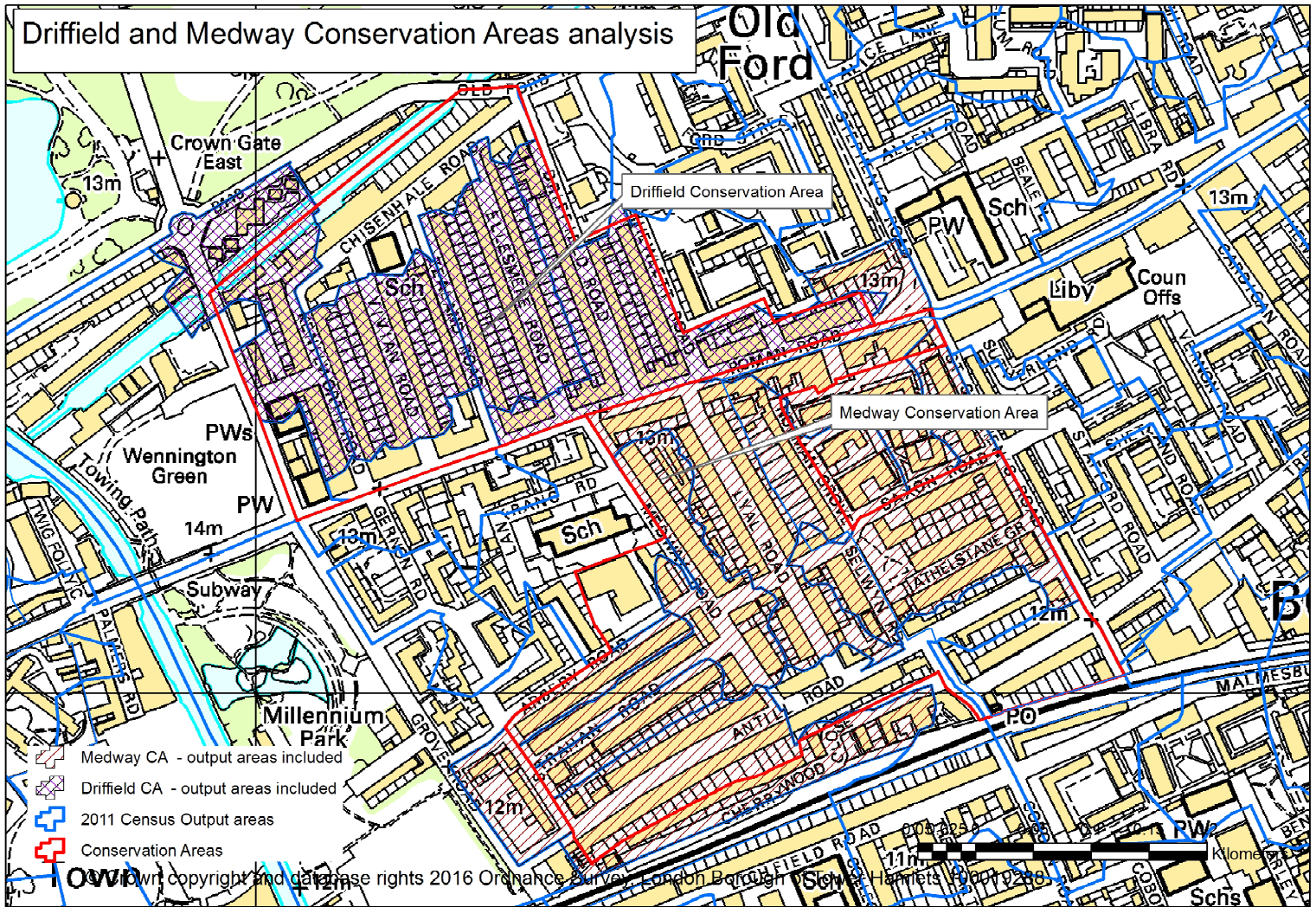
Source: 2011 Census table KS402EW

\*Please note that the totals for both tables are not the same as the Tables have slightly different base units

Tenure = households

Dwelling type = household spaces and dwellings

# Driffield and Medway Conservation Areas analysis



By virtue of paragraph(s) 2 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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**Appendix 9 - Packaged Approach to Mansard Roof Extensions in Driffield Road and Medway Conservation Ares: Timescale for Adoption**

## **Packaged Approach to Mansard Roof Extensions**

1.1 There are two ways to manage the ‘*packaged approach*’ to mansard roof extensions and the sections below set out tentative timescale associated with each option.

### **Option 1a. Integrated approach**

1.2 In this approach, mansard roof proposals and additional work to increase the level of public benefits could be approved as a single package at Cabinet.

1.3 In order to do this, additional work is required to establish mechanism for securing additional public benefits, to consult upon this and then bring it back to MAB/CABINET for consideration. Officers propose the following steps and a tentative timescale for Members consideration.

1.	<p>At the 6<sup>th</sup> December CABINET meeting:</p> <ul style="list-style-type: none"> <li>Members acknowledge officers recommendation to not progress the proposals for adoption on the 6<sup>th</sup> December 2016 Cabinet due to lack of significant public benefit to outweigh harm caused by the permissive approach.</li> <li>Members request officers come back with proposals for securing increased public benefit associated with the proposals for their consideration at a future MAB/CABINET meeting.</li> </ul>	<b>6<sup>th</sup> December 2016</b>
2.	<p>Officers undertake further work to put together a ‘<i>packaged approach</i>’ to mansard roof extension in the two areas as set out in the CABINET Report. This will involve identifying a set of physical improvements- ‘enhancement works’ in the two conservation areas and a carefully identified sum for financial contributions based on floor area of planning applications for mansard roof extensions.</p> <p>This will involve liaising with the Infrastructure Team and Legal Team and will require independent Counsel advice to ensure contributions and benefits sought are proportionate to the works for which planning permission is sought.</p>	<b>6<sup>th</sup> December 2016 – 3<sup>rd</sup> March 2017 (to take into account Christmas break)</b>
3.	<p>Officers to bring the measures identified as part of the packaged approach for mansard roof extension in the two conservation areas to the Mayor for his sign off prior to public consultation for 6 weeks.</p> <p>(proposed timescale assumes that the matter is not required to be presented to DMT, CMT, MAB or CABINET)</p>	<b>6<sup>th</sup> March 2017</b>
4.	Public consultation – 6 weeks including 2 consultation events to present proposals to residents and stakeholders	<b>13<sup>th</sup> March 2017 – 23<sup>rd</sup> April 2017</b>

5.	Summary of consultation responses to ' <i>packaged approach</i> ' and summary of consultation report and any other additional material to support the proposed permissive approach for Members consideration.	<b>14<sup>th</sup> May 2017</b>
6.	Present the item to MAB for progressing permissive approach to mansard roof extension to Cabinet for adoption. (proposed timescale assumes that the matter is not required to be presented to DMT & CMT)	<b>May 2017</b>
7.	Cabinet adoption of proposals	<b>June 2017</b>

***Option 1b- Two-pronged approach***

- 1.4 In this option, Members could decide to recommend progression of a permissive approach to mansard roofs in Driffield Road and Medway Conservation Areas for adoption at 6<sup>th</sup> December 2016 Cabinet. As part of that Cabinet Report, Members could instruct officers to undertake further work to increase the level of public benefits associated with the proposals. The package of measures to increase public benefits could then be brought back to MAB and Cabinet for adoption at a later date.
- 1.5 It is important to note that until such benefits are formally identified, consulted upon and adopted, any planning application for mansard roof extensions in the two areas will be assessed on existing local plan policies. And this means, in the absence of significant public benefits associated with these proposals, isolated mansard roof extension, where not appropriate, will be refused.
- 1.6 Once the mechanism for securing public benefits is established and adopted the *packaged approach* will enable officers to consider mansard roof application more favourably in Driffield Road and Medway Conservation Areas in light of public benefit to mitigate harm to the character and appearance of the two areas.
- 1.7 Officers have set out timescale for such an approach below for Members consideration.

1.	<p>At the 6<sup>th</sup> December 2016 MAB meeting</p> <ul style="list-style-type: none"> <li>Members support the permissive approach to mansard roof extension in the Driffield and Medway Conservation Areas. Principle of permissive approach to mansard roof extensions in Driffield Road and Medway Conservation Areas is approved</li> <li>At the meeting, Members acknowledge that further work needs to be undertaken to increase the level of public benefit to mitigate harm.</li> </ul>	<b>6<sup>th</sup> December 2016</b>
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	<ul style="list-style-type: none"> <li>Members request officers to undertake further work to secure additional public benefits to enable mansard roof applications to be considered more favourably in the two areas.</li> <li>Members acknowledge that until the mechanism for securing public benefit is adopted, all applications will be determined on the basis of existing local plan policies and where its considered harmful will be refused due to lack of sufficient public benefit to mitigate harm to the conservation area.</li> </ul>	
3.	<p>Officers to undertake further work to put together a <i>packaged approach</i> to mansard roof extension in Driffield Road and Medway Conservation Areas. This will include identifying a set of physical improvements or '<i>enhancement works</i>' in the two Conservation Areas and a carefully identified sum for financial contributions based on floor area.</p> <p>This will involve contributions from the Infrastructure Team and legal team and we may need to get Counsel advice to ensure our calculations are robust and the sum identified is proportionate to works.</p>	<p><b>6<sup>th</sup> December 2016 – 3<sup>rd</sup> March 2017</b>  <b>(to take into account Christmas break)</b></p>
4.	<p>Officers to bring the <i>packaged approach</i> for mansard roof extensions in the two areas to the Mayor to seek approval to go out for public consultation for 6 weeks</p> <p>(proposed timescale assumes that the matter is not required to be presented to DMT, CMT, MAB and CABINET)</p>	<p><b>6<sup>th</sup> March 2017</b></p>
6.	<p>Public consultation – 6 weeks</p>	<p><b>13<sup>th</sup> March 2017 – 23<sup>rd</sup> April 2017</b></p>
7.	<p>Officers to prepare a Summary of consultation responses for a <i>packaged approach</i> and draw together a summary of consultation report and any other additional material to support the proposed approach for adoption.</p>	<p><b>14<sup>th</sup> May 2017</b></p>
6.	<p>Officers to take the '<i>packaged approach</i>' through the Cabinet adoption process. Tentative dates below:  DMT – 22<sup>nd</sup> May 2017  CMT – 6<sup>th</sup> June 2017  MAB – 27<sup>th</sup> June 2017  CABINET – 18<sup>th</sup> July 2017</p>	<p><b>May- July 2017</b></p>
7.	<p>Cabinet adoption of proposals</p>	<p><b>July 2017</b></p>