

CABINET

Tuesday, 27 June 2017 at 5.30 p.m.

C1, 1st Floor, Town Hall, Mulberry Place, 5 Clove Crescent, London,
E14 2BG

SUPPLEMENTAL AGENDA

Agenda Item 5.3 Appendices Pack

The meeting is open to the public to attend.

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see the main agenda.

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

**5 .3 Revised Character Appraisals and Management
Guidelines for Driffield Road and Medway
Conservation Areas**

1 - 364

Bow West

APPENDIX 1A:

CABINET REPORT AND ACTION PLAN (8 APRIL 2015)

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

Lead Member	Councillor Rabina Khan, Cabinet Member for Housing and Development
Originating Officer(s)	Vicky Allen, Corporate Strategy and Equality
Wards affected	All Wards
Community Plan Theme	A Great Place to Live
Key Decision?	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
<p>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</p>			
<p>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.</p>	<p>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.</p>	<p>Plan Delivery Team, Strategic Planning, P&BC, D&R.</p>	<p>April 2015</p>
	<p>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.</p>	<p>Plan Delivery Team, Strategic Planning, P&BC, D&R.</p>	<p>April 2015 (start date) March 2017 (expected end date)</p>
<p>R2. Amend DM27 to:</p> <ul style="list-style-type: none"> • 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 			
<p>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.</p> <p>The process for reviewing the Local</p>	<p>Engagement Draft of Local Plan (including DM27) for public consultation.</p>	<p>Plan Making Team, Strategic Planning, P&BC, D&R</p>	<p>August 2015</p>
	<p>Public consultation on Submission Document of Local Plan.</p>		<p>Jan/Feb 2016</p>
	<p>Proposed Submission Draft of Local Plan (including DM27) to</p>		<p>July 2016</p>

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>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:</p> <ul style="list-style-type: none"> • 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 			
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
R4. Write a policy for underground extensions and basements as part of the Local Plan refresh.			
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"> ○ identify other London Boroughs with basement policies. ○ identify existing basement development in the borough. ○ Consult specialist consulting engineering advice to undertake a study / produce detailed advice on technical issues. 	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"> ○ adequate soil depth. 		May 2015

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

Comment	Action	Responsibility	Date
	<ul style="list-style-type: none"> o undeveloped garden land. o ground conditions and land stability. o depth. o habitable accommodation. 		
	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
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.			
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>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:</p> <ul style="list-style-type: none"> • 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. 			
<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

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APPENDIX 1B:

CABINET REPORT (6 DECEMBER 2016)

Cabinet 6 th December 2016	 TOWER HAMLETS
Report of: Aman Dalvi, Corporate Director, Development and Renewal	Classification: [Unrestricted]
Revised Character Appraisals and Management Guidelines for Driffield Road and Medway Conservation Area	

Lead Member	Mayor
Originating Officer(s)	Sripriya Sudhakar, Team Leader- Place Shaping Team
Wards affected	Bow East
Key Decision?	Yes
Community Plan Theme	A Great Place to Live

Executive Summary

This report follows from the Overview and Scrutiny Challenge Session on *Planning in Conservation Areas: The implications of Conservation Areas on the extension of family homes* which went to Overview and Scrutiny Committee (OSC) in January 2015. Six recommendations were identified and agreed by the Cabinet on the 8th April 2015. This report presents progress made with regard to recommendation 3 which was to individually refresh the Conservation Area Character Appraisal and Management Plans for eight Conservation Areas with family dwelling houses where householders submit the most planning applications.

Of the eight areas, Addendums for Chapel House, Fairfield Road, Jesus Hospital, Tredegar Square, Victoria Park and York Square Conservation Areas were adopted by Cabinet on 26th July 2016. Officers were subsequently asked to consider as part of this process the possibility of the Council taking a more flexible approach to roof extensions within the other two areas – Driffield Road and Medway Conservation Areas. This report relates to the further detailed review of and guidance for the Driffield Road and Medway Conservation Areas, in the form of revised Character Appraisals and Management Plans.

A detailed assessment of the impact of a more flexible approach to mansard roofs upon the character and appearance of the two Conservation Areas and the potential public benefits associated with such works, as required by the National Planning Policy Framework (NPPF) has been prepared alongside the refreshed appraisals and management plans for the two conservation areas to assess the suitability of the proposals. The Assessment Report (Appendix 5) highlights the significant harmful impact of the proposals on the two Conservation Areas in the short and medium term and concludes that the public benefits associated with the proposals may be given only limited weight and they do not outweigh the harm identified.

Officers' recommendation is that the Council does not pursue a permissive approach

to mansard roof extensions in the two conservation areas because of the resulting harm but that the Council should adopt the Conservation Area Appraisals and Management Guidelines with the detailed design guidance prepared in respect of the mansard roof extensions removed.

Recommendations:

The Mayor in Cabinet is recommended to:

1. Note that:
 - The Assessment Report highlights significant harm arising out of the proposals in respect of mansard roofs in the short and medium term and potentially in the long term.
 - Officers' recommendation is to not proceed with these proposals based on the findings from the Assessment Report.
2. Support officers' recommendation to not proceed with the proposals in respect of mansard roofs due to the harmful impact on the character and appearance of the Conservation Areas.
3. Agree that:
 - the detailed design guidance prepared in respect of the mansard roof extensions be removed from the Revised Character Appraisal and Management Guidelines attached as Appendix 2;
 - the Revised Character Appraisals and Management Guidelines for Driffield Road and Medway Conservation Areas (attached as Appendix 2) be adopted without the mansard roof guidance; and
 - the revised Character Appraisals and Management Guidelines will replace the existing Character Appraisals and Management Guidelines for Driffield Road and Medway Conservation Areas.

1. REASONS FOR THE DECISIONS

- 1.1 This report follows from the Overview and Scrutiny Challenge Session on *Planning in Conservation Areas: The implications of Conservation Areas on the extension of family homes* which went to Overview and Scrutiny Committee (OSC) in January 2015. The Challenge session identified six recommendations that were agreed by the Overview and Scrutiny Committee (OSC) and Cabinet (The Action Plan setting out the various recommendation is set out in **Appendix 1**).
- 1.2 **Recommendation 3** was to individually refresh the Conservation Area Character Appraisal and Management Documents for the eight Conservation Areas with a predominantly residential character where householders submit the most planning applications, and pressure to provide increased family accommodation is greatest. The eight areas concerned were Chapel House, Driffield Road, Fairfield Road, Jesus Hospital Estate, Medway, Tredegar

Square, Victoria Park and York Square Conservation Areas. The actions required included:

- Appraising properties within each Conservation Area and categorising them according to their suitability for extensions;
- Identifying criteria where it would be possible to build additional roof storeys and back extensions and possible restrictions;
- Detailed technical notes for repairs and restoration work and for extensions, backed up by photo visuals to avoid ambiguity.

- 1.3 Of the eight areas, Addendums for Chapel House, Fairfield Road, Jesus Hospital, Tredegar Square, Victoria Park and York Square Conservation Areas were adopted by the Mayor in Cabinet on 26th July 2016. The proposals in the Addendums, recommended by officers, identified locations for roof extensions without causing harm to the Conservation Areas. As part of the adoption process officers were asked to consider the possibility of the Council taking an even more flexible approach to roof extensions within the other two areas - Driffield Road and Medway Conservation Areas.
- 1.4 Heritage and design consultants were appointed to explore further opportunities for roof extensions in Driffield Road and Medway Conservation Areas, looking at the most sympathetic form that a roof extension might take. A review of existing Character Appraisal and Management Guidelines for the two Conservation Areas were carried out by the project team. The revised Character Appraisals acknowledge the key positive characteristics, while maintaining the overall structure of the report. The report identifies threats, pressures and opportunities for the Conservation Areas. The revised Management Guidelines provide more guidance on how to implement the opportunities for enhancement and manage development. The Management Guidelines considers how to manage change in the Conservation Area in the short, medium, and long term. It also includes draft prototype designs for mansard roof extensions in the Conservation Areas. For continuity and ease, the Management Guidelines is integrated into the same document as the Character Appraisal for each Conservation Area. The proposals were subject to an inclusive public consultation between 25th July – 11th Sept 2016. Officers reviewed all the consultation responses and prepared a detailed assessment of the significance of the impact of a more flexible approach to mansard roofs upon the character and appearance of the two Conservation Areas and the potential public benefits associated with such works in the Assessment Report (Appendix 5).
- 1.5 The Assessment Report highlights the significant and potentially harmful impact of the proposals on the Driffield Road and Medway Conservation Areas in the short and medium term and long term and concludes that the public benefits associated with the proposals may be given only limited weight and do not outweigh the harm identified, particularly in the short to medium term.
- 1.6 In order to inform the decision making process, officers have sought legal advice from Counsel about the lawfulness of taking such a permissive approach whilst acknowledging the potentially harmful impact on the two

Conservation Areas in the short and medium term. Counsel advice acknowledges officers' recommendation to not progress with a permissive approach to mansard roof extensions in the absence of significant public benefits associated with the proposals to mitigate harm to the two conservation areas. A summary of this feedback is set out in the body of this report and also in Section 2.

- 1.7 This report sets out officers' recommendation to not proceed with the proposals due to their impact on the character and appearance of the two Conservation Areas.

2. ALTERNATIVE OPTIONS

- 2.1 As set out in the body of this report and detailed in the Assessment Report (Appendix 5), a more permissive approach to mansard roof extensions will cause harm to the character and appearance of the Driffield Road and Medway Conservation Areas. Public benefits associated with such a permissive approach are largely personal and not public and this is identified in the Counsel advice. Officers' recommendation is to not pursue a more permissive approach to mansard roof extensions as this will compromise the Council's statutory duty to preserve and enhance the character and appearance of the two Conservation Areas. If the Mayor agrees with the officer recommendation and decides not to take forward the proposals having regard to the significant and harmful impacts on the two Conservation Areas, then the proposals as prepared will be withdrawn and the detailed design guidance prepared for the mansard roof extensions will be removed from the Character Appraisal and Management Plan document. The revised appraisals without the mansard roof guidelines are still recommended for adoption. Roof extensions will then be determined on a case by case basis based on existing local plan policies.

- 2.2 Should the Mayor and Members decide to pursue a more permissive approach to mansard roof extensions in these two areas, officers have identified options for consideration. The options set out below have been informed by independent Counsel advice. Officers have also taken legal advice from the Council's Legal Team in formulating these options.

Option 1 –'Packaged Approach': Increasing the level of quantifiable public benefit to help mitigate harm

- 2.3 One option available for taking a more permissive approach is to mitigate the level of harm identified in this report and in the Assessment Report (Appendix 5). To help mitigate the level of harm to the Driffield Road and Medway Conservation Areas, the level of public benefit secured through a permissive approach to mansard roof extensions would need to be increased substantially. One way in which this might be achieved is to introduce a package of measures to secure such benefits as part of a planning application for mansard roof extensions. This approach is referred to as a '*packaged approach*' to mansard roof extensions in the two Conservation Areas.

- 2.4 It is proposed that such a *packaged approach* to mansard roof extensions would comprise of a planning application for mansard roof extensions which includes other improvements to the appearance of the dwelling, along with other contributions to mitigate the harm identified in the Assessment Report secured through the planning application and through an accompanying legal agreement. Together this would include:
- *Enhancement works*: Works to address issues arising in respect of the dwellings concerned including reinstating cornices, redoing brick work, reinstalling timber sash windows etc. Works will be specific to the property / application site.
 - *Limited off-site contributions*: This would include financial contributions for improving the character and appearance of the relevant conservation area within which the application site is situated and to contribute to monitoring of the conservation area.
- 2.5 The revised Character Appraisals and Management Guidelines for the Driffield Road and Medway Conservation Areas (Appendix 2) identify opportunities for enhancement within the two areas and these include - works to enhance the facade brick work, the repair and reinstatement of railings, the restoration of cornices and works to improve the public realm. A packaged approach will focus on guidance supporting the approval and development of mansards as part of a package with (a) works to address issues arising in respect of the dwelling concerned (and its current contribution to the character and appearance of the conservation area concerned) and (b) some limited off-site contributions. Such an approach would allow the Council to mitigate harm to some degree. Enhancement works would thus be expected to form part of the planning application. For example, an application for a mansard roof may include reinstatement of the parapet cornice.
- 2.6 In terms of the off-site contribution, financial contributions may be secured through a legal agreement proportionate to the increased floor area of the planning application towards public realm enhancement in the conservation area. This for example could contribute towards improving the streetscape, street lighting etc.
- 2.7 In order for the 'packaged approach' to be effective, the mechanism for securing such enhancement works and off-site contributions needs to be secured in advance of applications for mansard roof extensions coming forward in the Driffield Road and Medway Conservation Areas. The 'packaged approach' did not form part of the original consultation when the proposals were presented to residents in summer 2016 and therefore further work would need to be undertaken to establish the mechanism and process for implementing a 'packaged approach'. This should be subject to re-consultation with residents.
- 2.8 The 'packaged approach' raises financial implications, along with other considerations for applicants. It is considered important that the implications are clearly identified, and the public are consulted in advance of such

proposals coming into force in order to hear their views and to ensure that the Council is not subject to any future challenge. Officers therefore recommend a 6 week consultation period to be undertaken. Public consultation will focus on the proposed 'packaged approach' to seek feedback on the proposed approach to mitigate a degree of harm through the necessary 'enhancement works' and 'financial obligations'.

- 2.9 The consultation will also provide an opportunity to identify how to streamline applications for consideration - for example: how applicants will know what specific 'enhancement works' will need to be identified in the submission; what level of financial contribution will be expected from applicants will be identified and will be set out clearly such as £ per sqm. This is important for transparency and clarity for everyone involved.
- 2.10 The consultation will also provide an opportunity for local people in the Driffield Road and Medway Conservation Areas to identify priority public realm projects in their area towards which contributions could be secured and a timescale for their implementation and monitoring can be agreed.
- 2.11 Sections 2.1 - 2.10 above are essential in establishing how public benefits in the area can be augmented and how they can serve as a useful tool when assessing planning applications for roof extensions in the two Conservation Areas. It is important to note that should an application for a mansard roof be submitted in the absence of the above mentioned packaged approach (i.e. prior to the Council carrying out further work and adopting guidance on this) the application will be assessed on a case by case basis against existing local plan policies.
- 2.12 Officers would like to bring to Members' attention the timescales for adopting such a 'packaged approach' to mansard roof extensions. It is important to note that there are two options for progressing such a packaged approach. These are set out in detail in Appendix 9.
- Option 1a is an **integrated approach** that involves further work to establish a mechanism to secure a package of contributions and undertaking public consultation with a view to taking a decision whether or not to adopt in June 2017. In this approach, the principle of mansard roof extensions in Driffield Road and Medway Conservation Areas could be considered and a decision taken whether to adopt the revised documents alongside the relevant measures for mitigating harm as one single 'package' by Cabinet in June 2017.
 - Option 1b is a **two-pronged approach** that involves approving the principle of mansard roof extensions at the 6th December 2016 Cabinet whilst acknowledging the need to undertake further work to establish the mechanism for securing additional public benefits and the adoption of a package of measures by Cabinet in July 2017 if they are deemed acceptable at that time. In this approach, principle of mansard roof extension will be agreed at December Cabinet. Additional work will involve establishing a mechanism to secure a package of contributions

and undertaking public consultation and adoption in July 2017. It is important to note that until mitigation measures are adopted, applications for mansard roof extension will be determined on the basis of existing planning policy.

- 2.13 It should be noted that whilst this approach will help to mitigate the level of harm to the Driffield Road and Medway Conservation Areas to some degree, harm will still result under this approach.

Option 2 – Accept Harm

2.14 This option involves Cabinet considering officers' advice and reaching a conclusion about the level of harm that they have assessed would be suffered as a result of a decision to take a more permissive approach, and, subject to the below, accepting this level of harm because they believe there will be significant public benefits. In taking a decision to accept harm to the Driffield Road and Medway Conservation Areas members are entitled to consider the public benefits that would be secured, however, in the determination of applications for development in Conservation Areas or in the exercise of any functions under the planning Acts (including in taking decisions in relation to conservation areas), statute specifically requires the Council to pay special attention to '*the desirability of preserving or enhancing the character or appearance of that area*'. As a statutory obligation this requirement to preserve or enhance the character or appearance of the conservation areas must be given considerable importance and weight when balancing the harm against any public benefits, and it is not enough to simply ask whether the benefits of the policy outweigh the harm. Providing members have paid special attention to the desirability of avoiding that harm and have acted lawfully in all other respects (see the Legal Comments in Section 5 of this report), Cabinet are entitled as a matter of law to take decisions that would result in harm in this context.

2.15 It is considered that the content of this report and accompanying appendices details how the Council has paid special attention to this consideration and has acted lawfully.

2.16 This approach is not recommended by officers for reasons set out in Section 3 paragraphs 3.30 to 3.55.

3. DETAILS OF REPORT

Overview and Scrutiny Challenge Session Nov 2014

3.1 In November 2014 an Overview and Scrutiny Challenge Session was held to address a concern amongst some residents, that the planning constraints in conservation areas were adversely affecting the ability of homeowners to remain in the Borough as their families grow. The perception from residents was that additional planning controls over extending properties within conservation areas were too restrictive. This issue was of particular concern to residents living within the Driffield Road and Medway Conservation Areas, but it was felt to be appropriate to look at those conservation areas which

were predominantly residential in character and which received large numbers of householder planning applications.

- 3.2 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 special character of these conservation areas.
- 3.3 Following the session a report was prepared outlining an action plan, identifying six recommendations, that was agreed by OSC and by the Cabinet on the 8th April 2015 (Appendix 1).

Actions arising from the Overview and Scrutiny Challenge Session

- 3.4 Following the adoption of the Action Plan in April 2015, officers analysed the eight Conservation Areas where householders submit the most planning applications to identify locations suitable for roof and rear extensions. They also undertook a review of Conservation Area Character Appraisals and how extensions were handled in other local authorities in Central London Boroughs.
- 3.5 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 it would result in harm to a Conservation Area it 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.
- 3.6 Officers carried out an extensive review of the eight Conservation Areas, including a detailed analysis of all properties and their appropriateness for roof and rear extensions as set out in Recommendation 3 of the action plan. This enabled the identification of a set of criteria for roof and rear extensions that would enable family home extensions whilst ensuring that the proposals would be in keeping with the Council's statutory duty to preserve and enhance the character and appearance of the Conservation Area.
- 3.7 Officers prepared draft guidance covering extensions to the roof and to the rear of residential properties, in the form of an addendum to the existing guidance for eight of its conservation areas- Chapel House, Driffield Road, Fairfield Road, Jesus Hospital Estate, Medway, Tredegar Square, Victoria Park, and York Square conservation areas.
- 3.8 The resulting Addendums provided more flexibility for rear extensions than for roof extensions to balance the possible impacts on the conservation areas whilst allowing more flexibility for family home extensions. Supporting this guidance the Council also prepared a draft guidance note for mansard roof extensions in conservation areas, setting out elements of good practice.

First Round of Public Consultation–23rd Nov 2015- 18th Jan 2016 – Addendums without causing harm

- 3.9 The Addendums and Mansard Roof Guidance Note documents were the subject of a consultation between the 23 November 2015 and the 18 January 2016. During this period six public consultation sessions were held that provided an opportunity for local residents and stakeholders to discuss the proposals with officers and provide feedback.
- 3.10 The proposals tabled for public consultation did not cause harm to the character and appearance of the conservation areas as the locations identified for roof and rear extensions were carefully chosen to avoid harm.

Outcome of Public Consultation

- 3.11 Following public consultation, officers reviewed all the consultation responses and presented the findings to the Mayor for his consideration. The Mayor, after carefully considering the consultation feedback and other material considerations set out by officers in various briefing notes, reached the view that officers should:
- Progress with the adoption of the Addendums for the six conservation areas (Chapel House, Fairfield Road, Jesus Hospital, Tredegar Square, Victoria Park, and York Square Conservation Areas as prepared by officers).
 - Undertake detailed design work to explore further the opportunities for a more permissive approach to mansard roof extensions for family houses in the Driffield Road and Medway Conservation Areas
- 3.12 The Addendums for six conservation areas - Chapel House, Fairfield Road, Jesus Hospital Estate, Tredegar Square, Victoria Park, and York Square conservation areas - were recommended by officers for adoption, as the locations for roof and rear extensions identified in the Addendums did not cause harm to the character and appearance of the conservation areas under consideration. The Addendums balanced the need for family home extension in the six areas whilst maintaining Councils statutory duty to preserve and enhance the character and appearance of the conservation areas.
- 3.13 The Addendums for Chapel House, Fairfield Road, Jesus Hospital Estate, Tredegar Square, Victoria Park, and York Square conservation areas were adopted by the Cabinet on 26th July 2016. The Cabinet Report relating to the adoption of the six Addendums and the recommendation to undertake further detailed design work for Driffield Road and Medway Conservation Areas can be viewed on the Council's website can be viewed on the Council's website. http://www.towerhamlets.gov.uk/Documents/Planning-and-building-control/Development-control/Conservation-areas/Cabinet_Addendums_to_six_Conservation_Areas.pdf
- 3.14 As part of that Cabinet adoption process, it was noted that further research would be undertaken to fully explore the potential for extensions for family homes in Driffield Road and Medway Conservation areas, with a particular focus on the possibility of roof extensions.

Detailed Design Guidance - Driffield Road and Medway – a more permissive approach to mansard roof extensions

- 3.15 A design brief was prepared and tenders were invited from heritage and architectural consultants to undertake further detailed design guidance to explore opportunities for mansard roof extensions in Driffield Road and Medway Conservation Areas. Kennedy O’Callaghan Architects and Alan Baxter Associates successfully tendered for the project and were appointed in May 2016.
- 3.16 Officers worked with the consultants to revise the existing character appraisals and management guidelines for Driffield Road and Medway Conservation Areas. This has drawn on officer’s knowledge of the Conservation Areas and Alan Baxter’s experience of assessing conservation areas and producing character appraisals and audits. Kennedy O’Callaghan have considerable practical experience in conservation projects, undertaking alterations and repairs to listed buildings and buildings in Conservation Areas and provided valuable technical design advice. The consultants brief was to explore a more permissive approach to mansard roof extensions.
- 3.17 The project team established what positively contributed to the character and appearance of the Conservation Areas, and also what detracts from their character and appearance. Historical research was carried out and historic maps were analysed for the two Areas. A review of existing appraisal documents was carried out and they were revised to more clearly acknowledge the key positive characteristics, while maintaining its overall structure. The appraisal identifies threats, pressures and opportunities for the Conservation Areas (Appendix 2).
- 3.18 Having identified the pressures and opportunities in the Character Appraisal, the Management Guidelines provides more guidance on how to implement the opportunities for enhancement and manage development. The revised appraisals consider how to manage change in Driffield Road and Medway Conservation Areas in the short, medium, and long term. They also include draft prototype designs for mansard roof extensions carefully designed to be as sympathetic as possible within the Conservation Areas. For continuity and ease, the Management Guidelines are integrated into the same document as the Character Appraisal for each Conservation Area (Appendix 2).
- 3.19 The proposals included refreshing the existing character appraisals and management guidelines for the two areas and developing detailed design principles for mansard roof extensions, together with a prototype for a mansard roof (Appendix 2).
- 3.20 Officers consulted amenity societies (Historic England, the Victorian Society, the Georgian Group, the Ancient Monuments Society and the Society for the Protection of Ancient Buildings) and sought their feedback on the approach taken, the methodology and the detailed design proposals.

Second Round of Public Consultation – 25th Jul – 11th Sept 2016- Drifffield Road and Medway Conservation Areas- a more permissive approach to mansard roof extensions

3.21 The proposals for Drifffield Road and Medway Conservation Areas were the subject of an inclusive public consultation between 25th July and 11th Sept 2016. The proposals were published on the Council’s website for residents’ feedback. During this period three public consultation events were also held in Bow and details of these sessions are set out below. At these sessions officers and consultants presented the proposals to residents and stakeholders and addressed queries and noted comments.

Venue	Session Date and time
Bow Idea Store, 1 Gladstone Place Roman Road, Bow E3 5ES	Thursday 28 July 2016 5:30-8:30pm
St. Paul’s Church, St. Stephens Road, E3 5JL	Tuesday 16 August 2016 2-5pm Wednesday 7 September 2016 5:30-8:30pm

3.22 Officers set out clearly in the information presented and in any communication with the residents and stakeholders that further work remained to be undertaken to assess the impacts of the proposals on the character and appearance of the two conservation areas, level of public benefits realised by the proposals, fairness and equality issues arising from the proposals and any other material planning consideration.

Consultation Feedback

3.23 Comments received during consultation showed support for the proposals and the breakdown of the responses received as part of consultation is set out below.

SUMMARY OF CONSULTATION RESPONSES						
	Support		Object		Total	Total number of addresses in the conservation area
	No.	%	No.	%		
Drifffield Road	25	69	11	31	36	813
Medway	17	89	2	11	19	937
Total	42	76	13	24	55	1750

- 3.24 A detailed summary of responses received is attached (Appendix 3). It is evident from the feedback, including two signed petitions, received earlier this year (Appendix 8) that there is support for the proposals from residents in the two Conservation Areas.
- 3.25 As part of the consultation process Historic England, The Victorian Society, The Georgian Group, Society for the Protection of Ancient Buildings and The Ancient Monuments Society were invited to comment on the revised documents. The draft conservation area appraisals and management guidelines were emailed to the above with a covering letter explaining the background for the consultation. In addition to inviting them to comment by email, two workshops/meetings were set up for a group discussion. None of the above were able to attend on the given dates, however, written responses were received from Historic England and the Victorian Society.
- 3.26 Detailed feedback from Historic England is set out in Appendix 3. A summary of the 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.

- 3.27 Detailed feedback from The Victorian Society is set out in Appendix 3. A summary of the main issues raised by The Victorian Society 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.

- 3.28 Registered Providers who own housing stock 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. However, one organisation did note that this may enable them to improve the number/choice of homes they were able to offer (Appendix 3).

Assessment of Harm vs Public Benefit of the Proposals

- 3.29 As set out earlier the proposals have to be carefully assessed in accordance with the NPPF. The NPPF requires that development affecting heritage assets should be assessed and any harm identified balanced against the public benefits of the proposals. Officers prepared a methodology for assessing the impacts of the proposals on the character and appearance of the conservation area that takes into account national, regional and local policies (Appendix 4). The assessment methodology follows closely the methodology followed by Planning Inspectors when assessing planning appeals in conservation areas. The assessment methodology was also assessed independently by Counsel to ensure it was robust and defensible.
- 3.30 Based on the methodology adopted, Alan Baxter Associates carried out an independent assessment of the impact of the proposal on the Driffield Road and Medway Conservation Areas and the level of significance of that impact. This assessment along with other material planning considerations has been compiled together in the form of an Assessment Report that weighed harm vs public benefit of the proposals, in line with the NPPF (Appendix 5).
- 3.31 Virtually all the terraces within the two 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 parapet is nearly always omitted and the row of gently pitched gables is clearly evident.
- 3.32 The Character Appraisals and Management Guidelines for the Driffield Road and Medway Conservation Areas identify the continuous parapet line and lack of visible roof line as an important character of the conservation areas. The introduction of mansard roof extensions will cause significant change to the appearance of the conservation area. Even with a well-designed and detailed mansard roof proposal with setback as proposed in the management guidelines within the two conservation areas, there is potential for significant harm to the uninterrupted roof line that is characteristic of the two conservation areas. The potential for numerous piecemeal extensions has the potential for significant harm to the character and appearance of the conservation area resulting in a saw toothed appearance. Furthermore, mansard roof extensions will mean loss of the historic fabric - roof 'V' shaped butterfly roof.



- 3.33 This issue of piecemeal roof extension in the two conservation areas and their impact is raised as a concern also by Historic England and the Victorian Society. Whilst they welcome the approach taken to prepare detailed design guidelines for mansard roofs, they have concerns about the piecemeal mansard roof extensions that could cause considerable cumulative negative impact on the character and appearance of the two conservation areas. Counsel advice also acknowledges the negative impact of isolated mansard roof extensions in the two Conservation Areas.
- 3.34 The Assessment Report concludes that there will be significant harm to the character and appearance of Driffield Road and Medway Conservation Areas. The report further qualifies this by setting out that the harm will potentially be substantial in the short term (up to 10 years) and medium term (10-20 years) and potentially less than substantial in the long term (over 20 years) when it is

assumed that many of the properties would have undertaken the extension in line with the set design principles, and some degree of uniformity is once more established.

- 3.35 The Assessment Report sets out that the public benefits associated with these proposals are not sufficiently significant to weigh against the harm caused by these proposals which is an essential test for such assessments. The report concludes that the benefits associated with the proposals are primarily personal and are not public benefits. Although residents argue that the proposals are essential for retaining families in the area and therefore assist in community cohesion, and there is some merit in these arguments, these are matters beyond the remit of planning to control and monitor, and are difficult to quantify.
- 3.36 Historic England in their comments have highlighted that *'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'. The proposals currently do not result in significant public benefit to outweigh the harm.*
- 3.37 Counsel advice also recognises the potential harm caused by the isolated mansard roof extensions in the absence of significant public benefits to help mitigate harm, and advises that if harm is to be accepted, the Council should do what it can to seek to mitigate the harm through a packaged approach which seeks to secure public benefits so far as possible, as detailed above. A permissive approach to mansard roof extensions will therefore require a different approach to substantially increase the public benefits and outweigh the harm arising from mansard roof development. Such an approach is not part of the proposals currently under consideration. Such an approach will require undertaking additional work to identify and establish a process to secure the additional benefits and have been set out in Section 2 under alternative options. It is important to note that this approach is currently not part of the proposals under consideration and therefore cannot at this time be finalised or adopted to help to outweigh the harm caused by a permissive approach to mansard roof extensions in the two conservation areas.
- 3.38 An assessment of property type and tenure in the two Conservation Areas (Appendix 7) shows that only 34% in Medway and 45% in Driffield Road are owner occupied and the rest are either privately rented or rented through Local Authority or Housing Association/Registered Providers. This raises questions about the actual number of owner occupied properties that will benefit from family home extensions as a result of these proposals.
- 3.39 Whilst there has been significant public interest in family home extensions in the two conservation areas as is evident from the Overview and Scrutiny Challenge session and the response to public consultation, it is important to note that the level of responses received is only a very small percentage of population when compared the number of addresses in the area. For example, only 36 people sent written responses from Driffield Road out of 813 addresses whilst in Medway there were 19 responses from 937 addresses.

Furthermore, only 25 responses were received from Driffield Road out of 813 addresses and 17 responses from Medway out of 937 addresses seeking a permissive approach for mansard roof extensions. This illustrates that the need for mansard roof extension is from a very small section of the residents in the two conservation areas and is not a reflection of the community at large living within the two areas. It is there important that to note that the argument of allowing family home extensions to retain existing families in the two areas may not be a strong as was originally indicated because of the relatively small number of consultation responses that support the changes.

- 3.40 It is equally important to recognise that 11 out of 36 responses from Driffield Road and 2 out of 19 responses from Medway objected to a permissive approach due to the harm this will cause to the character and appearance of the conservation areas. They also argue that the existing housing meets the requirement for families. There is clearly a tension between those who seek a permissive approach to mansard roof extension and those who resist it within the two areas.
- 3.41 The Driffield Road and Medway Conservation Areas are almost wholly characterised by 2-3 storey Victorian terraces and are predominantly residential in character. They are characterised by the homogenous layout of small scale streets, containing uniform terraces and the lively Roman Road and the streetscape of small retail shops. This is an area of particular special architectural and historic interest, illustrated by its rich history, cohesive character and domestic architecture dating from the 19th century. There are no statutory listed buildings within the two Conservation Areas. It is the cohesive character of the Area rather than individual buildings which the Conservation Area status seeks to preserve and enhance. That very integrity has the potential to be harmed by piecemeal approach to mansard roof extension should a permissive approach be considered for mansard roof extension in these two areas.
- 3.42 The distribution of tenure across the two Conservation Areas shows that the properties owned by housing associations / registered providers are pepper potted across the area. This presents challenges to co-ordinating mansard roof extensions across the terraces in the short and medium term. Lack of co-ordination of the proposals across the terraces due to differences in tenure would result in considerable harm in the short and medium term as it will result in a saw toothed appearance that will have a negative impact on the consistent roof line that is a significant part of the character of the two Conservation Areas.
- 3.43 Given the level of properties that are privately rented and rented including those through housing association/registered providers, it is also hard to ensure public benefit through community cohesion would be achieved as argued during public consultation by residents as there is no guarantee that existing residents would stay long term even if the mansards were permitted and constructed (in rented family accommodation or in owner occupied properties).

- 3.44 There is also the danger of loss of existing family dwelling houses in the absence of appropriate mechanisms to prevent loss of family homes by subdivision and conversion into flats. The distribution of dwelling types (Appendix 7) in the two areas illustrates that a number of properties have already been subdivided in the two areas (Medway- 15% and Driffield -19%). Whilst Local Plan policies resist the loss of family homes, the Plan does not resist subdivision as long as a family sized unit is retained on the application site. In the past this has enabled subdivision of family dwelling houses in the two Conservation Areas. A recent example of such a subdivision resulted in a six bedroom family home being converted into a 3 bedroom family sized unit on the ground floor and a one bedroom unit on the upper floor (even without a mansard roof extension). A more permissive approach to mansard roof extensions offers the potential of promoting such subdivisions in the future, thereby working against the need for larger family houses which this proposal seeks to address. The permissive approach proposed could potentially result in more family dwelling houses being subdivided and thus changing the nature of family home offer in the two Conservation Areas.
- 3.45 As set out in section above, the existing distribution of tenure and ownership pattern in the Driffield Road and Medway Conservation Areas illustrates that it will indeed be difficult to co-ordinate, monitor and achieve coherence and consistency in roof extensions across a terrace/block in the two conservation areas in the short and medium term making it hard to justify the proposals in the absence of significant public benefits to outweigh the harm to the two conservation areas in the short and medium term. Furthermore, in the absence of an appropriate mechanism to resist the subdivision of family homes and its monitoring over time, the level of public benefits in terms of community cohesion and the resultant social capital associated with the proposals is questionable even in the longer term.
- 3.46 It is important to note that even in the long term, not all of the properties will necessarily have implemented the proposals. If appropriate mechanisms to resist the subdivision of family dwelling houses are not adopted the proposals will impact negatively on the community cohesion that this proposal seeks to address. Overall, this raises concerns about the level of public benefit these proposals may achieve even in the longer term to mitigate against the identified harm arising out of the loss of historic fabric (London Roofs/Butterfly roofs) and consistent roof line.
- 3.47 For the reasons set out in this section, the Assessment Report concludes that the proposals for a permissive approach to mansard roof extension will cause considerable harm to the character and appearance of the conservation areas and the level of public benefit is limited and therefore does not outweigh the harm to the conservation area.

Subdivision of Family Dwelling Houses

- 3.48 As set out above a more permissive approach to mansard roof extensions raises concerns about the potential for subdivision of existing family dwelling houses in the two conservation areas. In the absence of an appropriate mechanism to resist subdivision, a permissive approach could result in

subdivision of family houses into flats that could impact negatively on the existing stock of family dwelling houses. More importantly it would work contrary to the original intent of this work which was to enable family homes to expand and support families to grow and remain in the area.

- 3.49 A review of the Council's Local Plan policies illustrates that the Council's policies resist the loss of existing family homes but do not resist subdivision. Where an application is made to subdivide a family dwelling house as long as the application is able to demonstrate that a family sized unit is retained on site, the application is permitted subject to the scheme meeting other material planning considerations. As such, the Council does not have a policy on subdivision to resist family homes from being converted to flats.
- 3.50 In order to address the issue of subdivision of family dwelling houses officers explored the use of an Article 4 Direction in the two Conservation Areas. An Article 4 direction restricts the scope of permitted development rights either in relation to a particular area or site, or a particular type of development. Where an article 4 direction is in effect, a planning application may be required for development that would otherwise have been considered to be permitted development. However, the subdivision of a family home to flats already requires planning permission. Therefore introducing an Article 4 is not helpful to prevent subdivision.
- 3.51 Officers are currently exploring other planning mechanisms that may be available to the Council to restrict subdivision, either by introducing new policies through the emerging Local Plan, planning conditions, S106 or other mechanisms.

Threat to Historic Environment

- 3.52 As set out in the earlier sections, isolated mansard roofs and loss of historic butterfly roofs could result in the two Conservation Areas being brought under the Historic England's 'Heritage at Risk Register'. The Council has a duty to protect and enhance the historic environment and by taking a permissive approach to mansard roof extensions there is danger that the two conservation areas could come under the 'Heritage at Risk Register' as a direct consequence of the Council adopting a permissive approach to mansard roof extensions.
- 3.53 Furthermore, un-coordinated mansard roof extensions pose a threat to the continuous designation of the conservation area status for these two areas.

Affordability

- 3.54 Permissive approach to mansard roof extensions could encourage speculative development due to the lack of a policy mechanism to resist subdivision. The permissive approach to extensions for mansards in Driffield Road and Medway Conservation Areas provide an opportunity to add two bedrooms to existing 2 and 3 bedroom properties, increasing them to 4 and 5 bedroom properties. This would significantly increase property values and overall land values in these two areas and as a result make properties unaffordable in the area. Whilst not a material planning consideration,

affordability remains a key issue in the borough highlighted by the Council's Affordability Commission, the Draft Housing Strategy and Draft Local Plan. It is important that the Council by adopting such a permissive approach is aware of the impacts on property prices in Driffield Road and Medway Conservation Area.

- 3.55 Officers are also concerned that as a result of the potential of these changes to indirectly result in significant increases in the property values of these two areas, the Council is likely to come under pressure from property owners who may want to realise the value potential in the Borough's other 56 Conservation Areas.

Equality Analysis Quality Assurance Checklist (EAQA)

- 3.56 Officers undertook an equalities assessment of the revised Character Appraisals and Management Guidelines (including the proposal for a more permissive approach to be taken to mansard roof extensions within the Driffield Road and Medway Conservation Areas) in the form of Equality Analysis Quality Assurance Checklist (Appendix 6). In respect to the revisions that provide more general updates to these documents to allow for better management of the conservation area (which officers are recommending for adoption), the checklist concludes the policy is directed toward the built fabric and will affect the community who live within it irrespective of their characteristics.
- 3.57 In respect of the approach to be taken to mansard roof extensions, the findings of the checklist conclude that there is potential for a more flexible approach to have a positive impact on people living within the two conservation areas. These benefits however would not extend to people with protected characteristics who live within other conservation areas in the borough (who could potentially benefit from such a policy to a greater degree or in different ways than the general public). To this end there is a risk of discrimination against these people (albeit the discrimination would also apply to some degree to those without protected characteristics in other conservation areas as well). As such any discrimination is likely to be an indirect or unintended consequence of the Council carrying forward its wider objective to assist growing families in the two Conservation Areas and the status quo would be retained for those in other areas.

4. COMMENTS OF THE CHIEF FINANCE OFFICER

- 4.1 Cabinet and the Overview and Scrutiny Committee have previously considered reports on the implications of conservation areas on the extension of family homes, with the Mayor in Cabinet on 26th July 2016 approving the adoption of 'Addendums to Conservation Area Character Appraisal and Management Guidelines' for six conservation areas.
- 4.2 Two further conservation areas, Driffield Road and Medway, were considered at the 26th July meeting, and approval was given for further design guidance for these areas to be prepared in conjunction with external heritage and

architectural design consultants. The undertaking of a further consultation process was also approved.

- 4.3 Although Counsel's advice has been used in the drafting of the policy, this does not prevent the risk of a legal challenge to the council's decision, which would take the form of a judicial review in the High Court. If a successful challenge took place, there is a risk of a significant cost liability to the council which should be avoided if possible given the uncertainty of successfully defending the Council's position and the potential costs involved. The potential liability would depend on a variety of factors including how far the appeal went through the courts (following the appeal being heard in the High Court, it could then pass to the Court of Appeal and then could be referred to the Supreme Court).
- 4.4 Estimates of the council's costs for a judicial review that is resolved at the High Court stage exceed £25,000. If the council is unsuccessful it will also be liable for the claimant's costs which could be substantially higher, and it is therefore possible that proceedings determined at this first stage could cost in excess of £100,000. Costs would increase further if the council is unsuccessful and the judicial review progresses beyond the High Court. However, if the council is successful in defending the proceedings, it is likely the appellant would have to reimburse the council's costs.
- 4.5 It would seem that there are significant financial risks associated with a successful legal challenge to adopting a more permissive policy and subsequently approving planning applications in line with that policy, particularly given that the assessment commissioned by the Council and set out in paragraphs 3.29 to 3.47 does not support a more permissive approach.
- 4.6 As was the case with the previous reports, the recommendations are associated with reviewing and updating policies and planning documentation. The resources relating to the preparation of the amendments to the conservation area guidelines and the undertaking of the formal consultation processes have mainly been officer time, the costs of which have been met from within existing budgets. However in this specific case, external heritage and design consultants have been commissioned to undertake detailed design guidance for mansard roof extensions within the Driffield Road and Medway areas, and Counsel's advice has also been sought on the implications if a permissive approach to mansard roof extensions in these two conservation areas is adopted (paragraph 3.64). These costs are estimated at approximately £80,000 and will also be met from existing resources.

5. LEGAL COMMENTS

- 5.1 This report recommends that the Mayor in Cabinet note the harm that could be caused to the conservation areas through the adoption of a more flexible approach to mansard roofs, as outlined in the Assessment Report. As such the report recommends that the Mayor in Cabinet agree officers' recommendation to adopt the revised Conservation Area Appraisals and Management Guidelines, with the detailed design guidance prepared in

respect of the mansard roof extensions removed. For completeness and clarity it is recommended that if the updated appraisals and guidelines are adopted that they replace the existing versions currently in use. If the Mayor in Cabinet is not supportive of the officer recommendation then alternative options for consideration are set out in section 2.

- 5.2 This report follows reports to Cabinet on the 8th of April 2015 and 26 July 2016 which followed an Overview and Scrutiny Challenge Session in respect of planning in conservation areas. The earlier report considered the implications of Conservation Area designation on the extension of family homes and made a number of recommendations for officers to progress further work. Flowing out of the decision in Cabinet on the 26th of July it was agreed that further research would be undertaken to more fully explore the potential for extensions for family homes in the Driffield Road and Medway conservation areas, with a particular focus on roof extensions. Officers are now reporting to Cabinet setting out the results and conclusions of this further assessment and work.
- 5.3 Decisions around changes to the conservation areas should be read and considered in the context of the Council's general statutory duty in respect of conservation areas in the exercise of its powers as the local planning authority (LPA) for the London Borough of Tower Hamlets, as described below.
- 5.4 Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 ("the PLBCAA 1990") provides that it shall be the duty of a local planning authority from time to time to formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas. Any proposals under this section are required to be submitted for consideration to a public meeting in the area to which they relate, and the LPA must have regard to any views concerning the proposals expressed by persons attending the meeting.
- 5.5 In the determination of applications for development in Conservation Areas or in the exercise of any functions under the Planning Acts (including in taking decisions in relation to conservation areas), statute specifically requires the Council to pay special attention to '*the desirability of preserving or enhancing the character or appearance of that area*' (section 72(1) of the PLBCAA 1990).
- 5.6 Also, the National Planning Policy Framework (NPPF) requires decisions on planning applications to be made in accordance with local planning policies. This includes decisions made by the Council, in its capacity as the LPA, on planning applications for mansard roof extensions.
- 5.7 This report shows that the Council's officers have considered and assessed the impacts of taking a more flexible approach to roof extensions within the two conservation areas in the form of revised character appraisals and management plans. This report acknowledges that significant harm could arise if a more permissive approach was taken to mansard roof extensions within these conservation areas. In light of this and in taking a decision how to

proceed, in accordance with the duty under s72 of the PLBCAA 1990 the Council must pay special regard '*the desirability of preserving or enhancing the character or appearance of that area*'. As a statutory duty, this should be given considerable importance and weight when balancing the harm against any benefits and special weight should be given to the desirability of avoiding that harm.

5.8 This report explains how the proposed change of approach being considered in this report has been assessed as causing significant harm to the character and appearance of the conservation areas especially in the short to medium term. After considering this report and the supporting documents it is open to the Mayor in Cabinet to reach his own conclusion as to whether the change of approach under consideration should be taken forward. Nonetheless, it should be noted and understood that the Council is at risk of challenge which could be brought by way of judicial review, especially if a decision is taken against officer advice. However, provided the Council comply with their duty under s72, consider all material considerations, and do not have regard to considerations which are not material to this decision (and otherwise act lawfully) then the Council would be in a strong position to defend such a claim.

5.9 In terms of taking a decision on the officer recommendation, the consultation that has been undertaken must have followed the following common law criteria:

- (a) it should be at a time when proposals are still at a formative stage;
- (b) the Council must give sufficient reasons for any proposal to permit intelligent consideration and response;
- (c) adequate time must be given for consideration and response; and
- (d) the product of consultation must be conscientiously taken into account.

Robust and appropriate consultation has been carried out as referred to in paragraphs 3.9 and 3.21 of this report and paragraphs (a) to (c) above have been complied with. Prior to any decision being made, full and proper account of the consultation responses must be taken in deciding whether the Council proceeds with the changes.

5.10 As referenced throughout this report, Counsel's advice has been requested at various stages of the process, firstly to review the methodology that was to be used to assess the impacts of the proposals on the character and appearance of the conservation area and more recently to review the assessment report and supporting documentation. In his advice Counsel acknowledged the harm that isolated mansard development would cause (at least in the medium term) and advised that the Council should therefore seek to mitigate that harm. It was suggested that the Council might seek to do this via the packaged approach which is detailed and discussed above in this report. Such a packaged approach would allow the Council to assess the impact of the mansards alongside potential mitigation, rather than in isolation.

- 5.11 As detailed a packaged approach would be achieved by adopting guidance supporting the approval and development of mansards alongside or as part of a package with (a) works to address issues arising in respect of the dwelling concerned (and its current contribution to the character and appearance of the conservation area concerned), and (b) some limited off-site contributions which would allow for other necessary improvements within the conservation area and monitoring. The guidance could contemplate the routine refusal, rather than grant, of planning permission for mansard roof developments where these were proposed without other improvements.
- 5.12 As the above package approach would represent a significant shift from the proposals the Council consulted on, it is considered that the Council has a duty to carry out further consultation if the Council wishes to take such an approach forward. Without this further consultation, the Council could be vulnerable to challenge and the Council would not be in as favourable position to ask that the guidance be given significant weight in the consideration of an application under appeal. In respect of the two approaches identified under Option 1, option 1a (the integrated approach) is considered the more robust approach because a final decision can be taking having regard to the exact public benefits which could be secured. If the Mayor in Cabinet decides that Option 1 should be pursued then prior to a final decision being taken on the extent and nature of the public benefits, any applications made for mansard roof extensions in the interim would be assessed on a case by case basis against existing local plan policies.
- 5.13 In deciding whether to bring forward the recommendations in this report, 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 do not. An Equality Analysis Quality Assurance Checklist (EAQA) has been carried out, which is discussed above.

6. ONE TOWER HAMLETS CONSIDERATIONS

- 6.1 One of Tower Hamlets great strengths is its diversity, however, this diversity can sometimes result in inequality. One Tower Hamlets is about reducing the inequalities and poverty that we see around us, strengthening cohesion and making sure our communities continue to live well together.
- 6.2 A key theme in the Tower Hamlets Community Plan is that of A Great Place to Live. The Community Plan states that: "A Great Place to Live" reflects our aspiration that Tower Hamlets should be a place where people enjoy living, working and studying and take pride in belonging". The preservation and enhancement of areas of special architectural or historic interest may make a significant contribution to the local environment and how people feel about Tower Hamlets. Pride in the local environment may serve to bring communities together across ages and backgrounds.

6.3 Inclusion of a property on the Statutory List or within a Conservation Area can result in additional costs being incurred by occupants and owners, both in terms of the sympathetic repair of buildings and the development of proposals for their alteration or extension. The revised Character Appraisals and Management Guidelines will help to clarify the special character of a Conservation Area particularly with reference to possible extensions and thus help to minimise the costs by providing surety to the development process.

6.4 An Equality Analysis was carried out to consider the public consultation undertaken and to assess the likely impact of the conservation area character appraisals and management guidelines on the Borough's diverse communities. The findings of this are discussed at paragraphs 3.56-3.57.

7. BEST VALUE (BV) IMPLICATIONS

7.1 Work has been carried out by external consultants (Design and heritage) with input from Council officers. Any additional work arising from this decision will be carried out by external consultants through the use of a competitive procurement process.

7.2 Consultation has been carried out with local residents in the two Conservation Areas, along with other key stakeholders. This is detailed in paragraphs 3.21 to 3.28 of this report.

8. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

8.1 There are no specific environmental implications associated with this report.

9. RISK MANAGEMENT IMPLICATIONS

9.1 Progress on the addendums and Mansard Roof Guidance Note has been regularly reported through a number of internal groups that consider risk management and mitigation. These include:

- Directorate Management Team (3rd October 2016)
- Corporate Management Team (26th October 2016)

10. CRIME AND DISORDER REDUCTION IMPLICATIONS

10.1 There are no specific crime and disorder reduction implications associated with this report.

11. SAFEGUARDING IMPLICATIONS

11.1 There are no specific safeguarding implications associated with this report.

Linked Reports, Appendices and Background Documents

Linked Report

NONE

Appendices

- Appendix 1 Cabinet Report and Action Plan (8th April 2015)
- Appendix 2 Revised Character Appraisals and Management Plan for Driffield Road and Medway Conservation Area
- Appendix 3 Summary of Consultation Responses
- Appendix 4 Methodology for Assessing Harm
- Appendix 5 Assessment Report - Harm v Public Benefit
- Appendix 6 An Equality Analysis Quality Assurance Checklist (EAQA)
- Appendix 7 Property type and tenure- Driffield Road and Medway
- Appendix 8 Petitions received in January 2016
- Appendix 9 Timescales to Progress a Permissive Approach to Mansard Roof Extensions in Driffield Road and Medway Conservation Areas – Alternate Options

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

None

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APPENDIX 2A:

**REVISED CHARACTER APPRAISALS AND
MANAGEMENT GUIDELINES 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

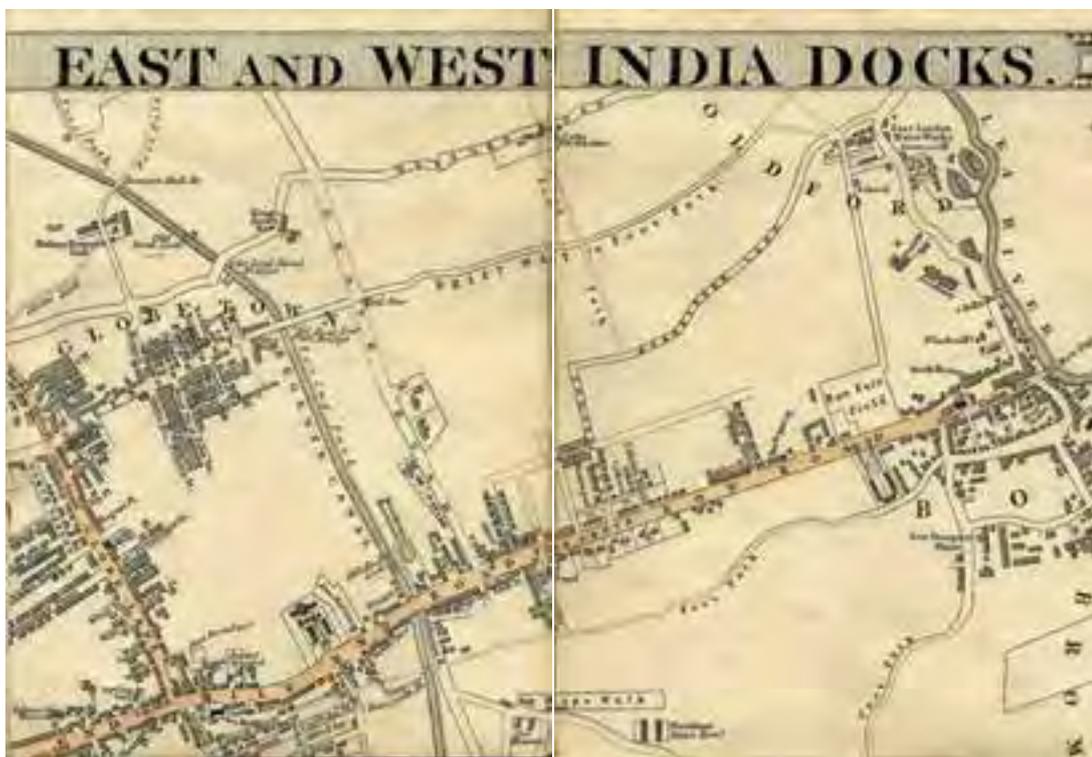
2.2.1 Archaeology

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

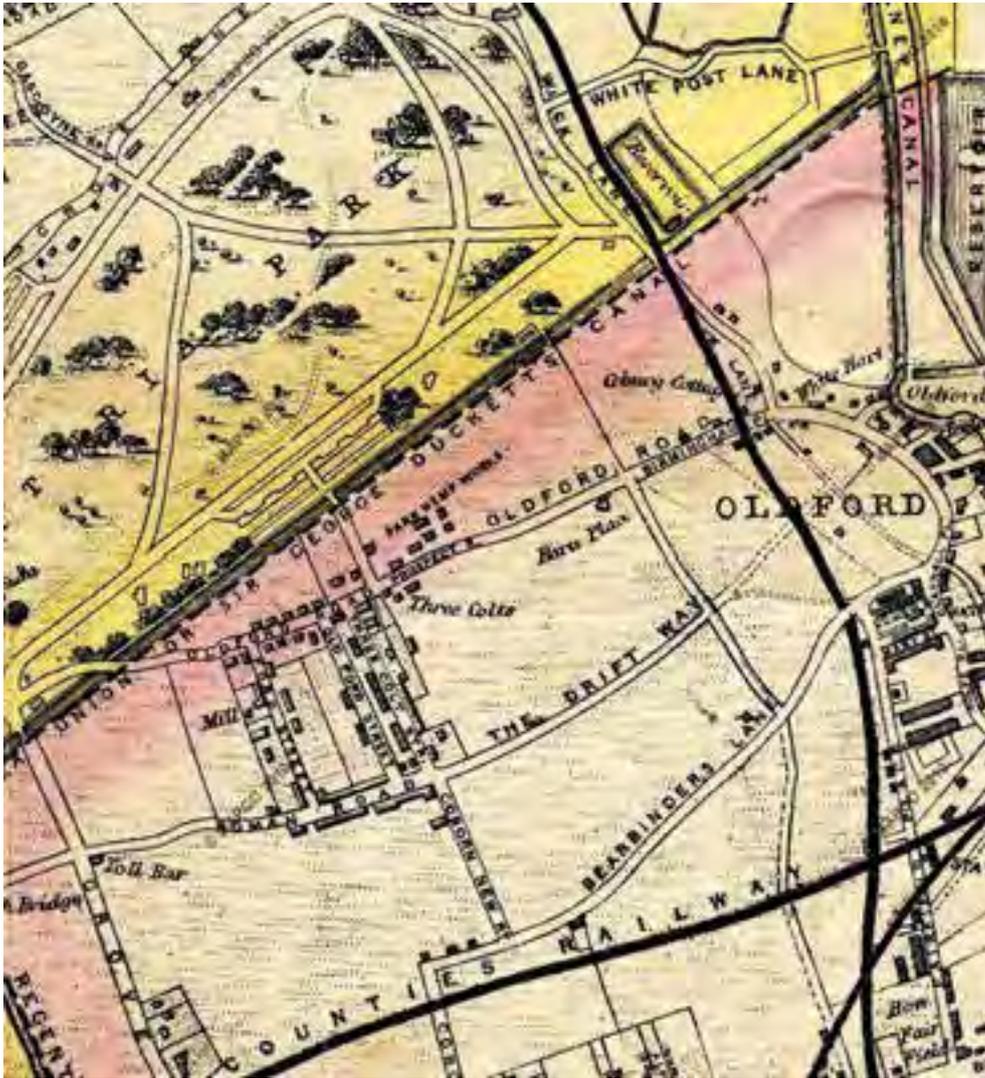
The Conservation Area consisted of woodland before 1285. Between then and the onset of development in the 1840s it was open land used for arable and pastoral farming, dissected by Old Ford Road and a driftway (now Roman Road).

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.

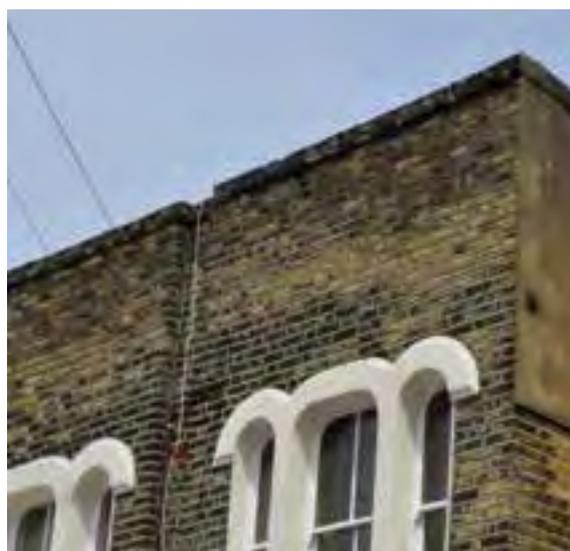
However, there are minor improvements that could be made to the existing terraces within the residential part of this Conservation Area. While the structures themselves are intact, the terraces require some attention and renovation. The Council supports the retention and reinstatement of architectural 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].
- 'Stepney: Economic History', in A History of the County of Middlesex: Volume 11, Stepney, Bethnal Green, ed. T F T Baker (London, 1998), pp. 52-63. British History Online <http://www.british-history.ac.uk/vch/middx/vol11/pp52-63> [accessed 16 April 2016].
- 'Bethnal Green: Estates ', in A History of the County of Middlesex: Volume 11, Stepney, Bethnal Green, ed. T F T Baker (London, 1998), pp. 155-168. British History Online <http://www.british-history.ac.uk/vch/middx/vol11/pp155-168> [accessed 30 May 2016].
- 'Bethnal Green: Building and Social Conditions from 1876 to 1914', in A History of the County of Middlesex: Volume 11, Stepney, Bethnal Green, ed. T F T Baker (London, 1998), pp. 126-132. British History Online <http://www.british-history.ac.uk/vch/middx/vol11/pp126-132> [accessed 28 May 2016].
- 'Bethnal Green: Building and Social Conditions after 1945 Social and Cultural Activities', in A History of the County of Middlesex: Volume 11, Stepney, Bethnal Green, ed. T F T Baker (London, 1998), pp. 135-147. British History Online <http://www.british-history.ac.uk/vch/middx/vol11/pp135-147> [accessed 30 May 2016].
- 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 or by contacting:

Tel: 020 7364 5009

Email: placeshaping@towerhamlets.gov.uk

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

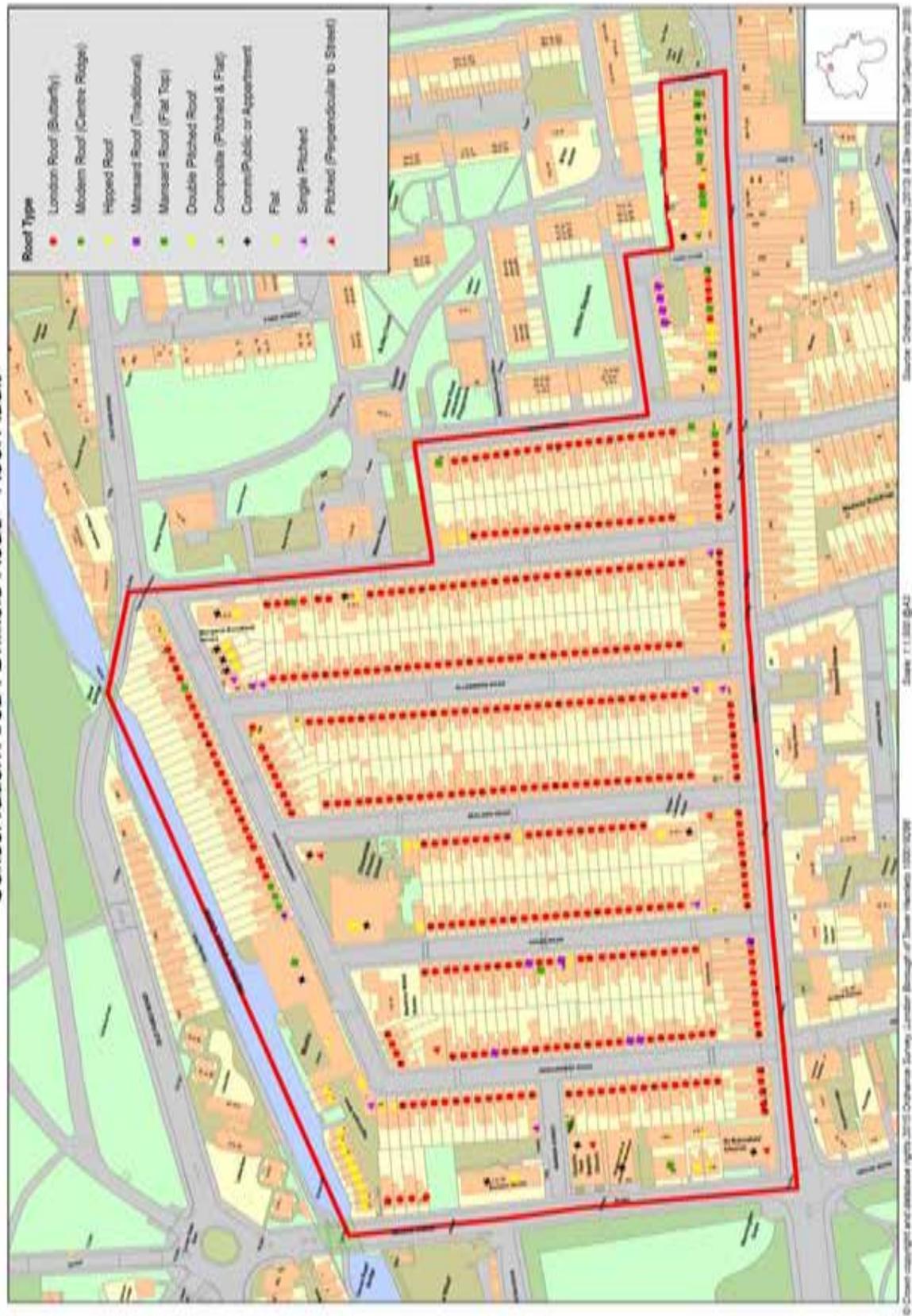
For a translation, or large print, audio or braille version of this document, please telephone 0800 376 5454. Also, if you require any further help with this document, please telephone 020 7364 5372.

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

Historic England	www.historicengland.org.uk
The Georgian Group	www.georgiangroup.org.uk
Victorian Society	www.victorian-society.org.uk
20 th Century Society	www.c20society.org.uk
Society for the Protection of Ancient Buildings	www.spab.org.uk

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

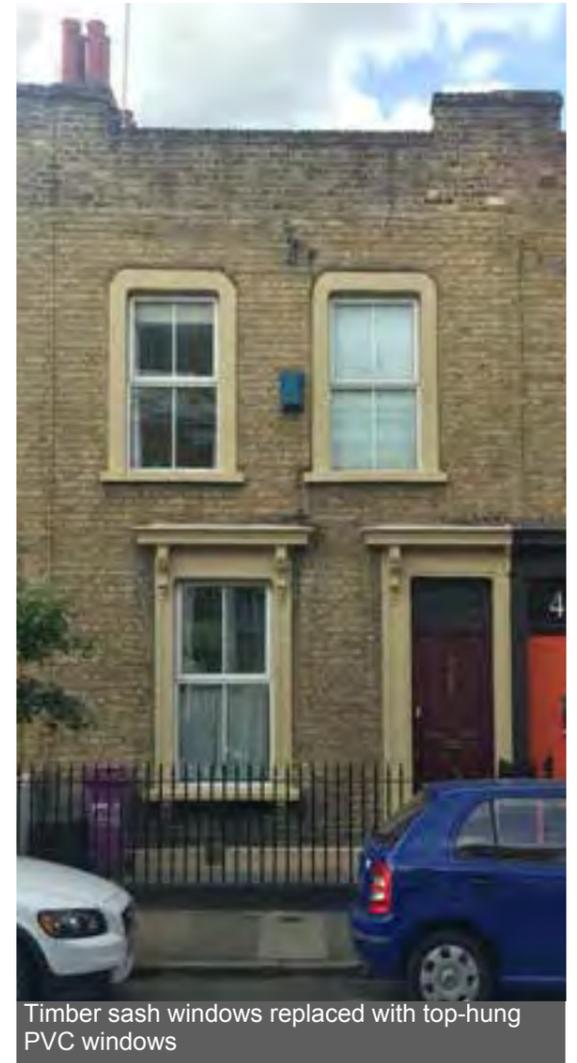
Architectural characteristics of the Conservation Areas (Driffield Road and Medway)

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



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



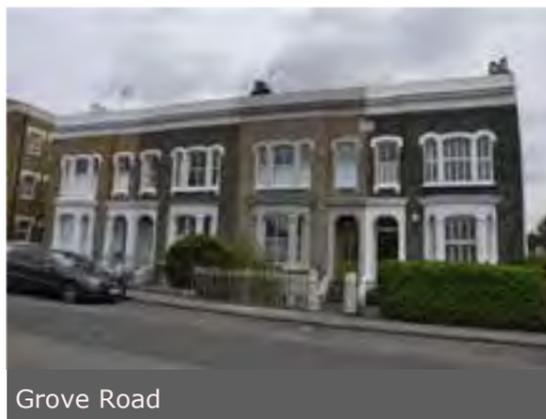
Zealand Road



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

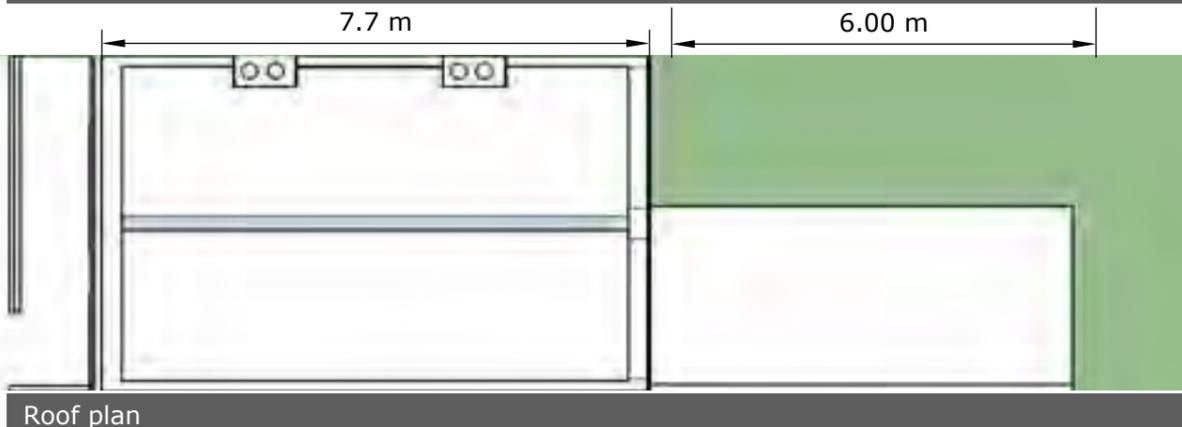
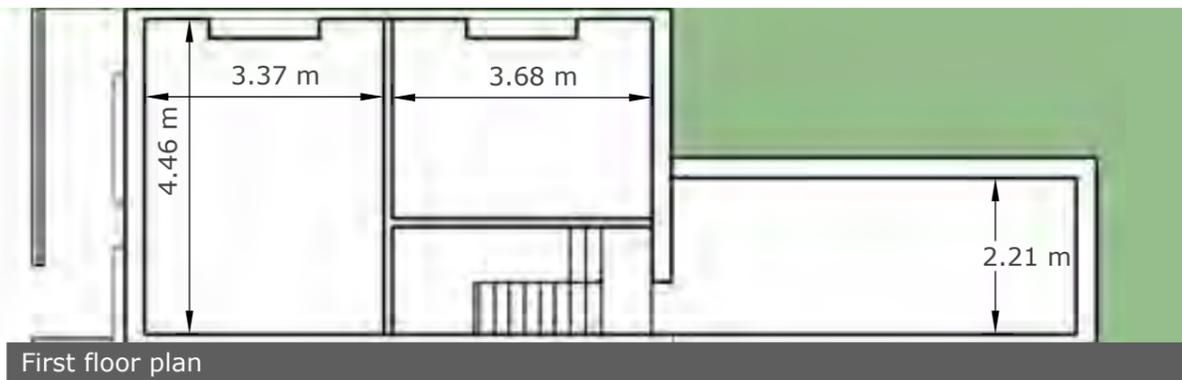
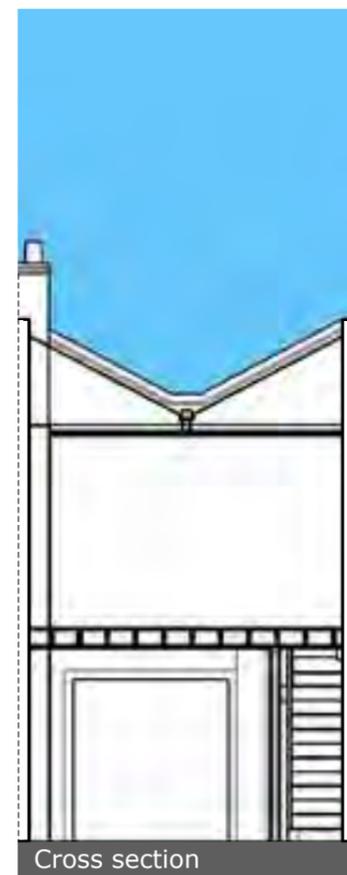
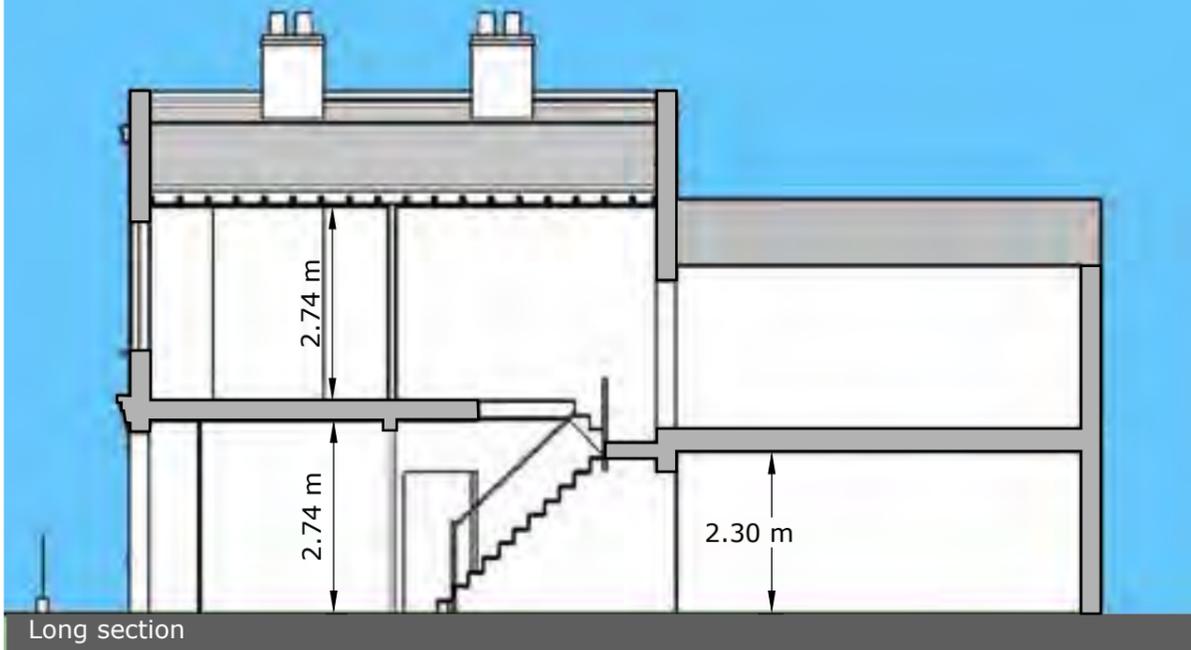


Mansard roof extensions on Morgan Street E3



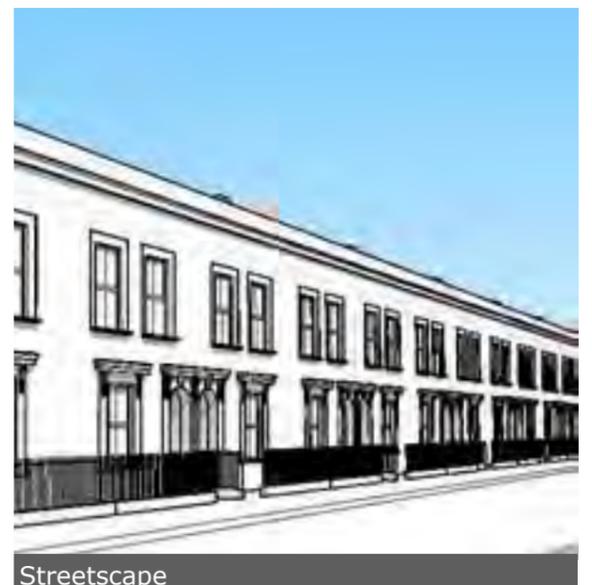
Mansard gable on Tredegar Terrace E3

Typical house configuration

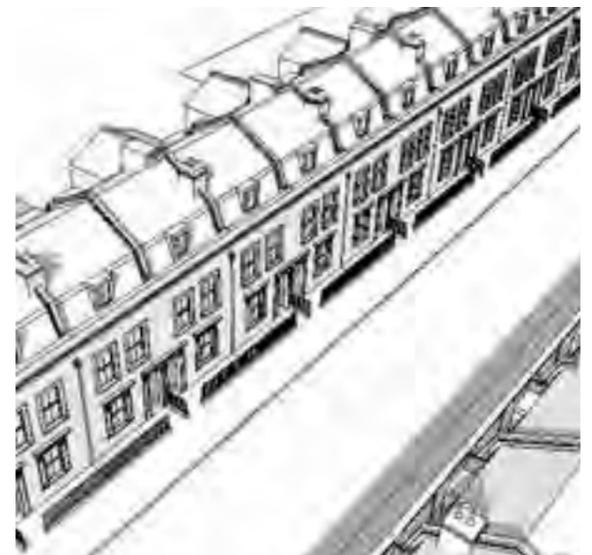
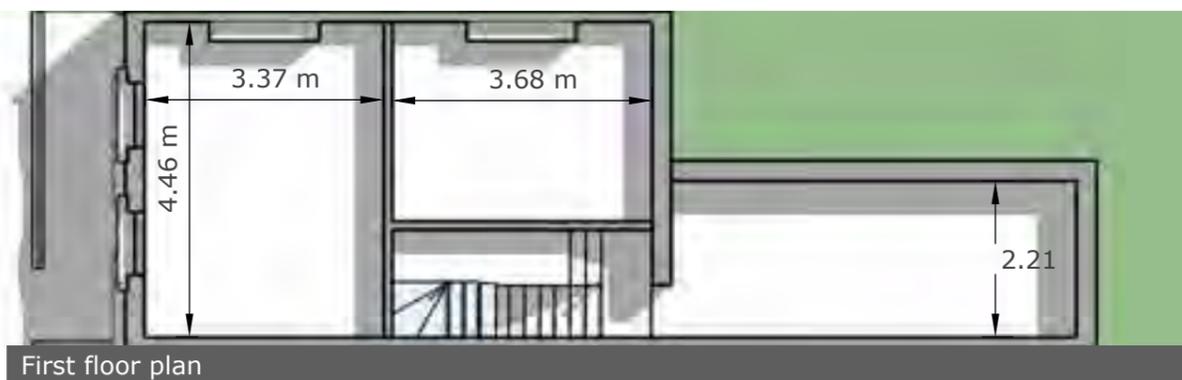
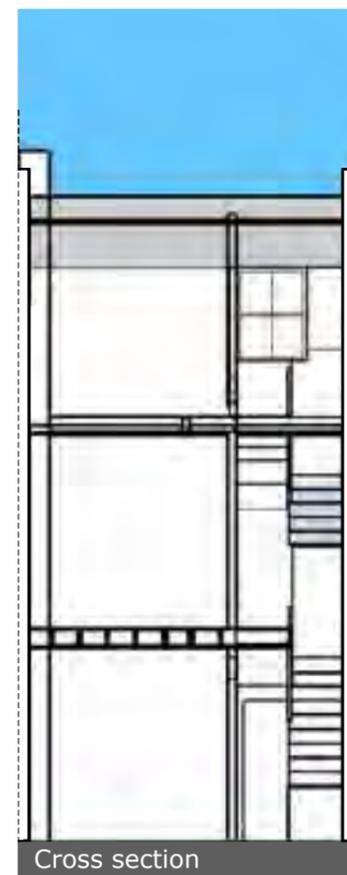
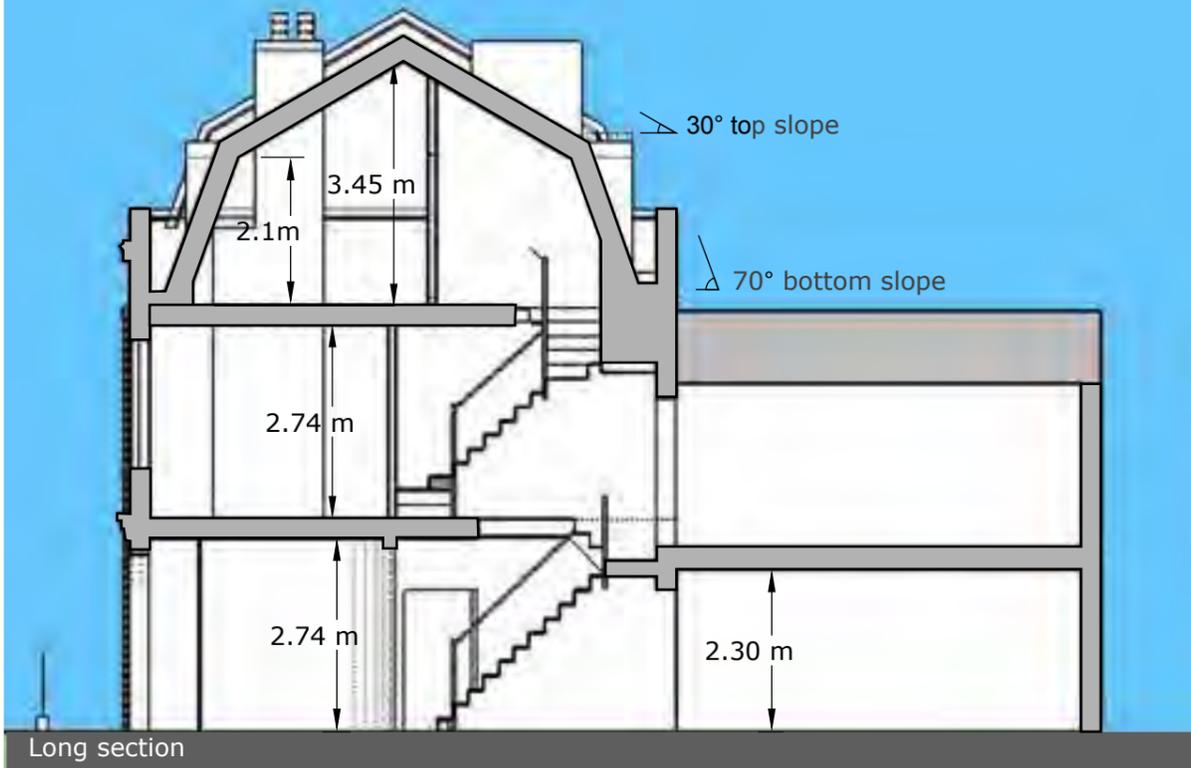


Typical house configuration in the Medway and Driffield Road Conservation Areas

- 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



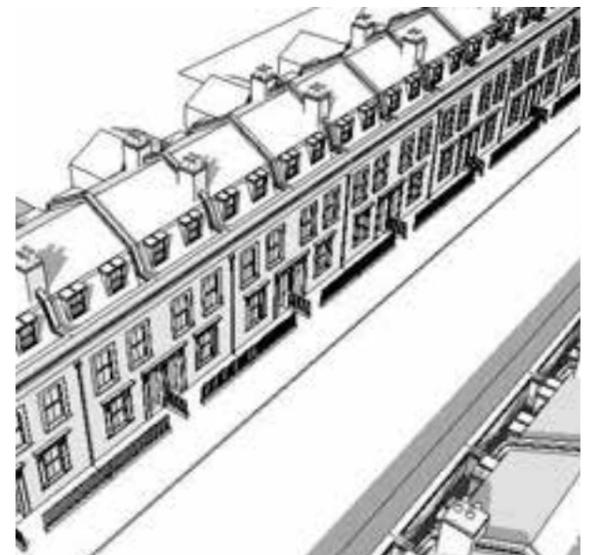
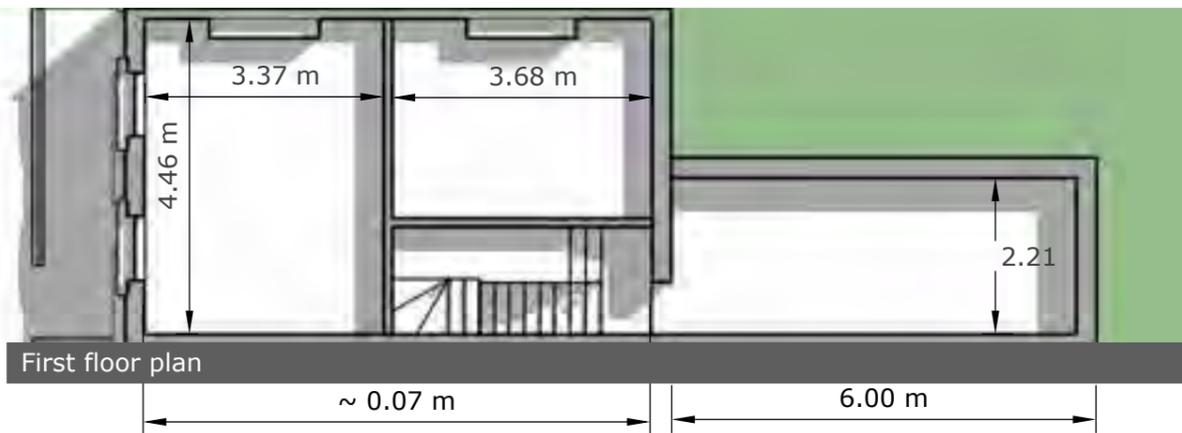
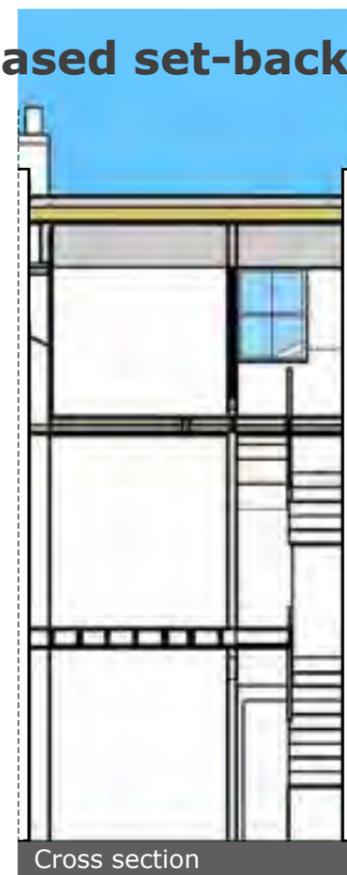
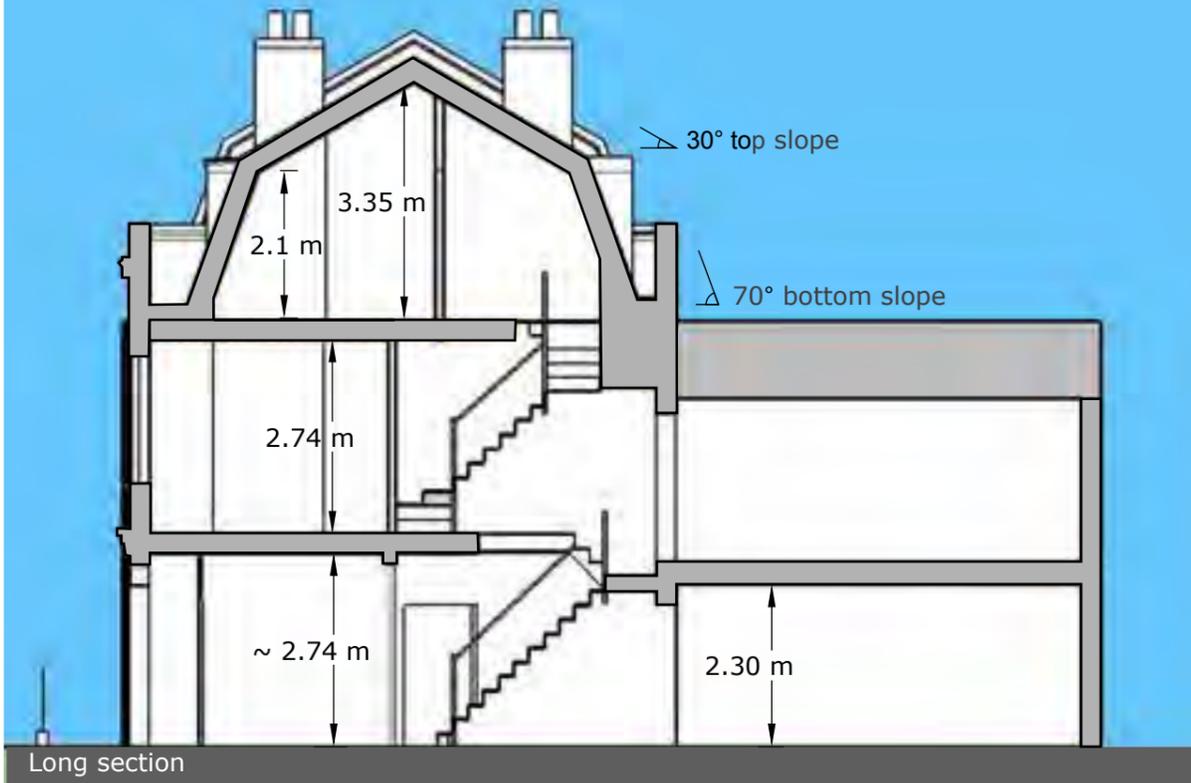
Assumptions:

- 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 chequed dormers front and rear

Outcome:

- 2nd floor area = 18.5m² (199 ft²)
- 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



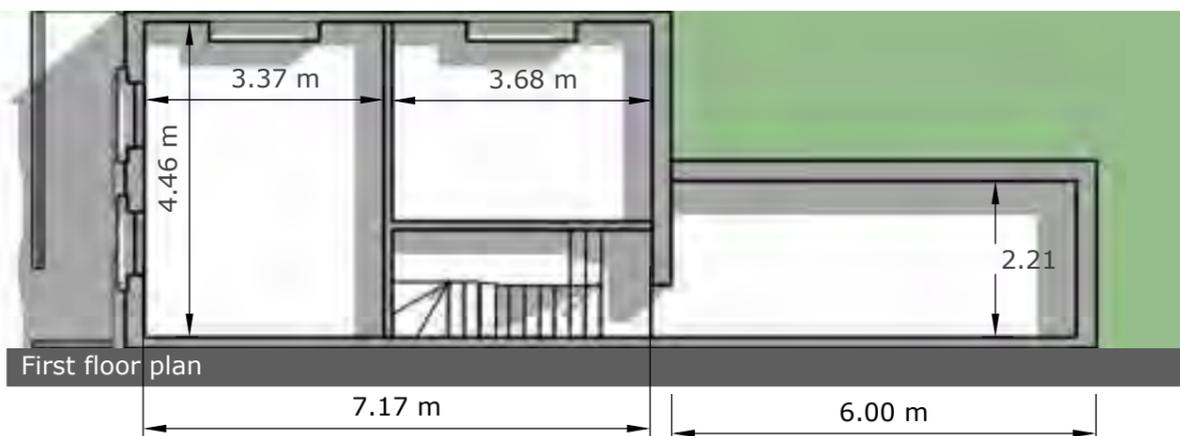
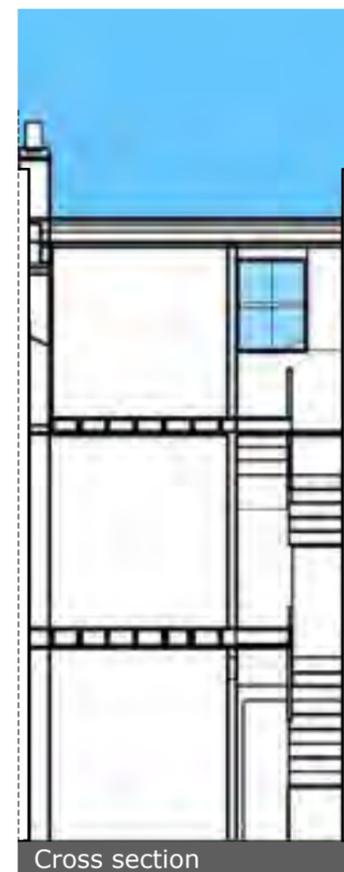
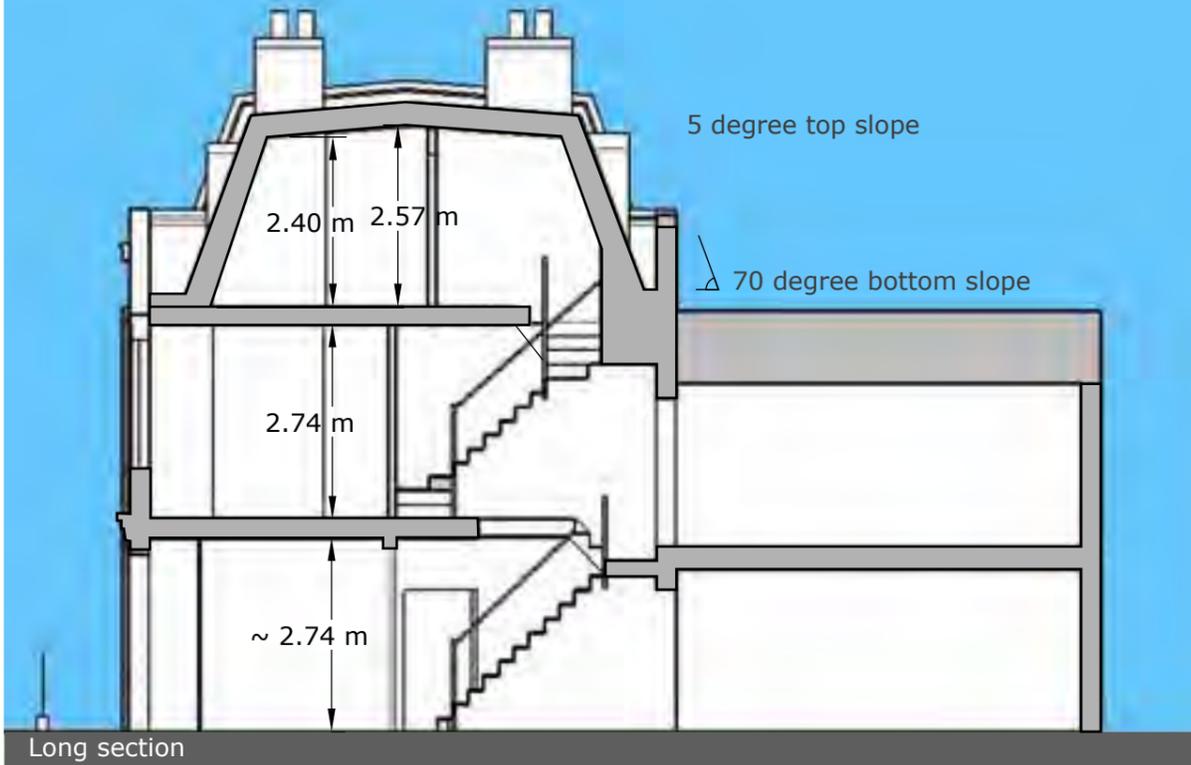
Assumptions:

- 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 = 17.3m² (186 ft²)
- 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 = 17.3m² (186 ft²)
- 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



Option 1
Double pitch mansard, single dormer

Option 1a
Double pitch mansard, double dormer,
+300mm set-back

Option 2
Flat-top mansard



Option 1
Double pitch mansard
front slope and single dormer are more
prominent

Option 1a
Double pitch mansard
front slope and double dormer are less
prominent when set back further

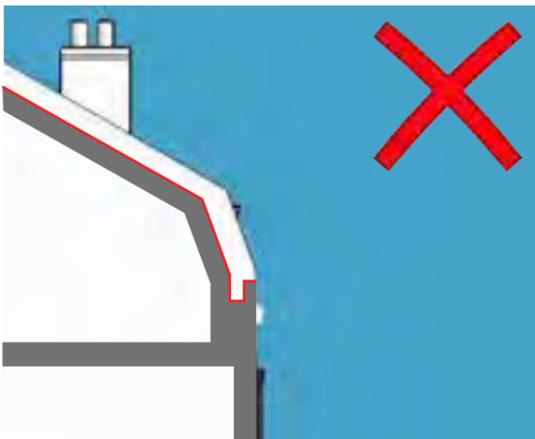
Option 2
Flat-top mansard
Front slope is higher and more prominent

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.



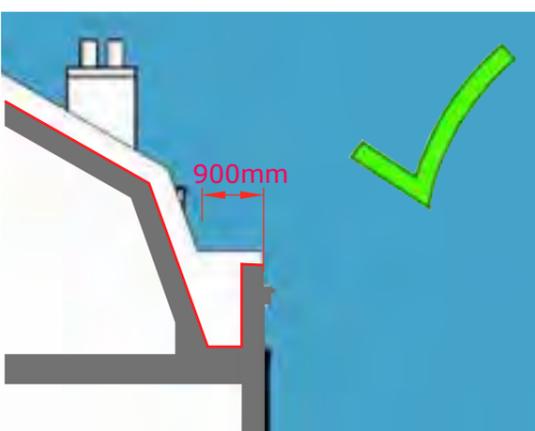
Mansard with minimum set-back



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.



Individual RWPs for each property would look unsightly



Brokesley Street E3



The street could maintain a unified appearance if neighbours shared a RWP



York Square E14

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



Wide dormers



Double dormers

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

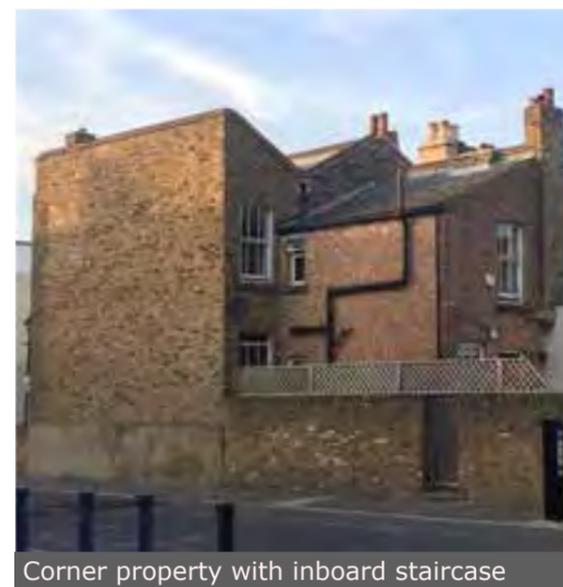
Design guidance End-of-terrace properties

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



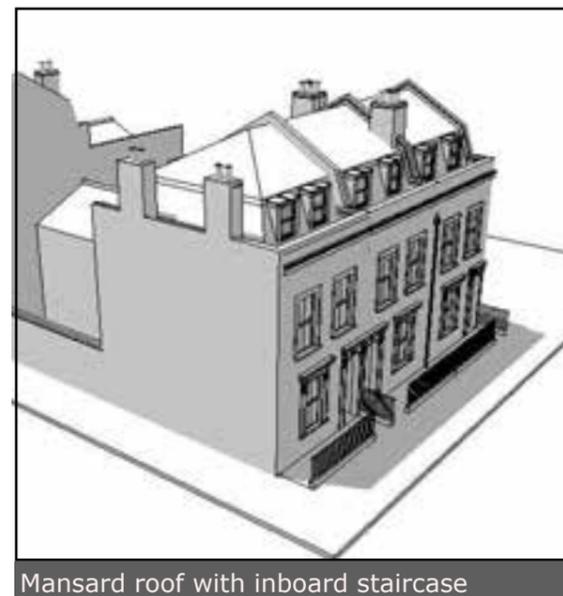
Corner property with inboard staircase

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.

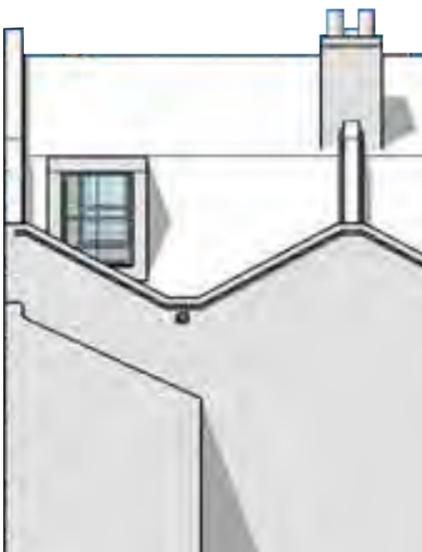


Rear parapet wall



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:

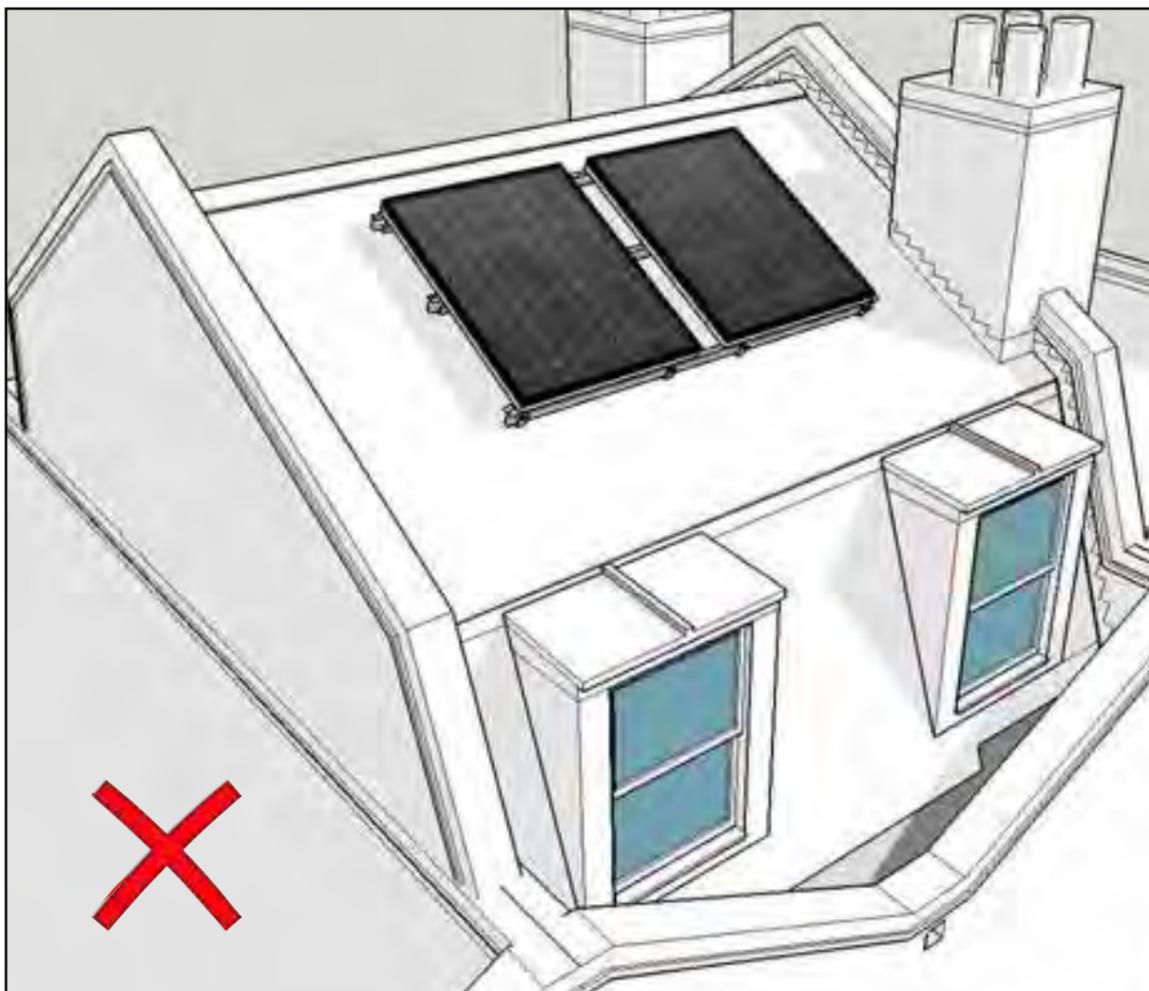
Photovoltaic panels perform best when they face south. According to BRE research the efficiency of photovoltaic panels reduces to 75% if orientated east/west.

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.



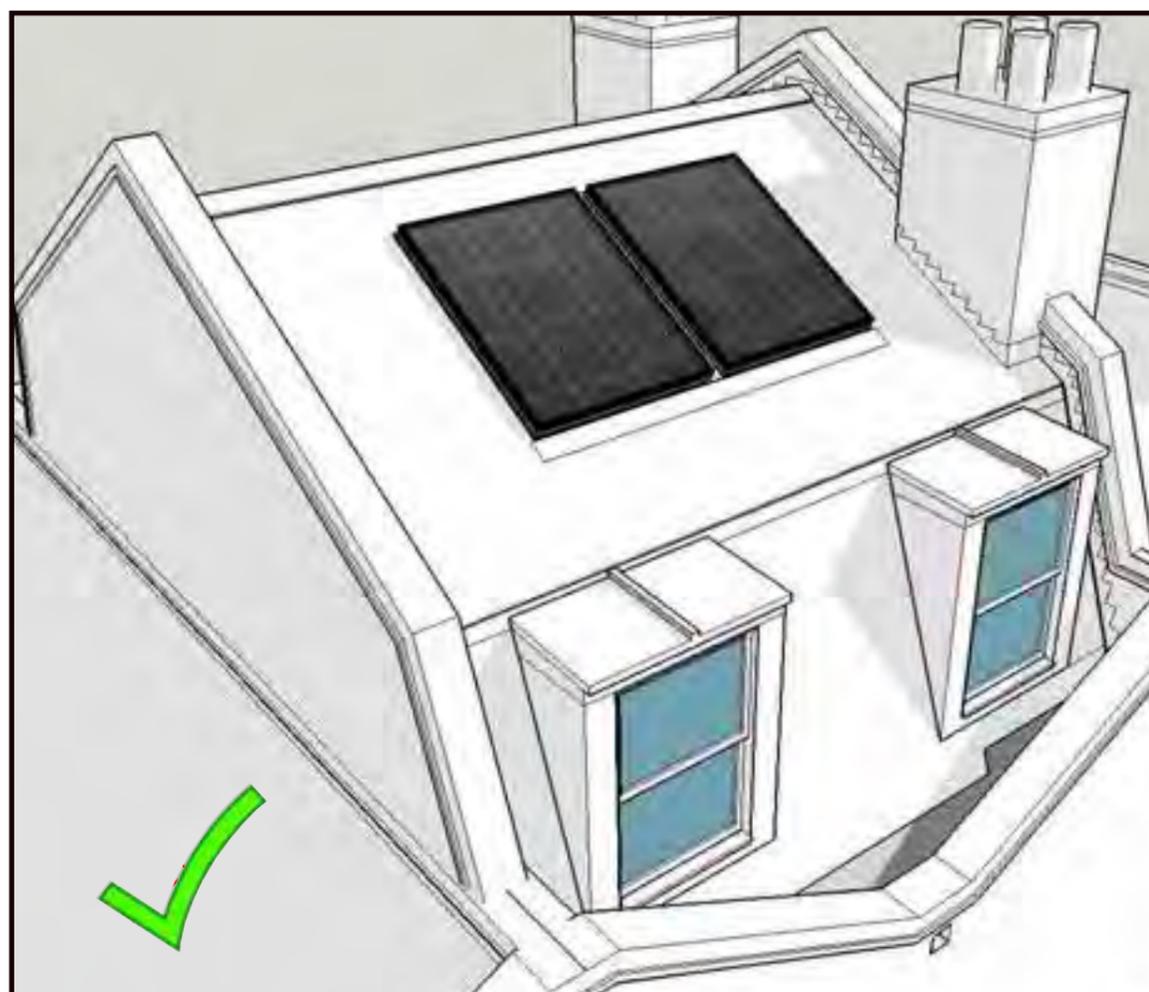
Mounted on brackets above the roof slates



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

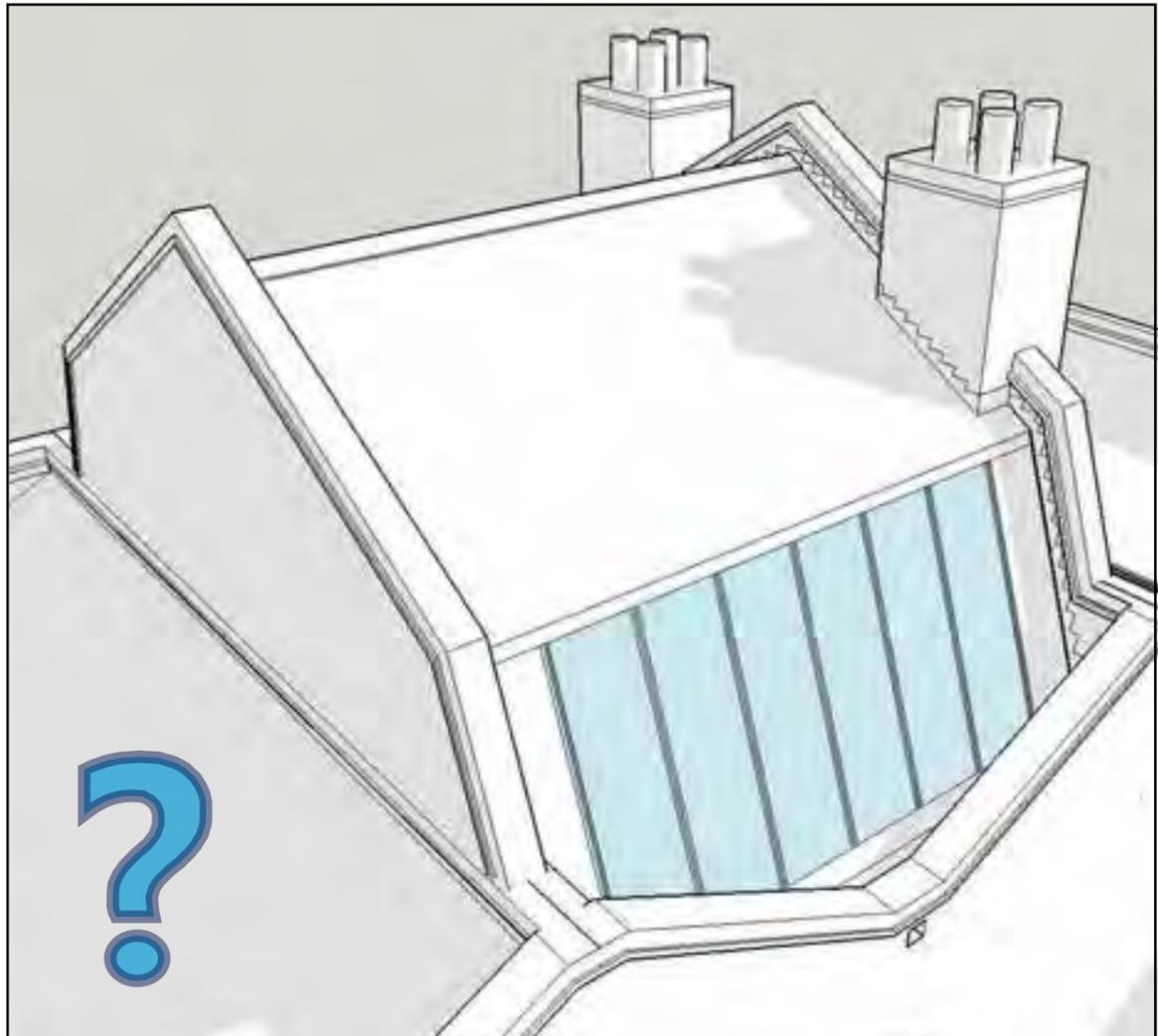
The design guidance is intended to provide a consistency of approach to mansard roof extensions. This is especially important on the front façade and where the properties can be seen from the Conservation Area.

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.

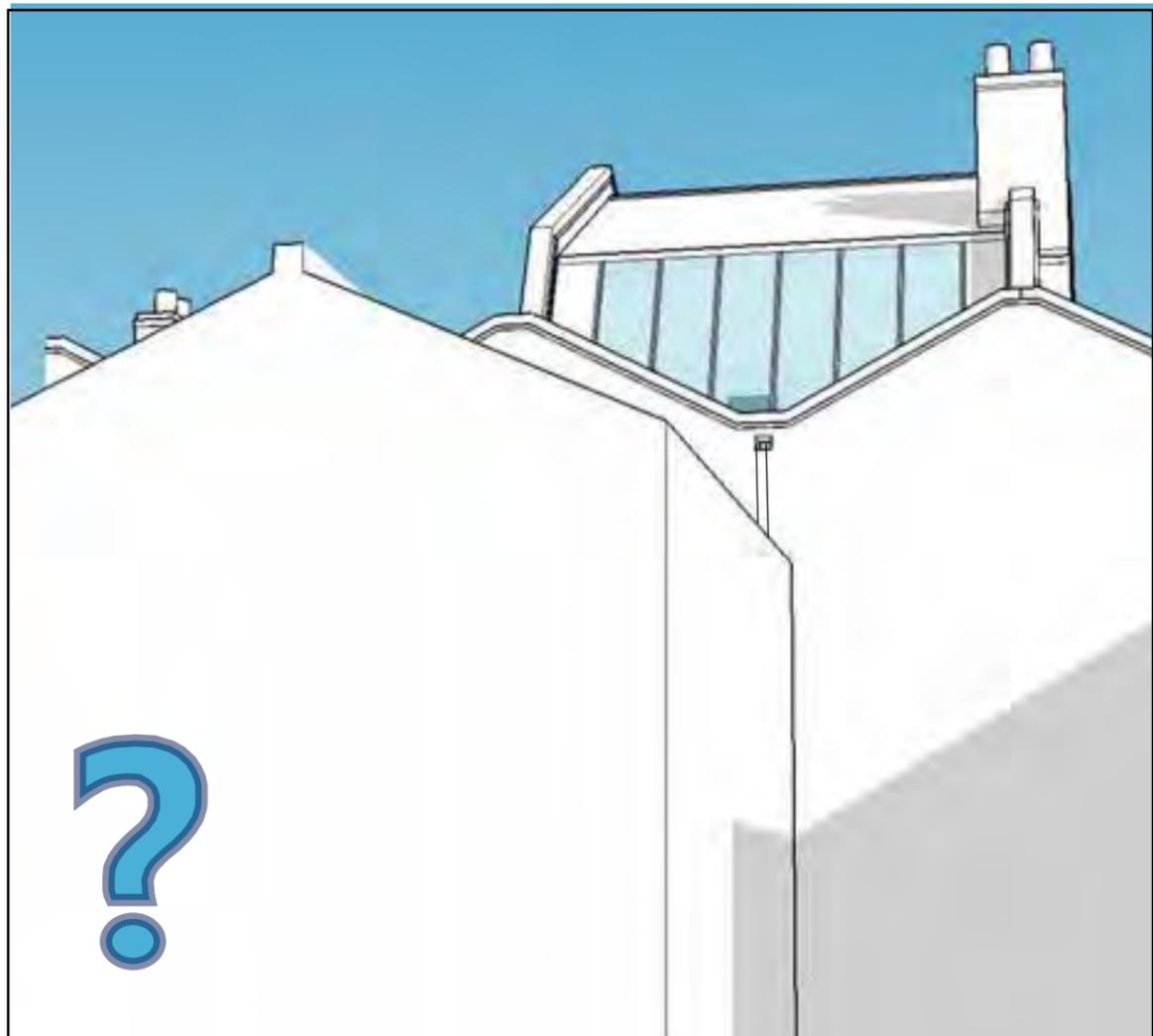
For example in some properties an in-line rooflight may provide adequate headroom over the staircase in lieu of a dormer window.

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

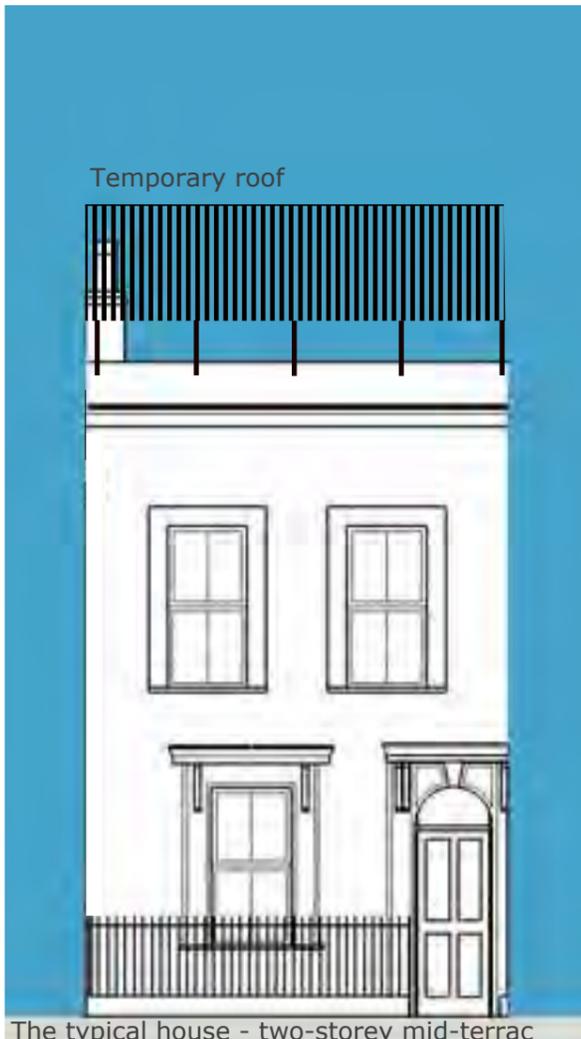


View from ground level

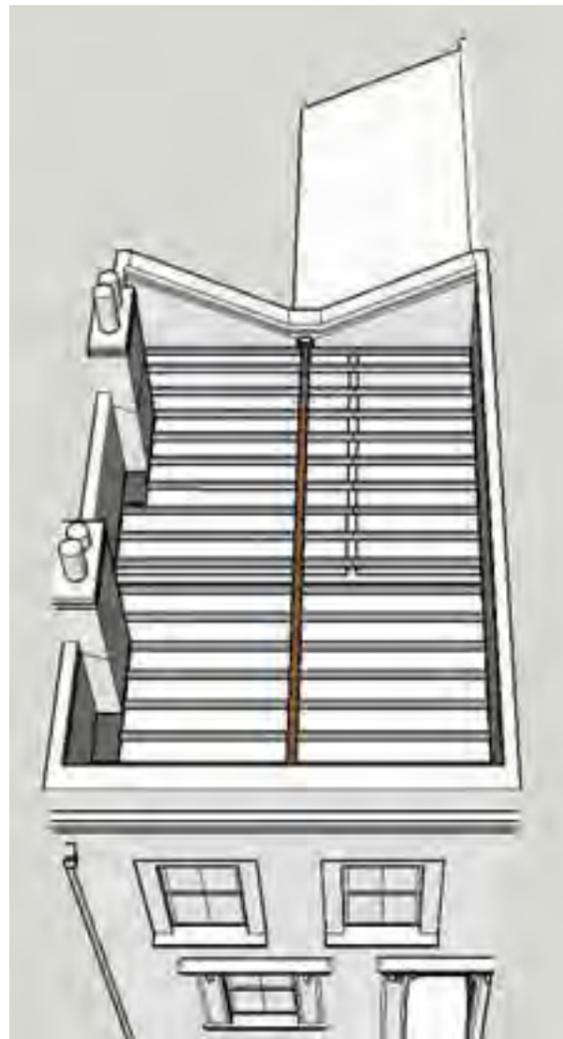
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Design guidance

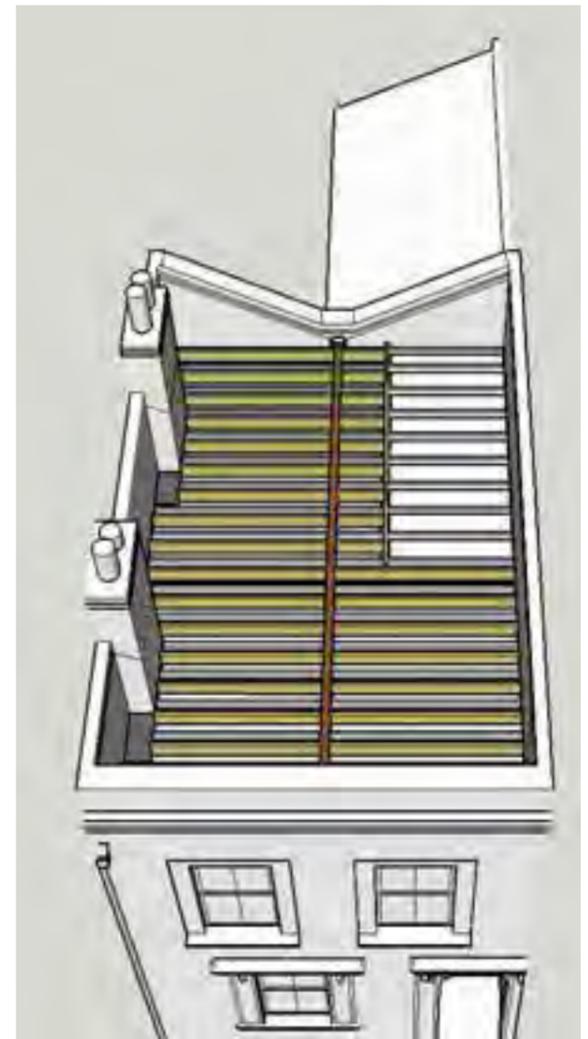
Construction steps 1



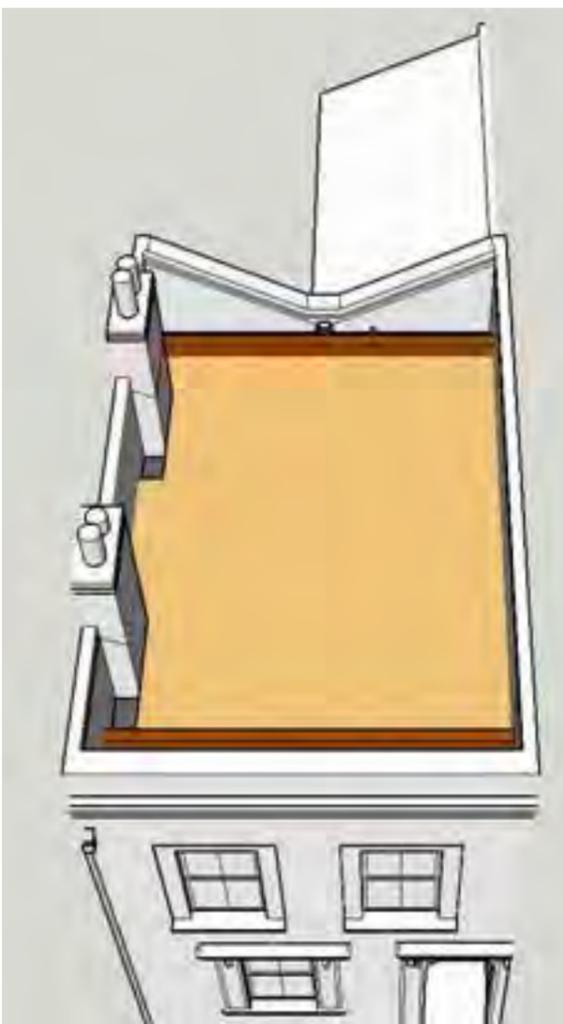
Each property would need a structural and measured survey prior to developing the design details. A mansard roof extension would require planning permission, building control permission and party wall consent



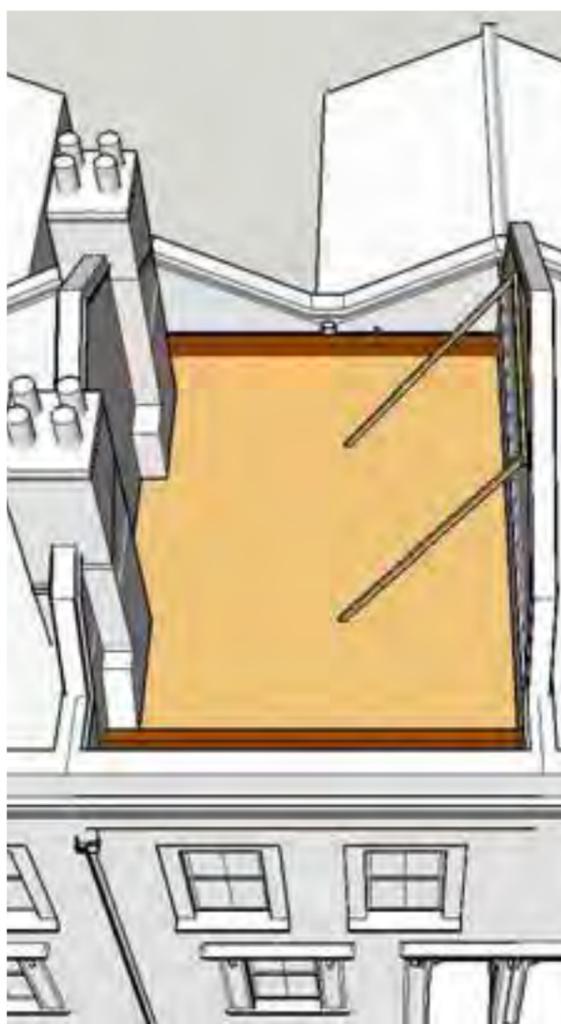
Provide temporary support and protection. Demolish the existing London roof. A structural engineer should inspect all structural elements. Repair and strengthen as required



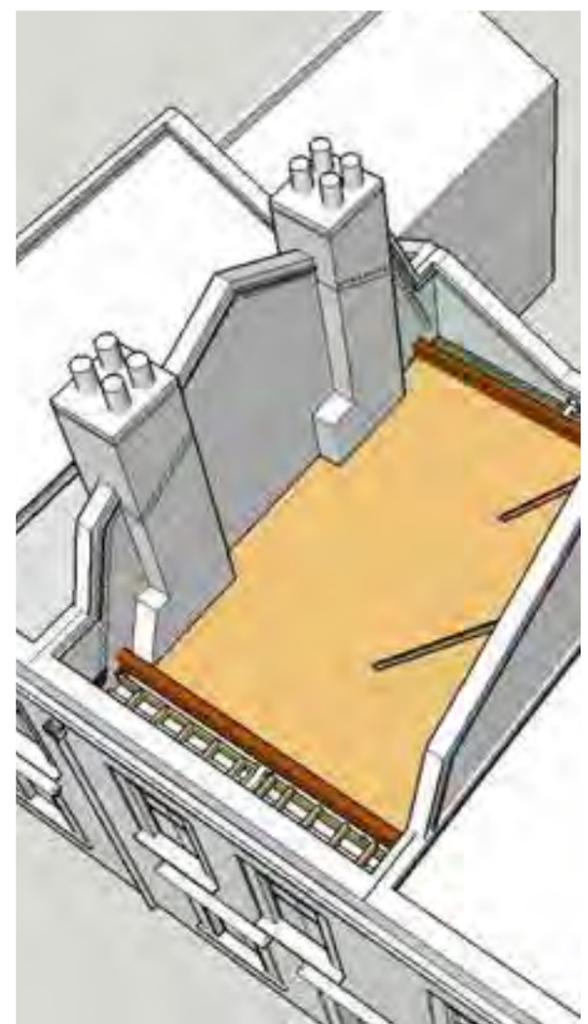
Fix new floor joists between ceiling joists supported on the bressemer beam and party walls. A structural engineer will need to design the roof framework to distribute the loads to the existing foundations



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



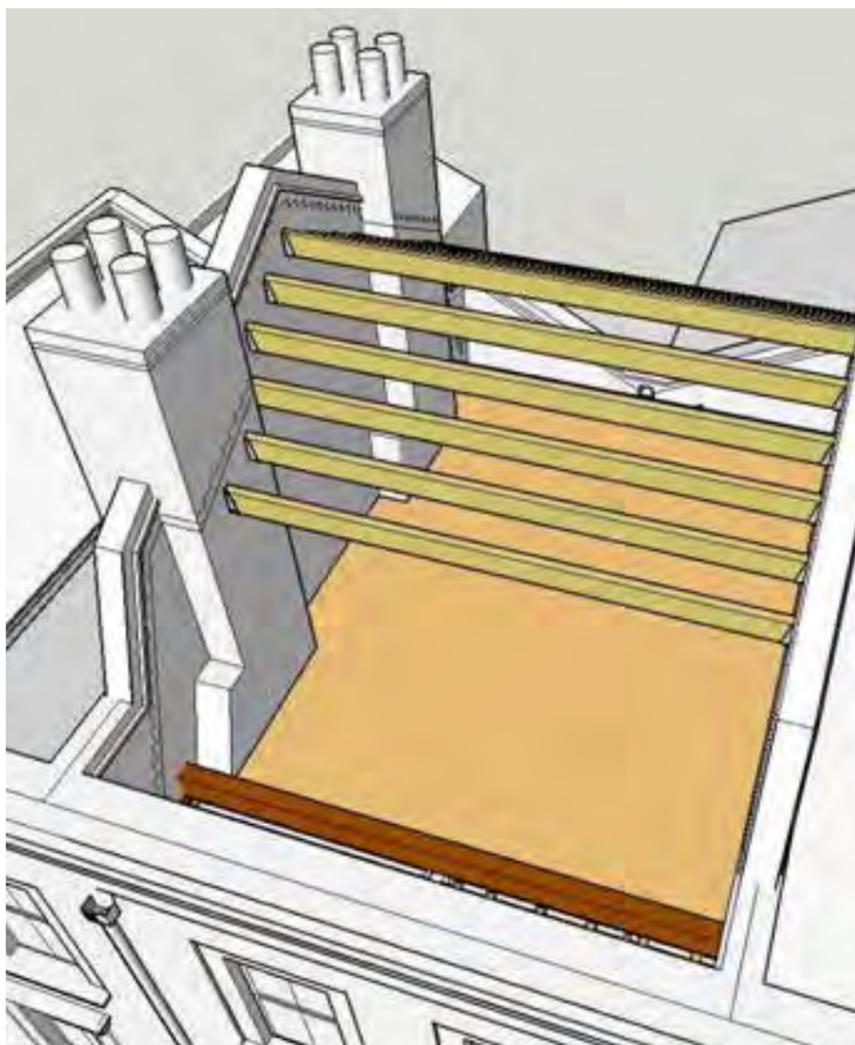
Raise the level of the party wall once temporary props are in place to restrain the party wall until the roof joists are tied in; the designer should consider all stages of work



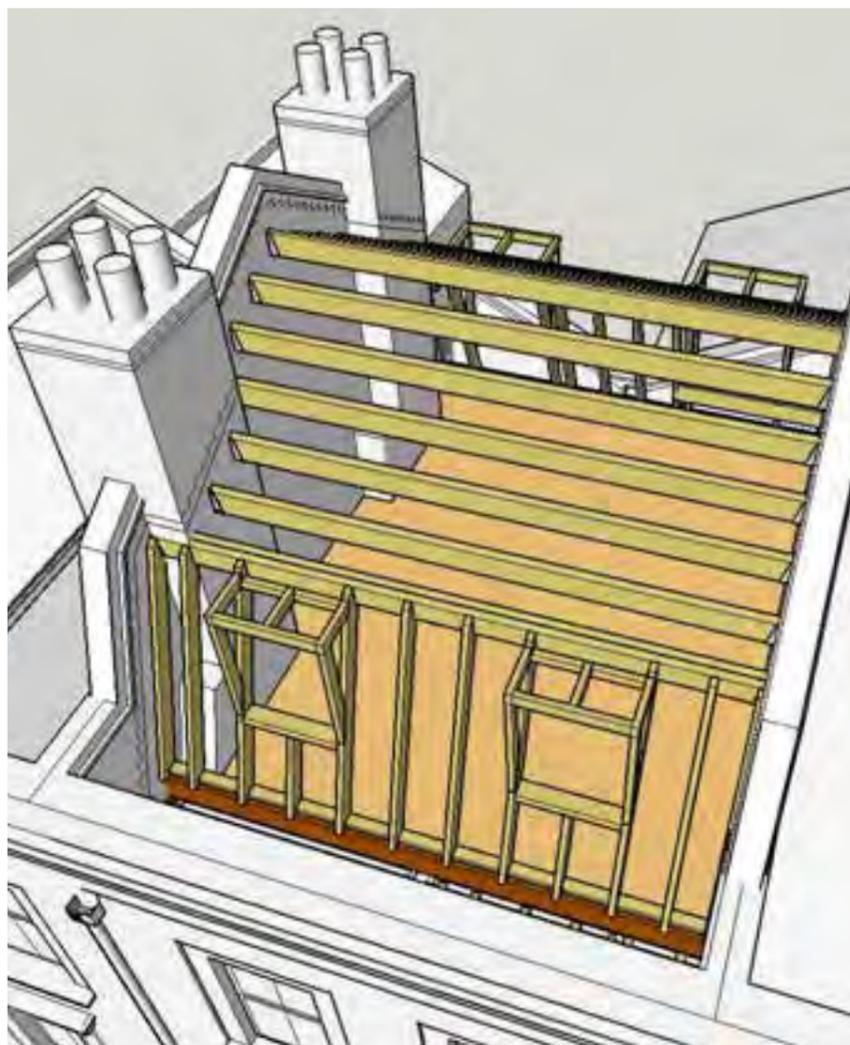
Chimney stacks make a strong contribution to the character of the Conservation Area. Stacks and flues will need to be surveyed and raised with pots reinstated

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Design guidance Construction steps 2



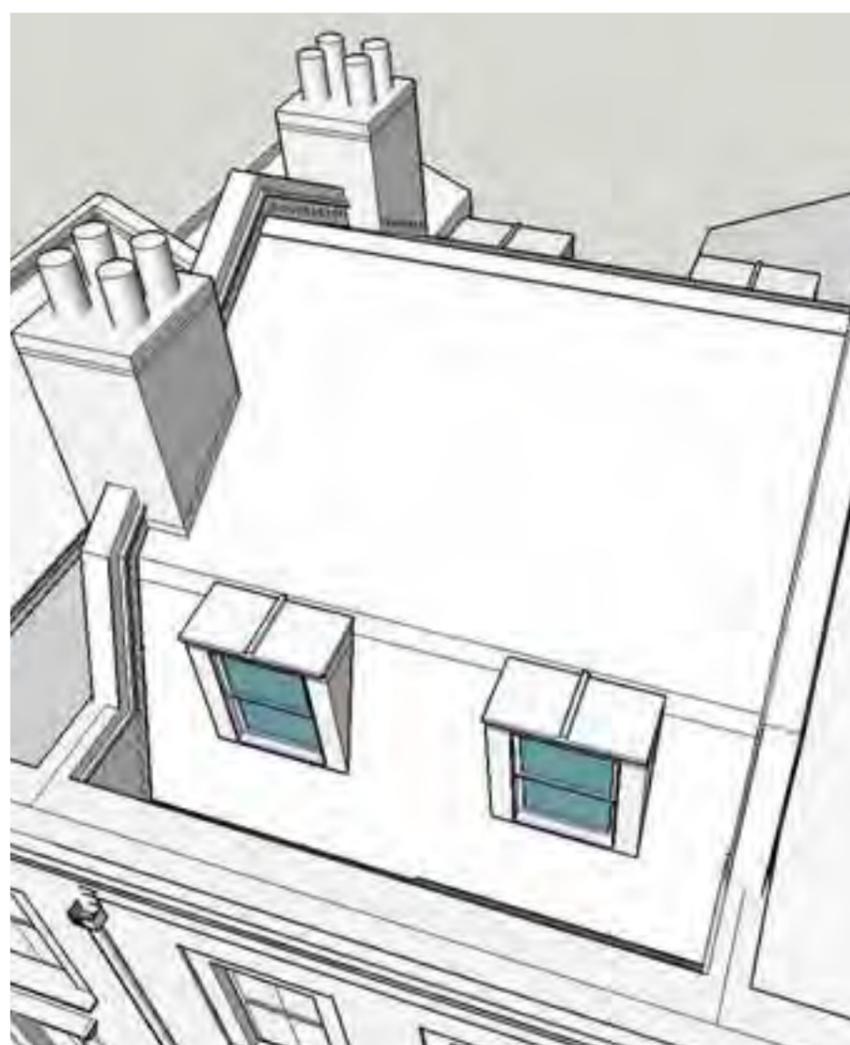
A structural engineer will need to design the roof framework to distribute the loads to the existing foundations. The load path and structure may vary from property to property, especially if internal walls have been removed. Refer to Guidance note Sheet 25: Structure



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



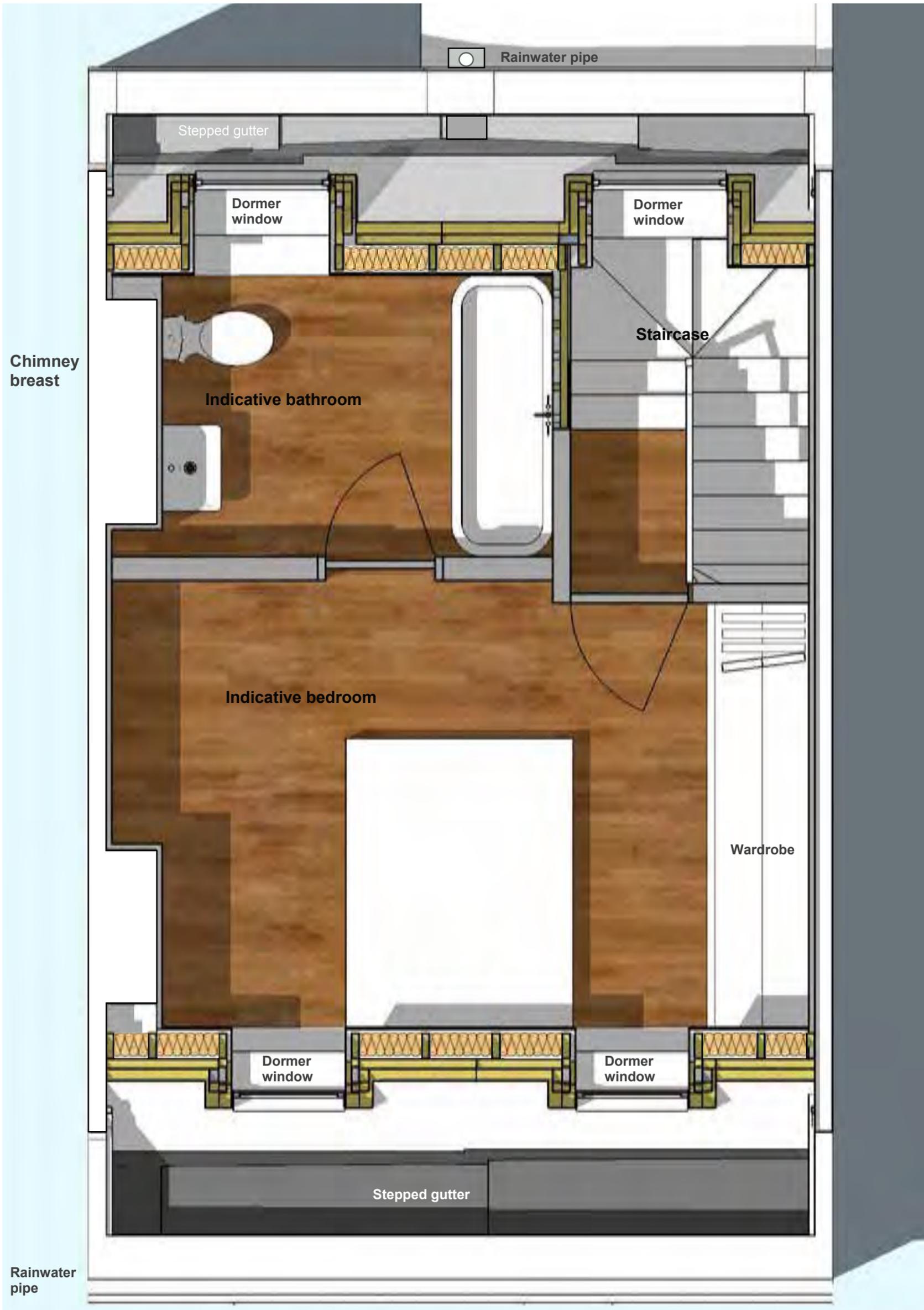
Fix racking boards over rafters. These can have insulation properties to reduce cold-bridging, heat loss and heat gain. Additional insulation will be required to meet building regulations



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



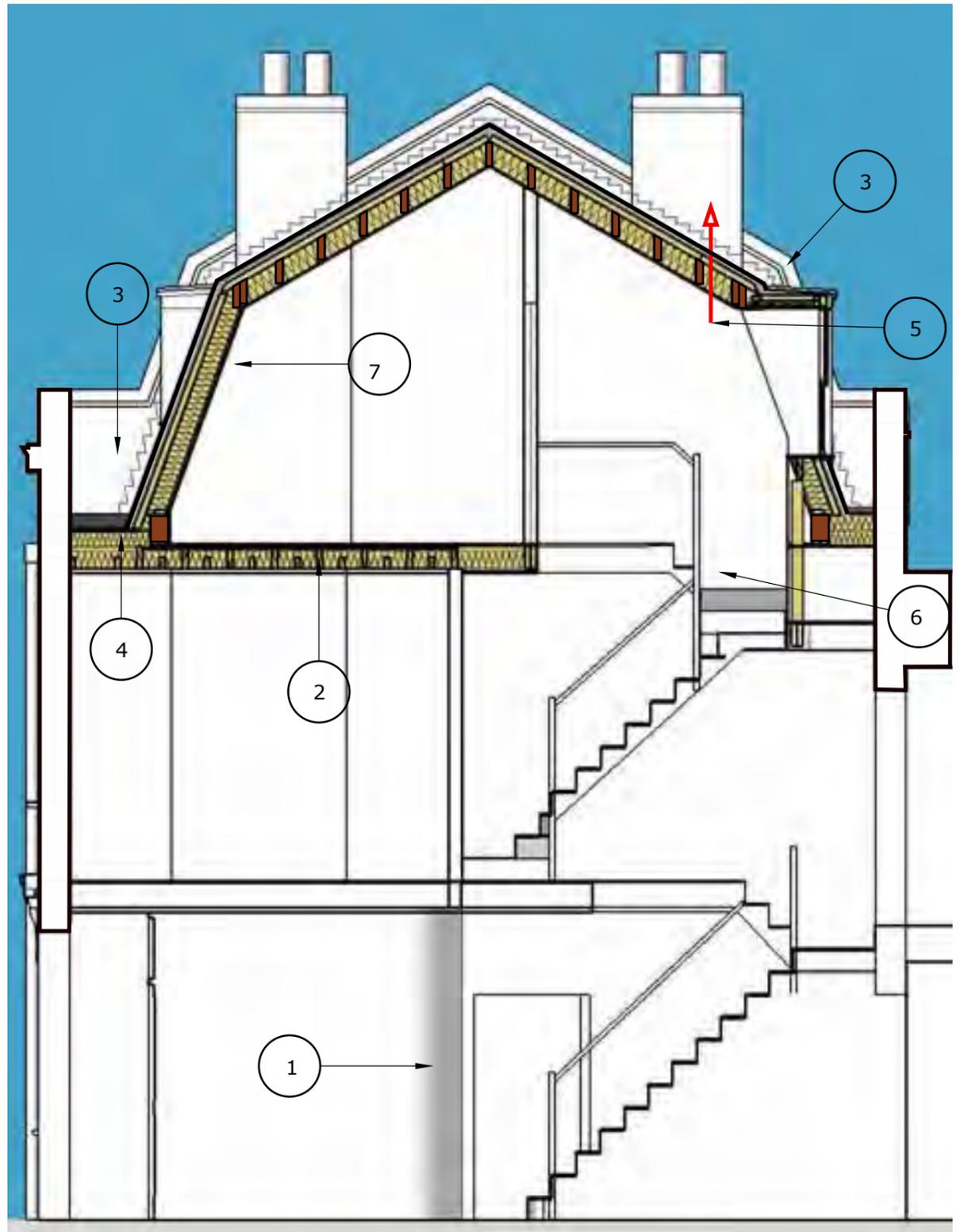
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Design guidance Building Regulations

- 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

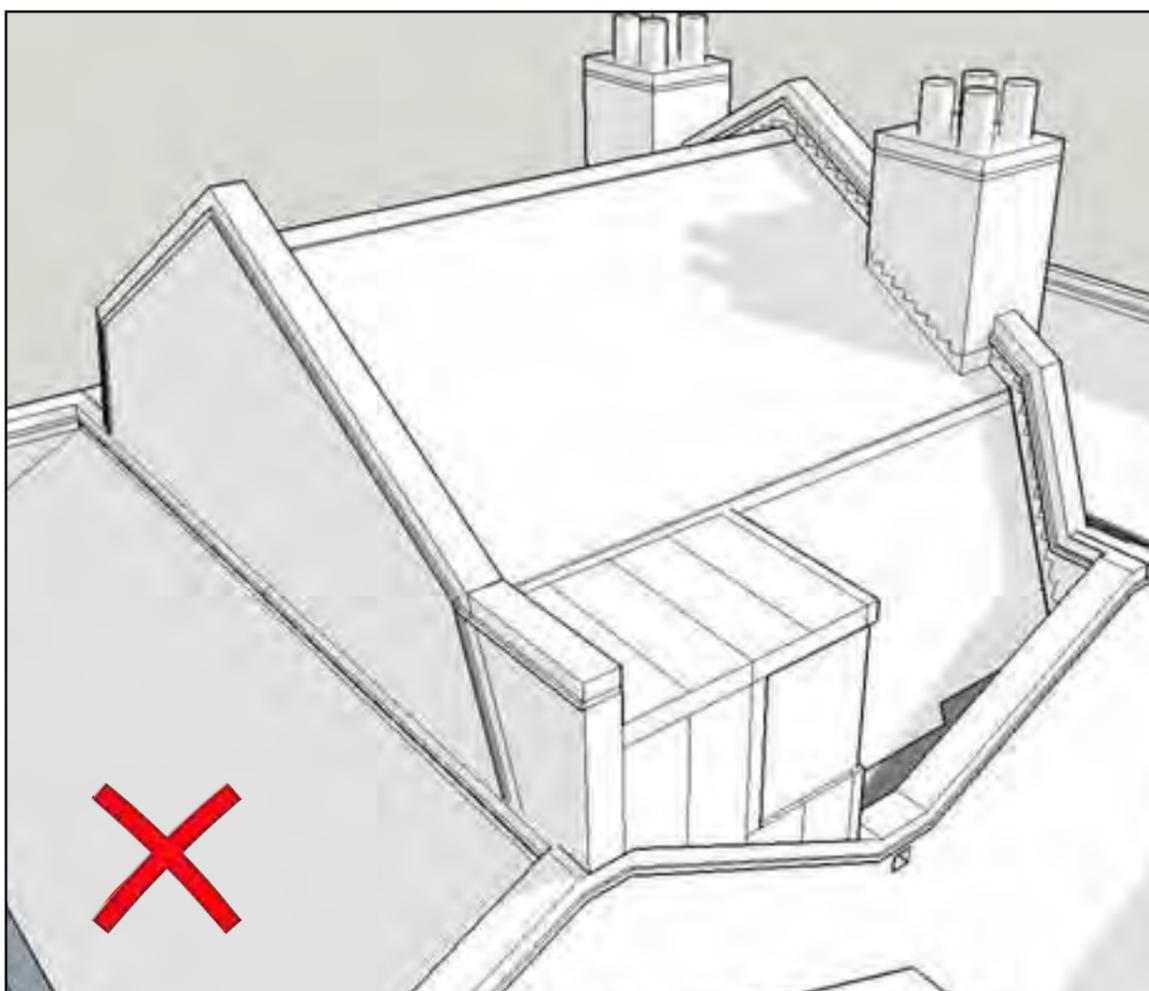
Head height in stairwell

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.

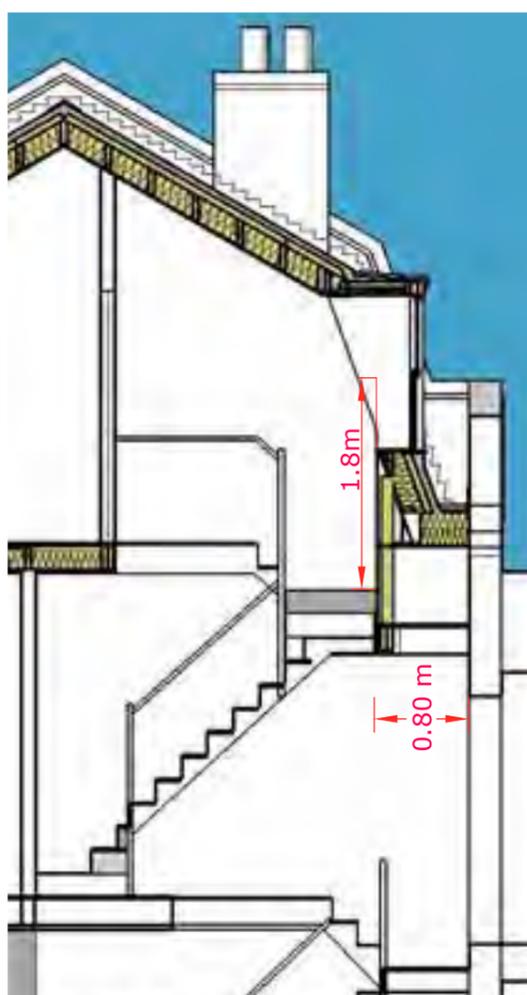
The section below illustrates an indicative design, however staircase configurations vary house by house.

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.

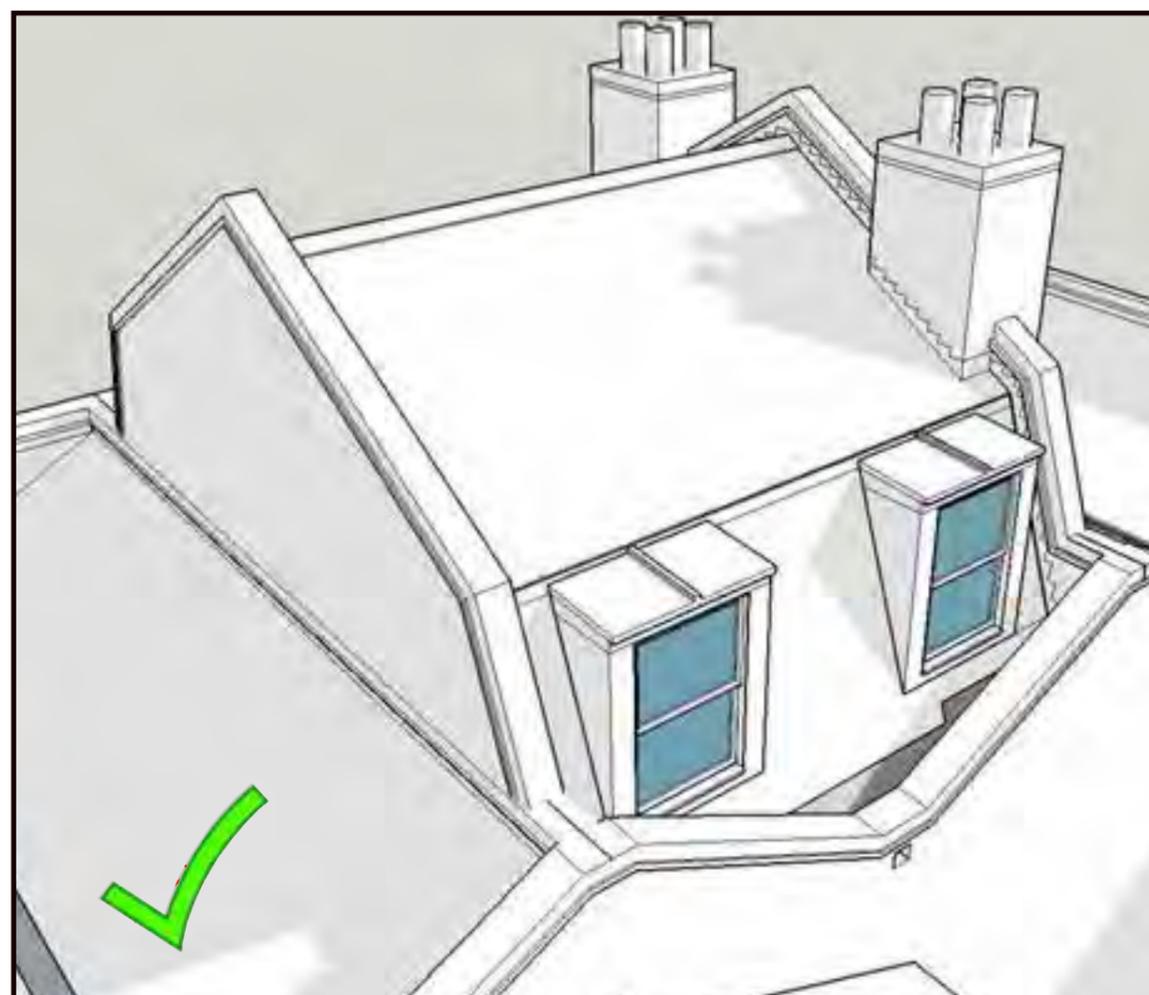
The building regulations state that head height over a staircase leading to a loft conversion can be reduced to 1.8 metres at the edge and 1.9 metres at the middle of the staircase above the string line. Tower Hamlets Building Control will allow this guidance to be followed for new mansard roof extensions.



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

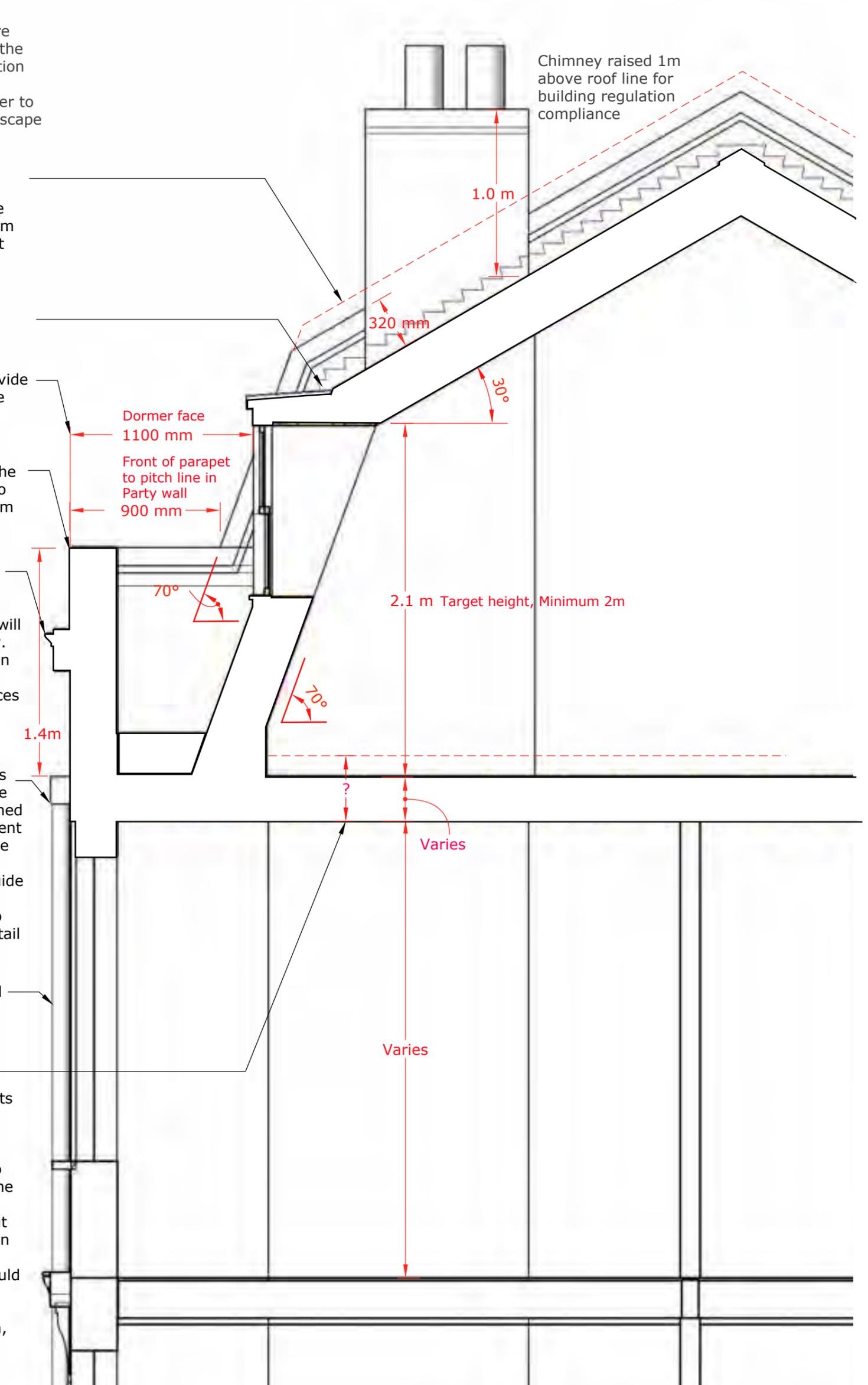
Parapet wall facing the street. The front of the existing parapet is to be taken as the setting out datum point

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



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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 flashing 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



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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

Prepared by Victoria Bellamy and Susannah Brooke
Reviewed by Alice Eggeling
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London Borough of Tower Hamlets

Medway Conservation Area Character Appraisal and Management Guidelines



March 2017

London Borough of Tower Hamlets

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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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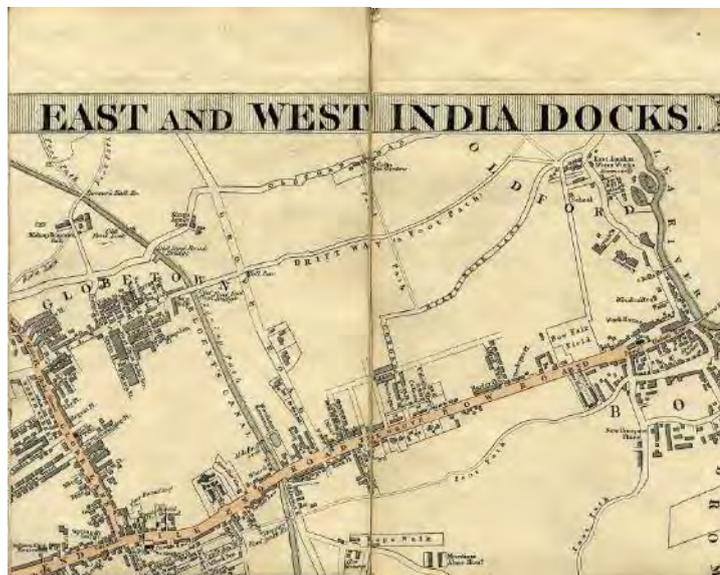
2.2 Historical development

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.



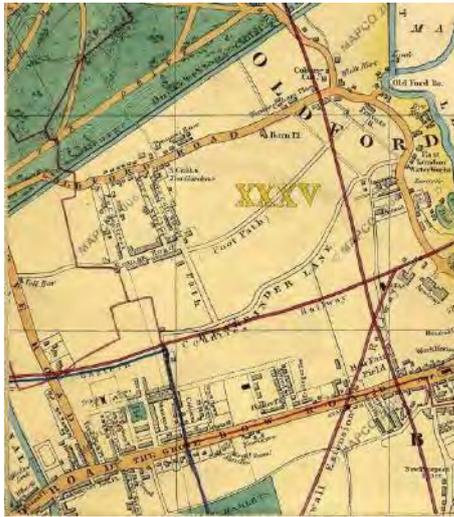
Boundary plaque

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.

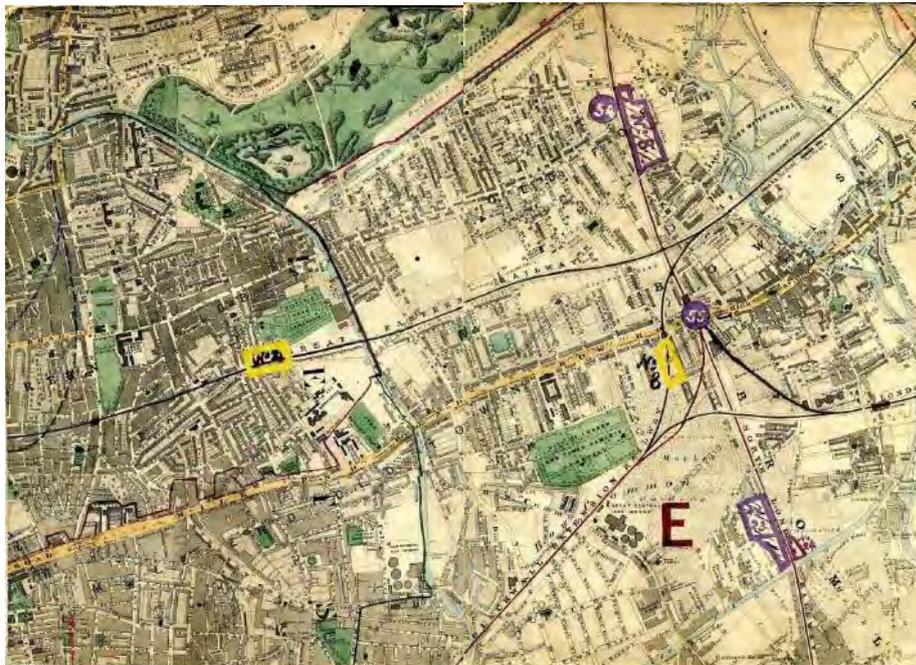


Cruchley's New Plan of London, 1827. © Mapco.net

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



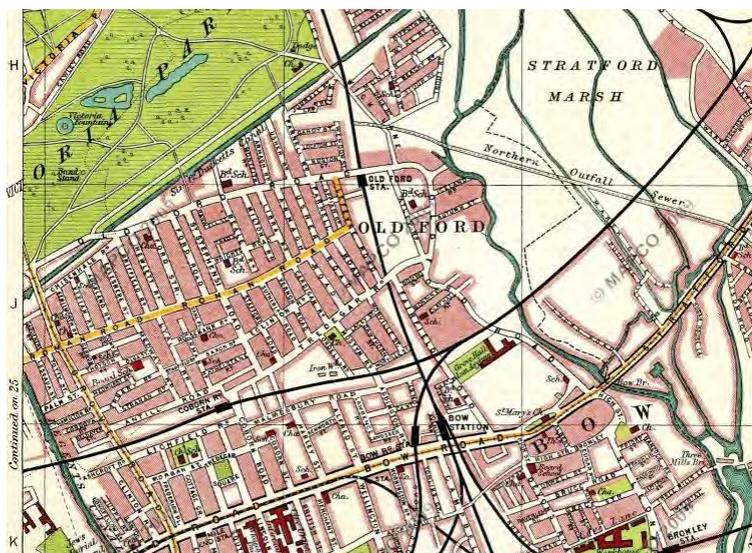
Stanford's Library Map of London and its suburbs, 1864. © Mapco.net

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 Lylal 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.



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.



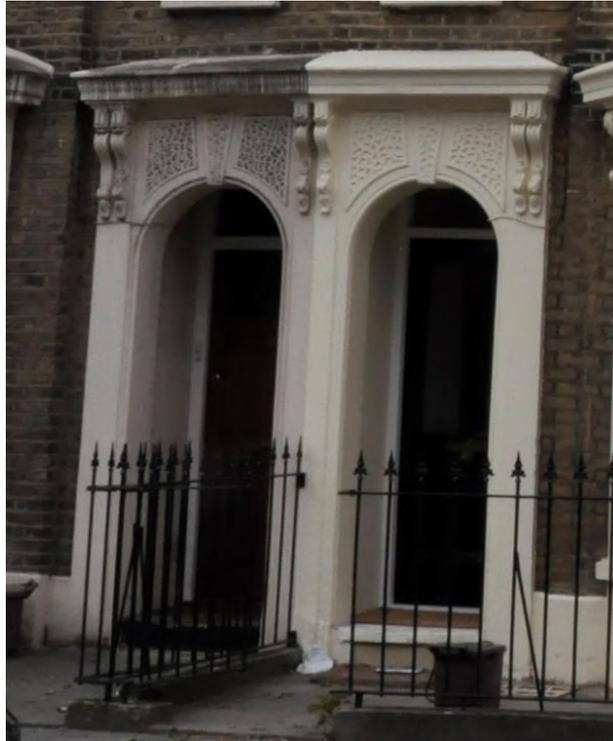
St Stephen's Road: note the tri-partite round-headed windows on the first floor, canted bay windows, and architectural embellishment to the door surround.



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 traditional 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. Most of the original railings were removed during the war. Where original railings have been lost, their careful reinstatement (to match the traditional railings) may enhance the character or appearance of the Conservation Area.



Traditional 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

The properties in this Conservation Area have lost their original iron railings, and many 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 (even where not original, the traditional replacement railings contribute the character).

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.

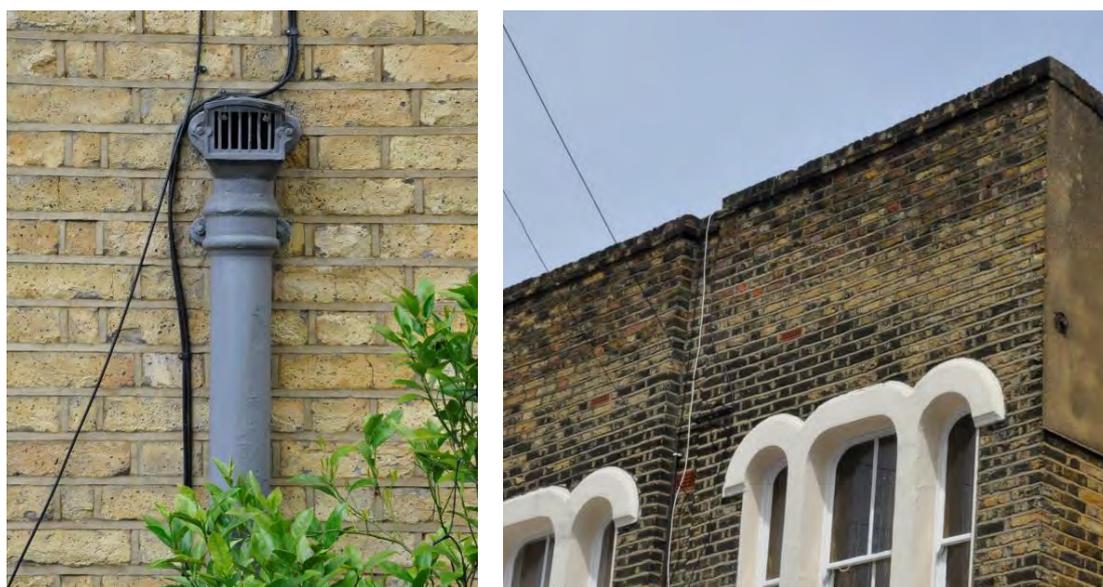
However, there are minor improvements that could be made to the existing terraces within the residential part of this Conservation Area. While the structures themselves are intact, the terraces require some attention and renovation. The Council supports the retention and reinstatement of architectural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

During the war metal was in short supply and railings were removed. Some properties have had railings reinstated but they do not all follow the traditional details. Reinstatement of traditional railings is encouraged by the Council. Railings should be of cast iron, painted black and leaded into a stone 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 or by contacting:

Tel: 020 7364 5009

Email: 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

The Georgian Group www.georgiangroup.org.uk

Victorian Society www.victorian-society.org.uk

20th Century Society www.c20society.org.uk

Society for the Protection of Ancient Buildings www.spab.org.uk

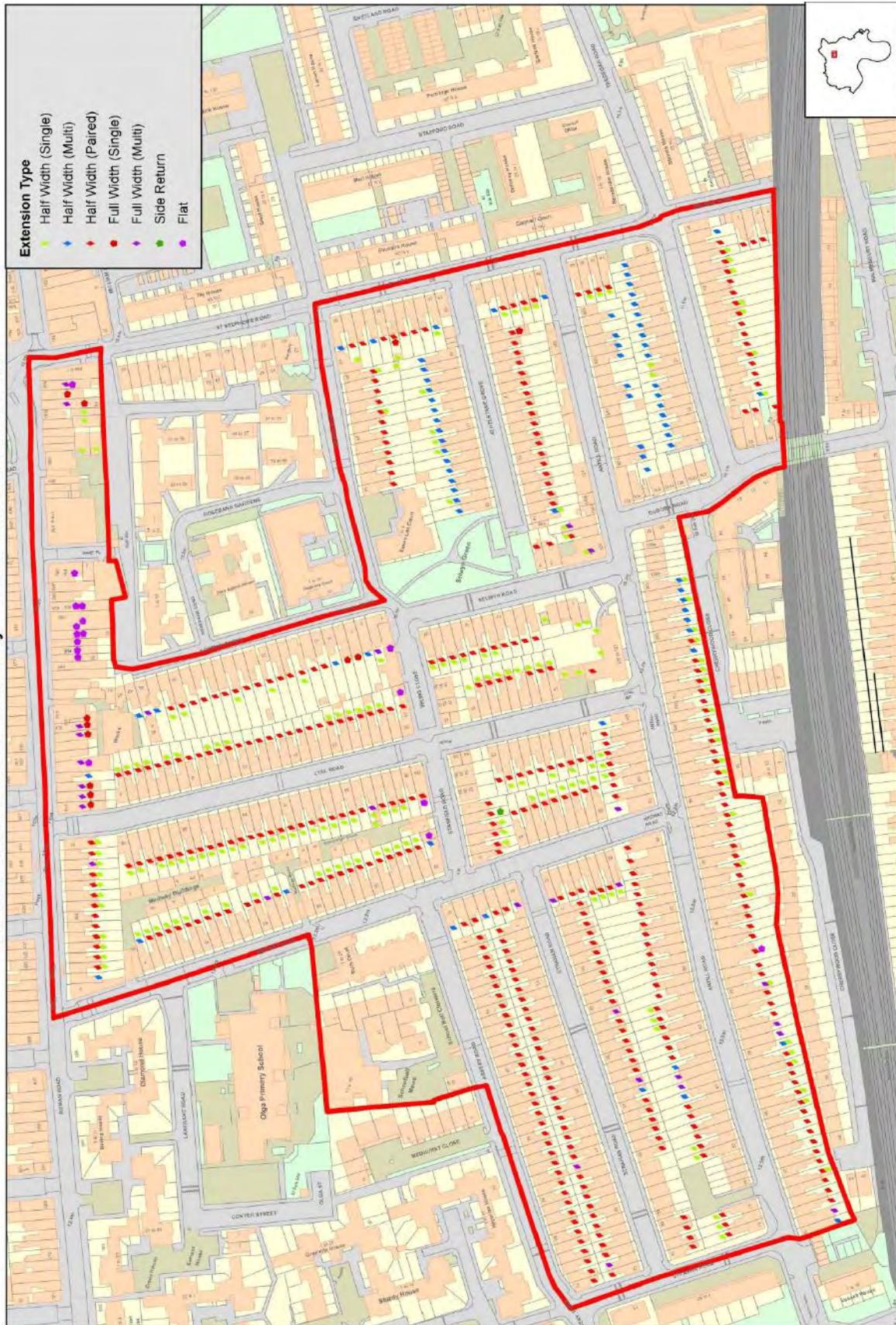
Appendix 1: Roof types map

Conservation Area : Medway - Roof Audit



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

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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
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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
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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

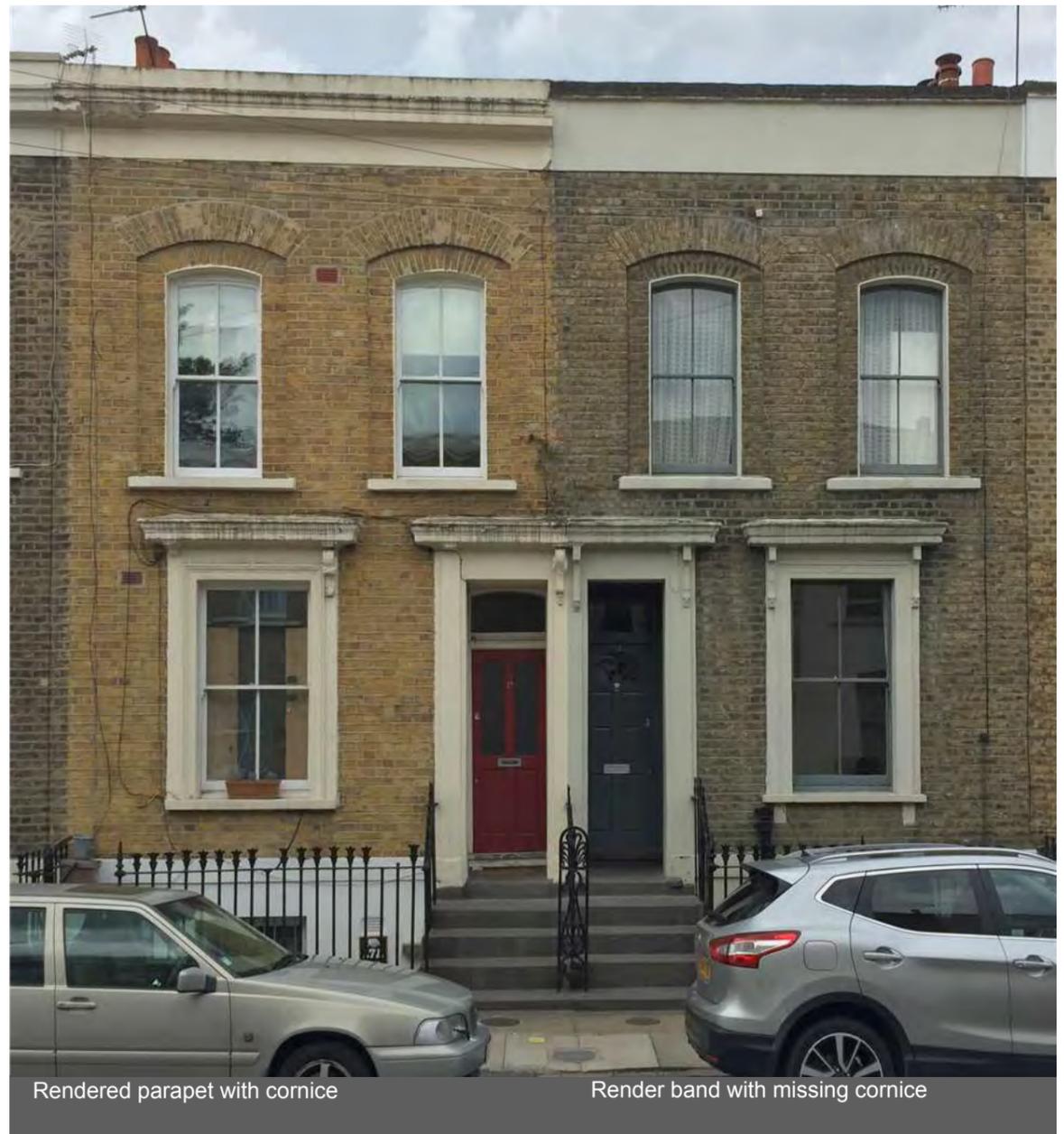
There is an opportunity to reinstate lost features when proposing a mansard roof extension



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



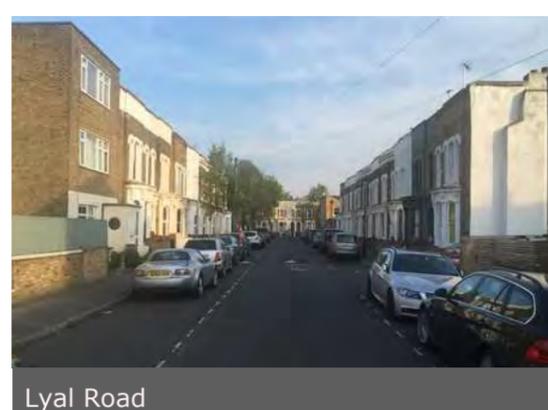
Zealand Road



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

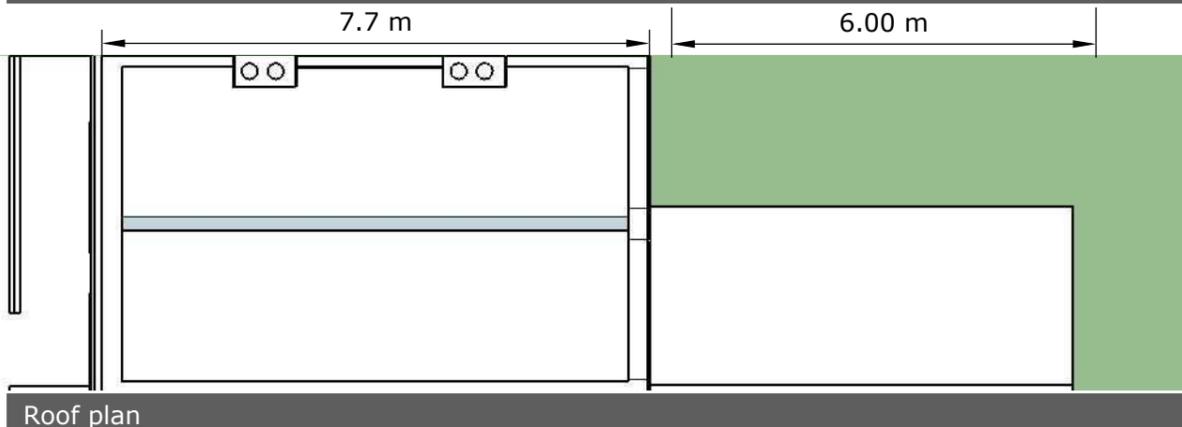
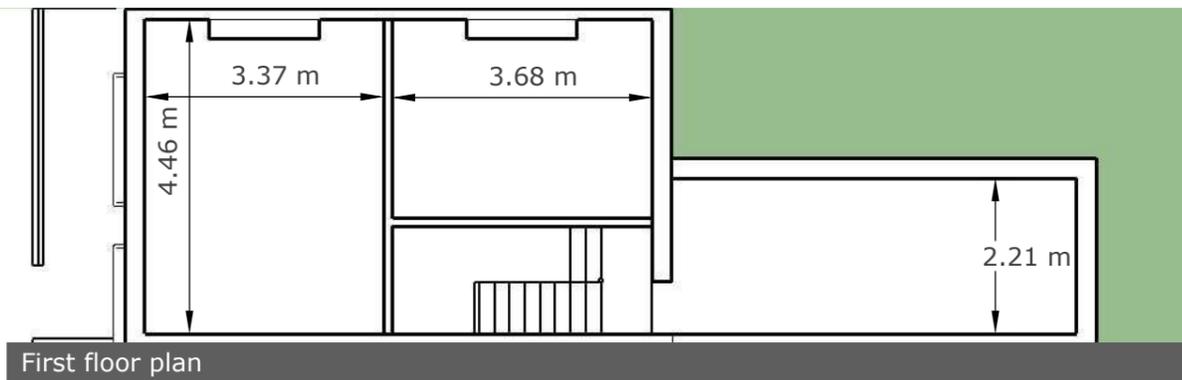
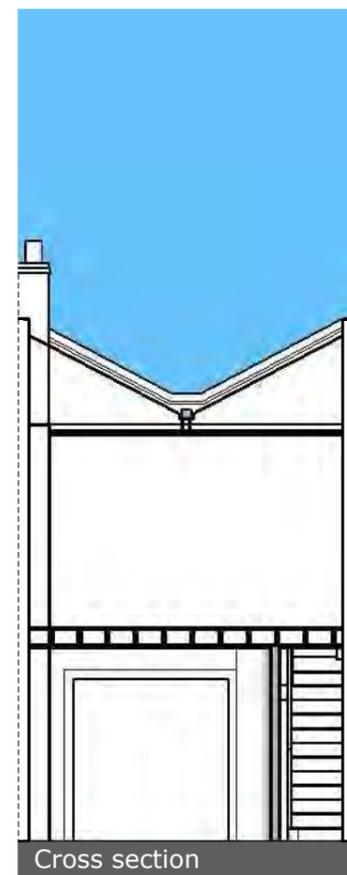
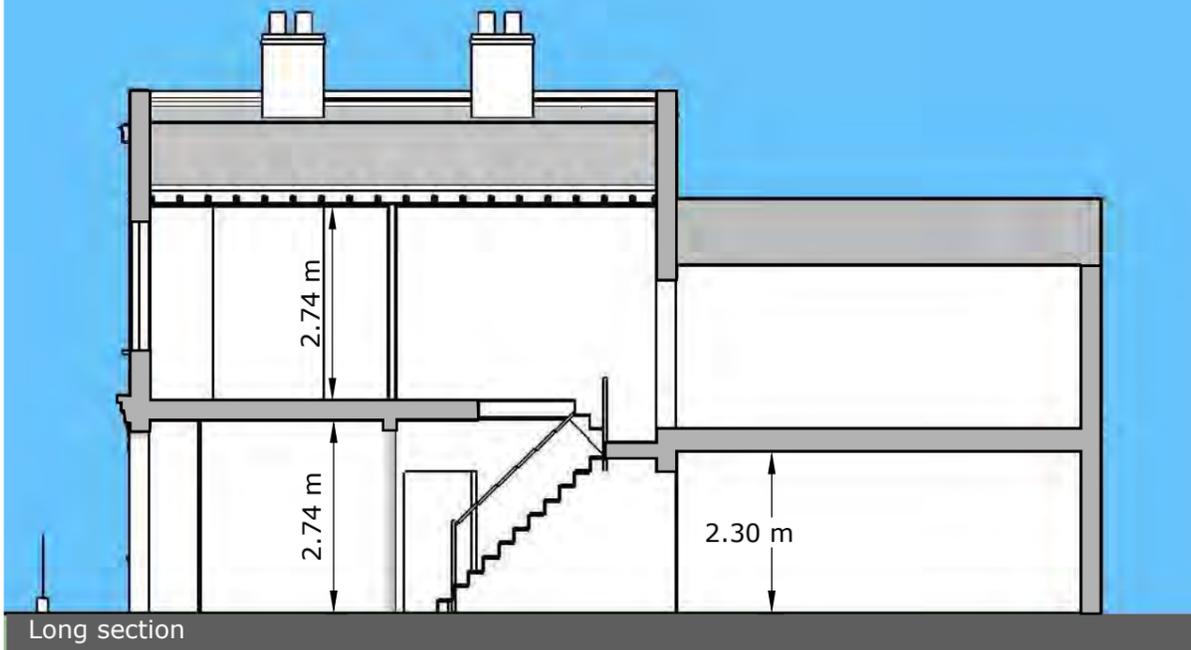


Mansard roof extensions on Morgan Street E3



Mansard gable on Tredegar Terrace E3

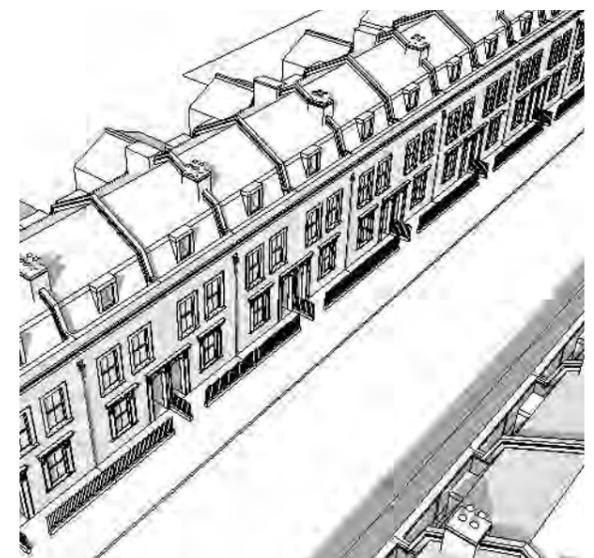
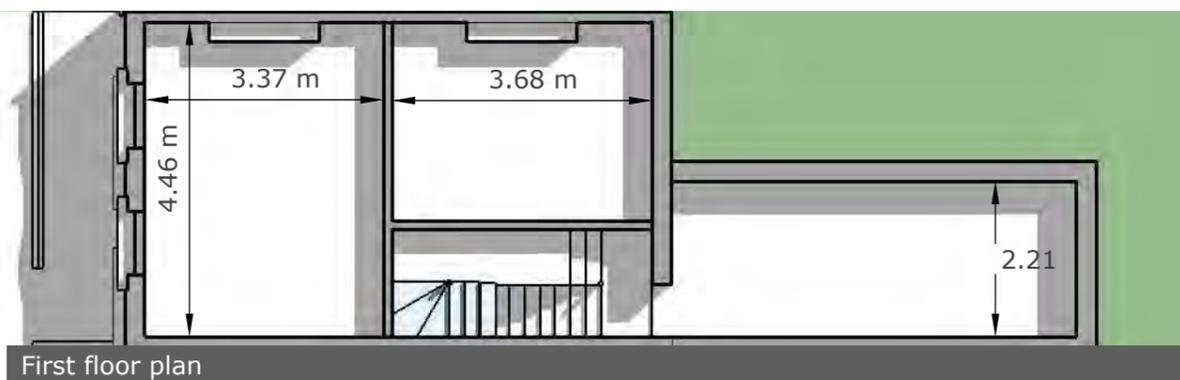
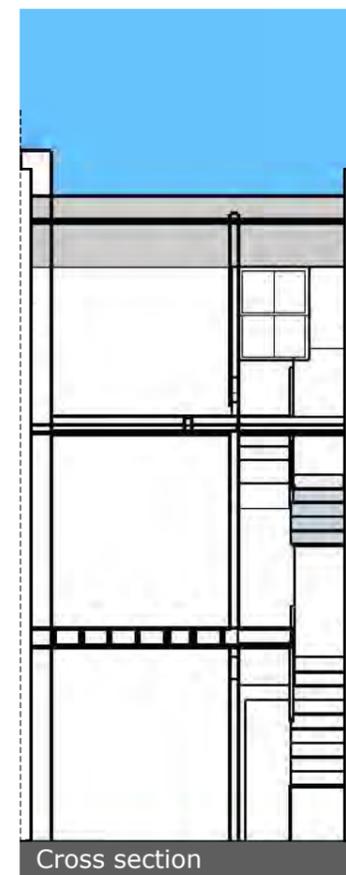
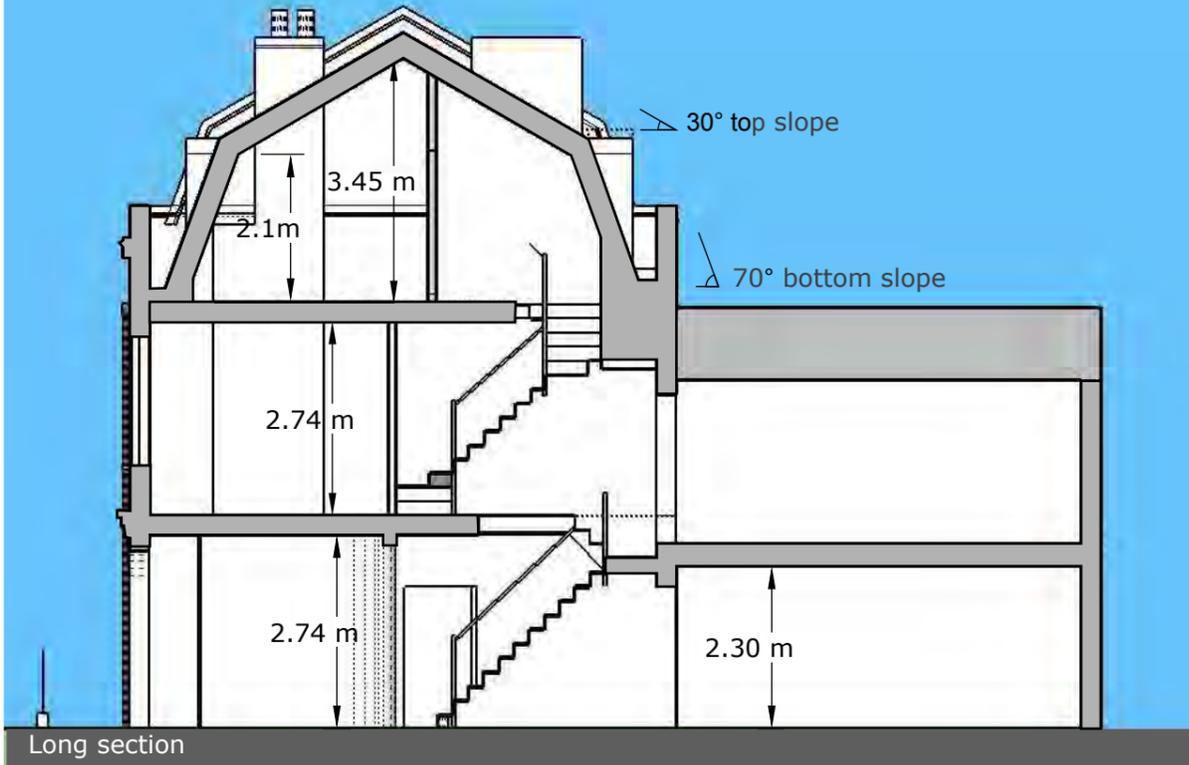
Typical house configuration



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



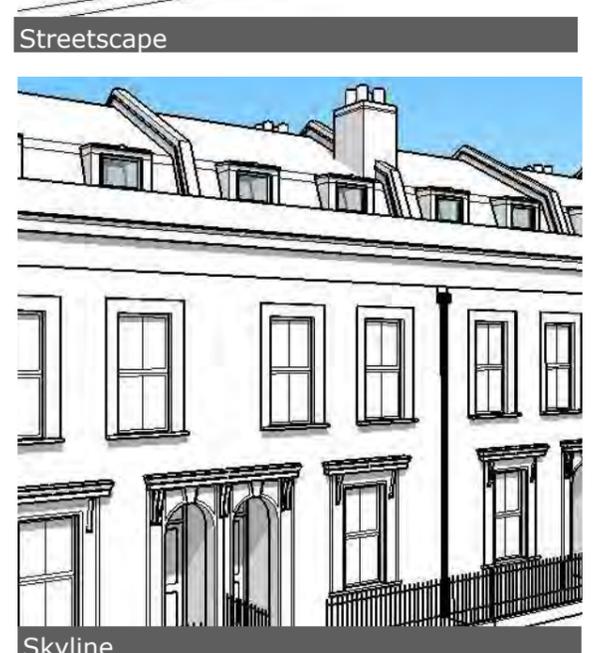
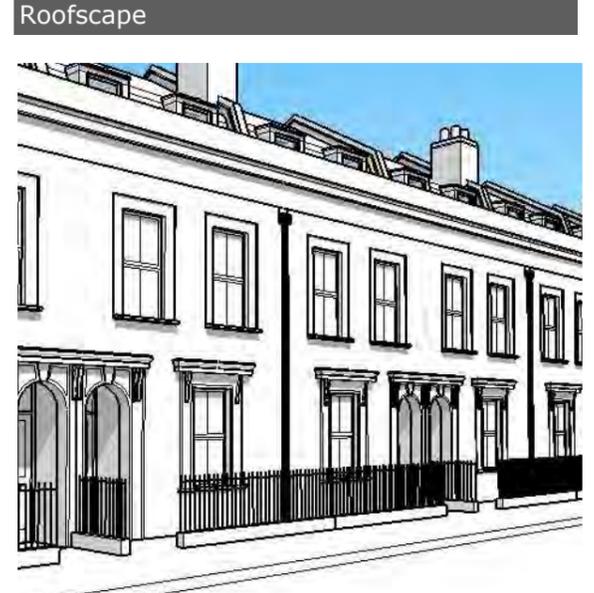
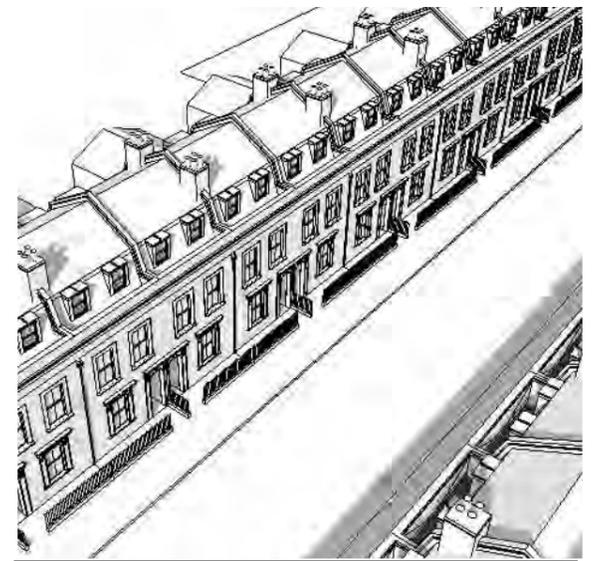
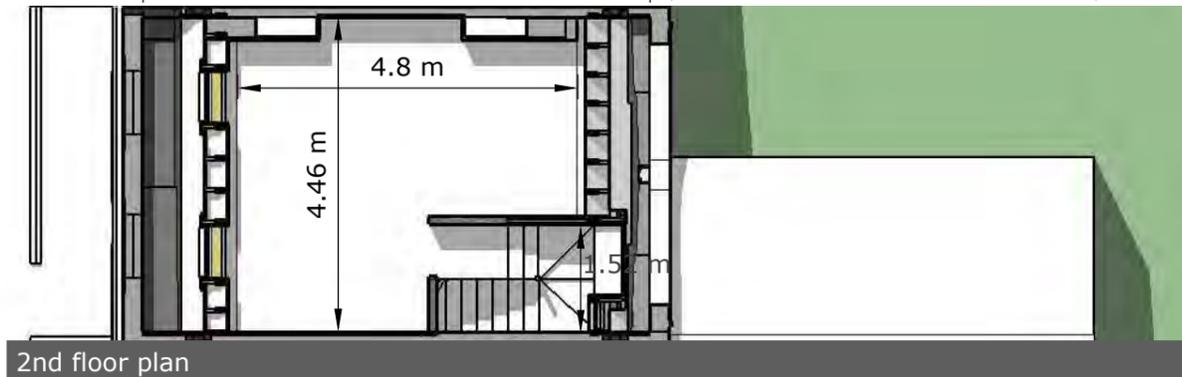
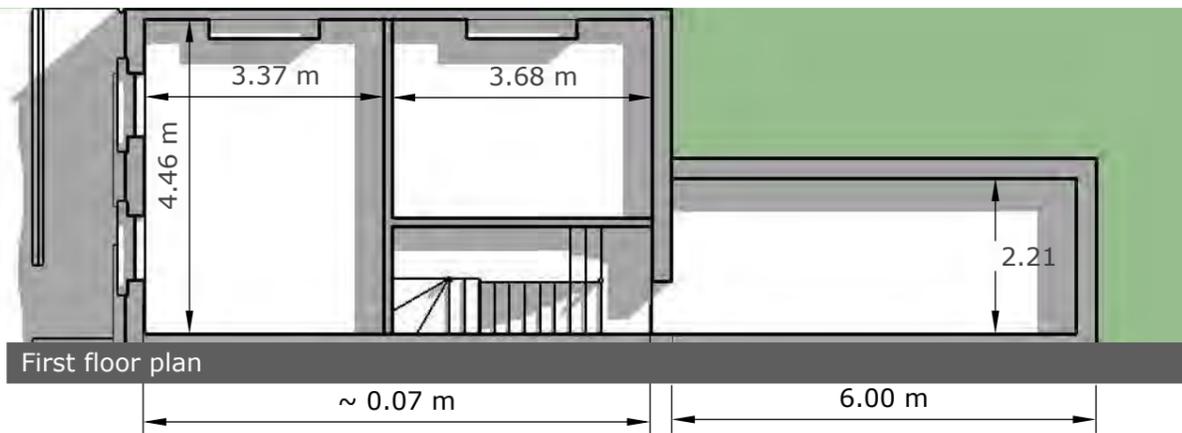
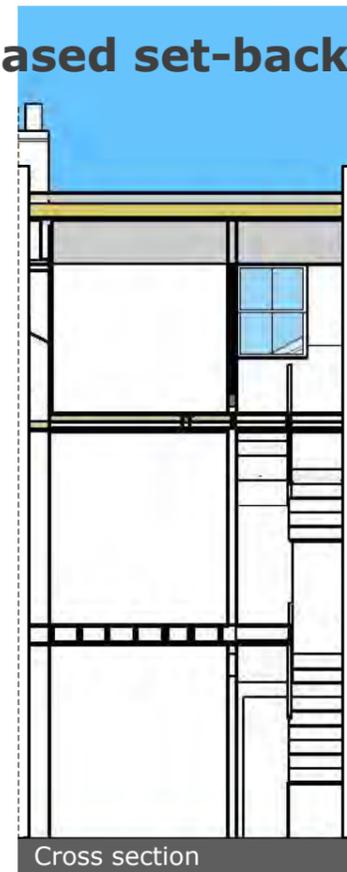
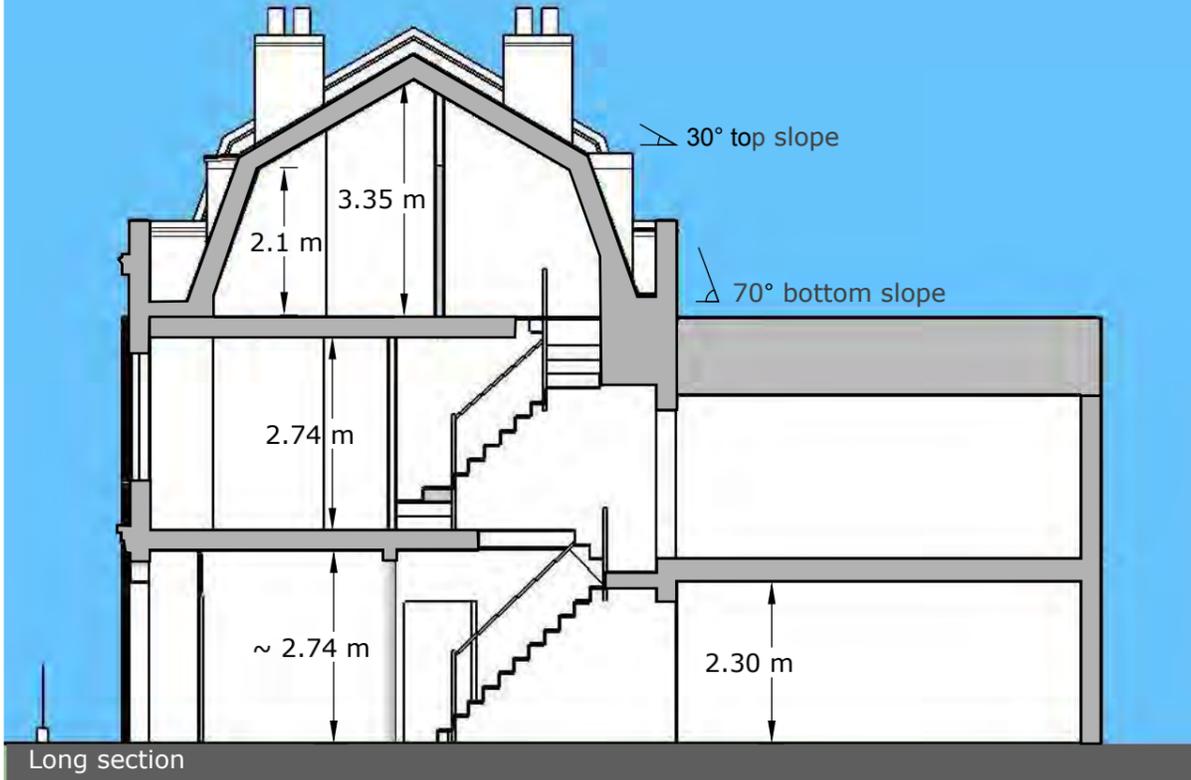
Assumptions:

- 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 chequed dormers front and rear

Outcome:

- 2nd floor area = 18.5m² (199 ft²)
- 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



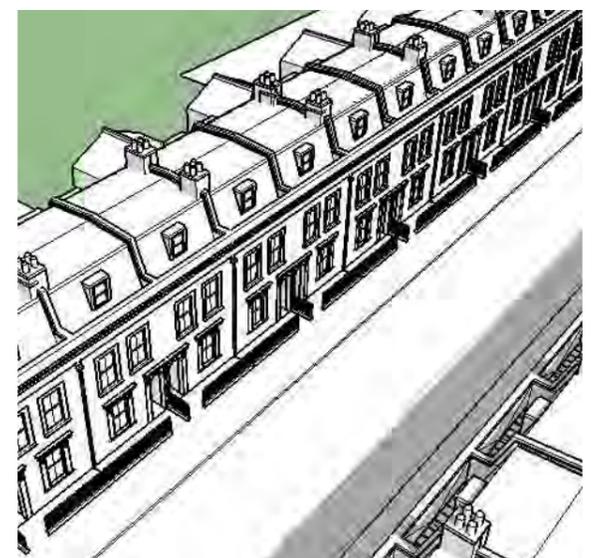
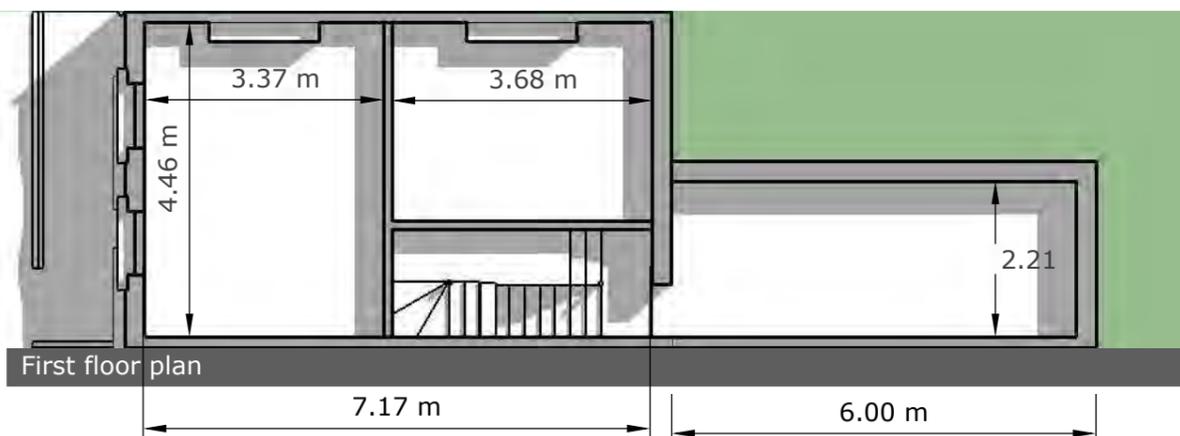
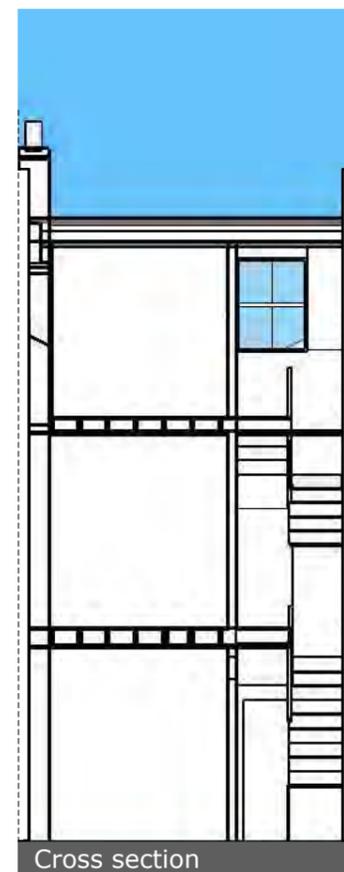
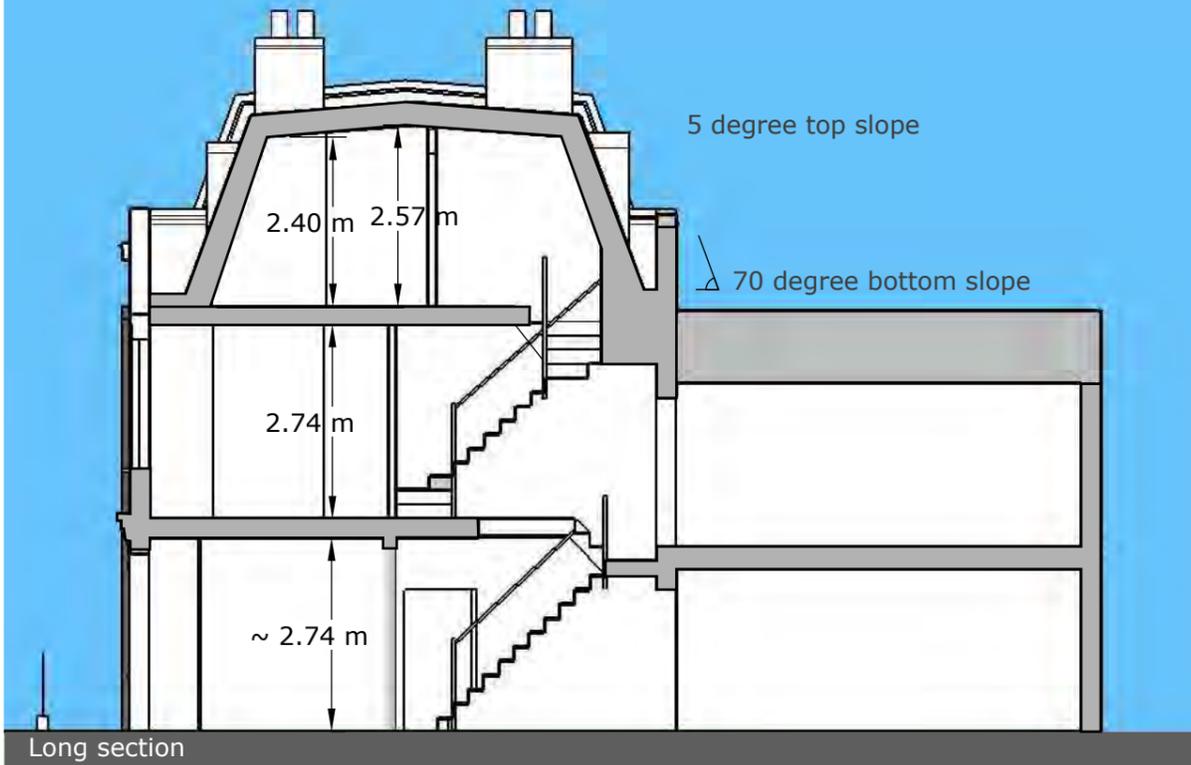
Assumptions:

- 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 = 17.3m² (186 ft²)
- 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 = 17.3m² (186 ft²)
- 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



Option 1
Double pitch mansard, single dormer

Option 1a
Double pitch mansard, double dormer,
+300mm set-back

Option 2
Flat-top mansard



Option 1
Double pitch mansard
front slope and single dormer are more
prominent

Option 1a
Double pitch mansard
front slope and double dormer are less
prominent when set back further

Option 2
Flat-top mansard
Front slope is higher and more prominent

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.

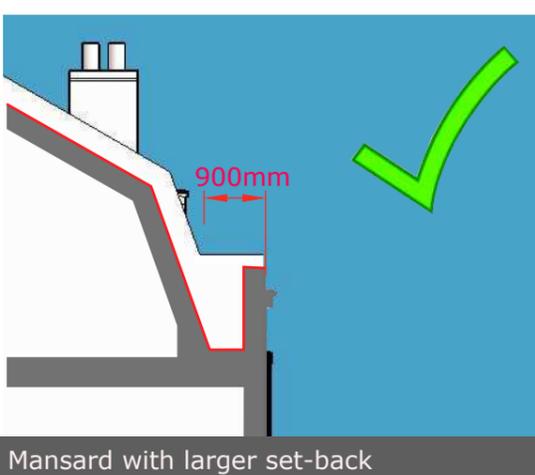
Each property should follow the guidance to maintain consistency.

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



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.



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



Wide dormers



Double dormers

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

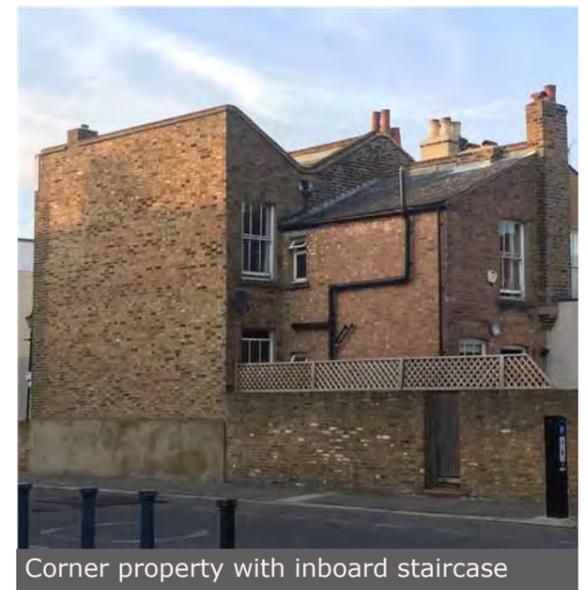
properties

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.



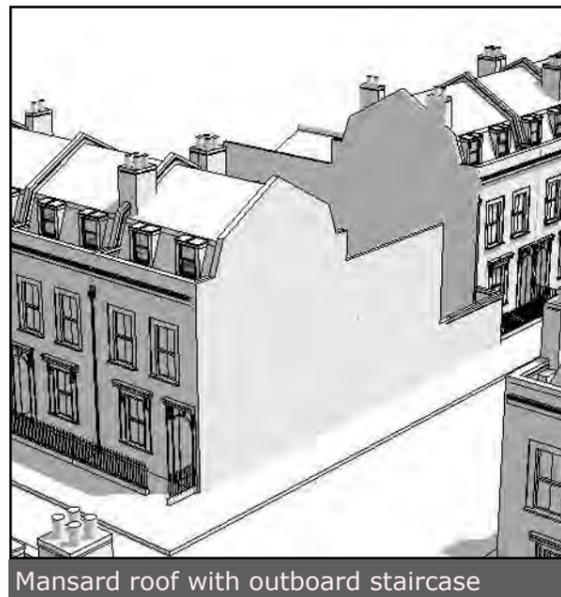
Corner property with outboard staircase



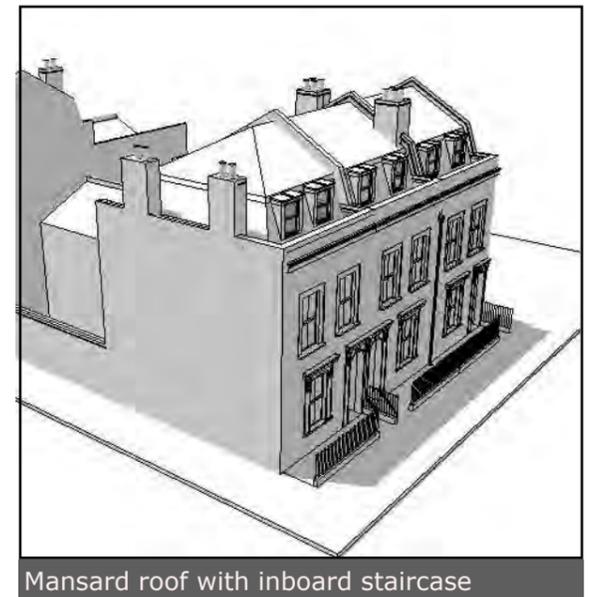
Corner property with inboard staircase

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



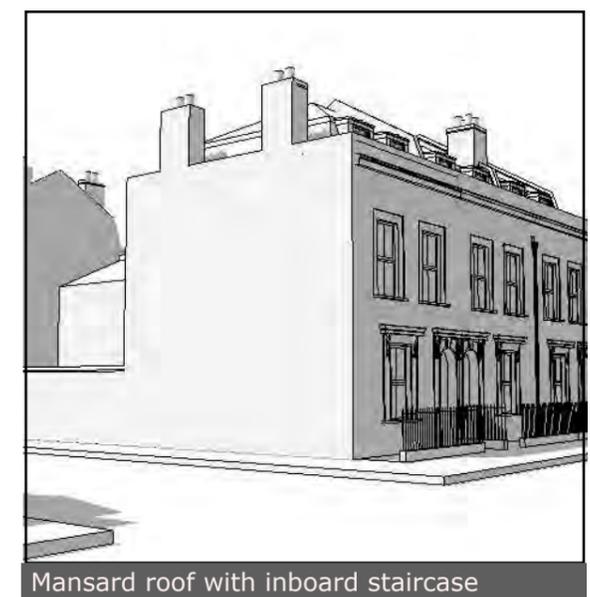
Mansard roof with outboard staircase



Mansard roof with inboard staircase



Mansard roof with outboard staircase



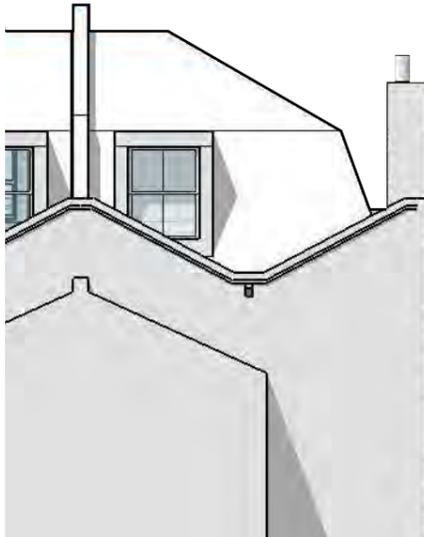
Mansard roof with inboard staircase

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.

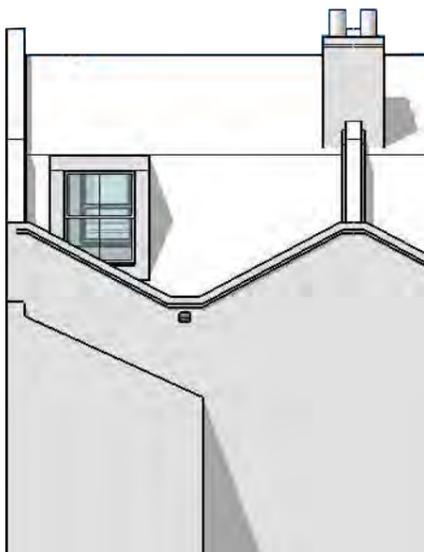


Rear parapet wall



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:

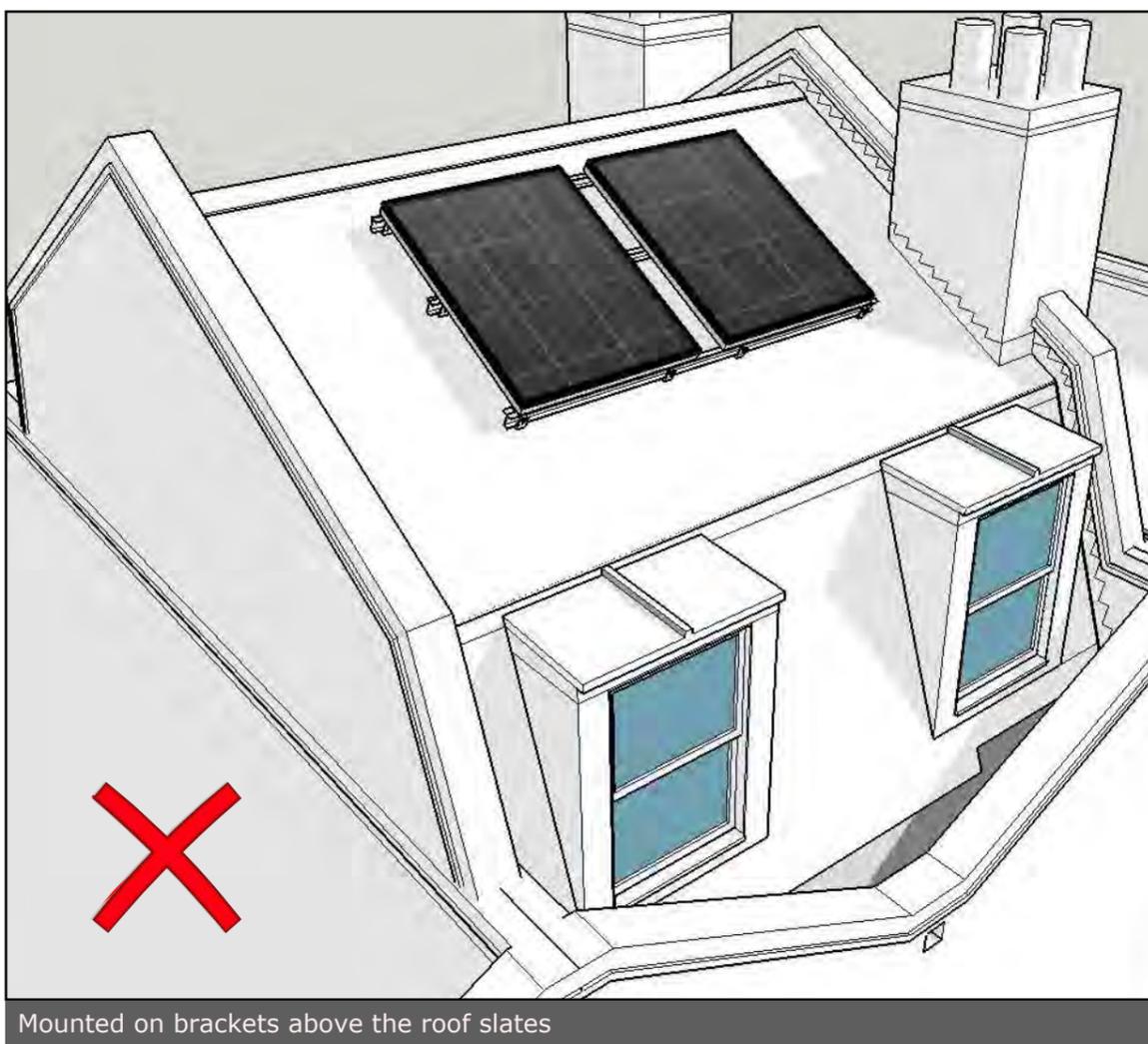
Photovoltaic panels perform best when they face south. According to BRE research the efficiency of photovoltaic panels reduces to 75% if orientated east/west.

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.



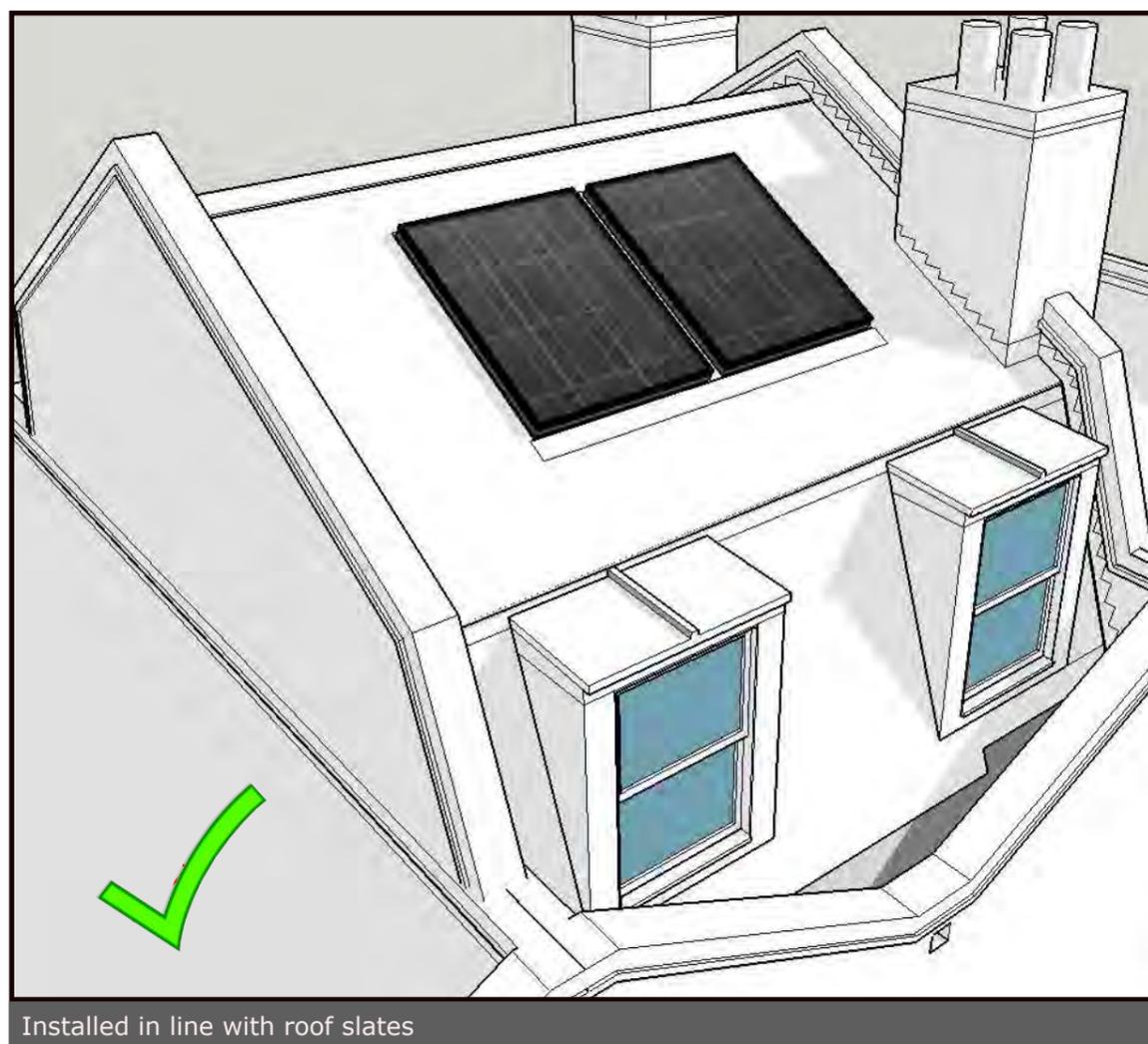
Mounted on brackets above the roof slates



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

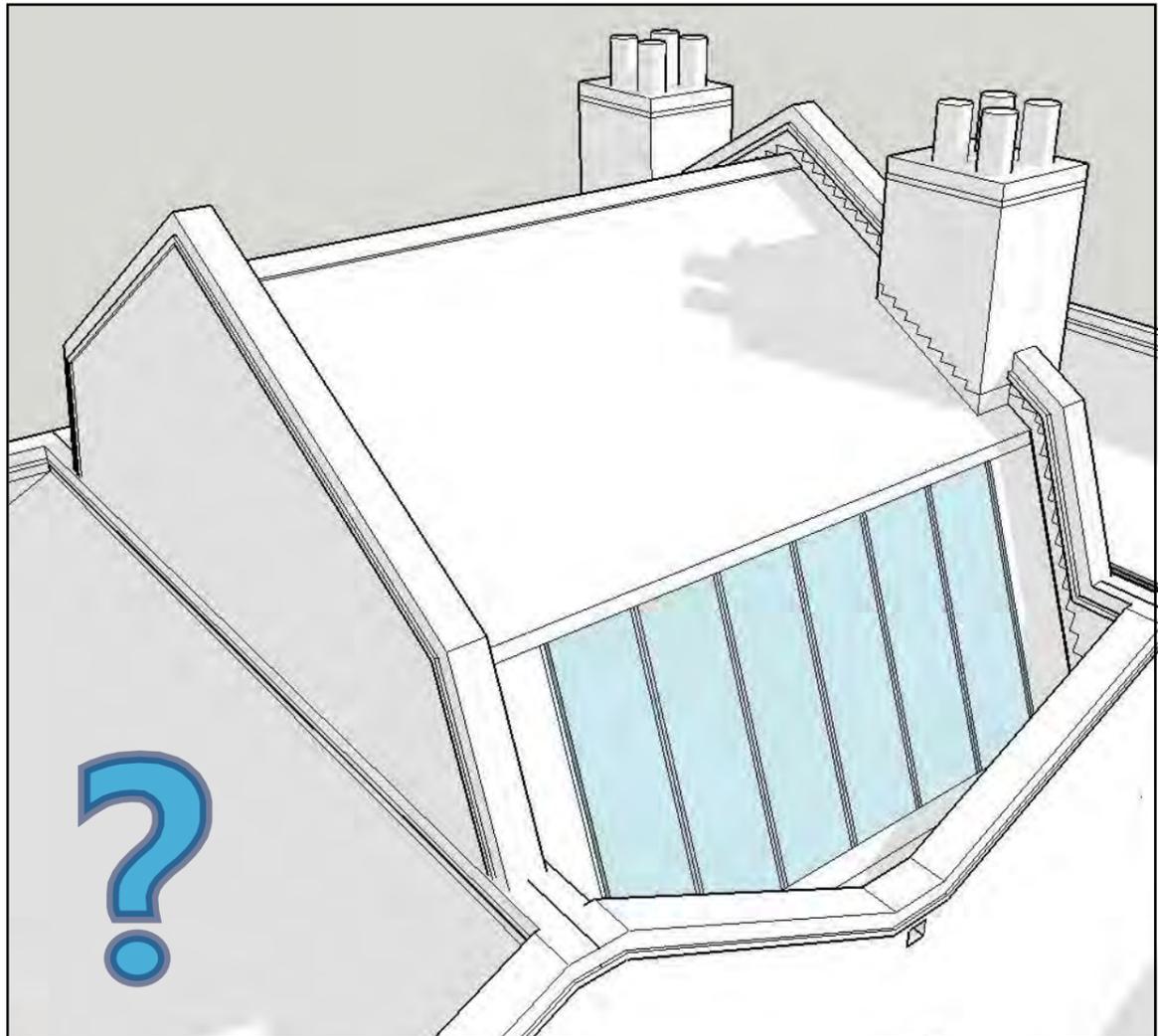
The design guidance is intended to provide a consistency of approach to mansard roof extensions. This is especially important on the front façade and where the properties can be seen from the Conservation Area.

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.

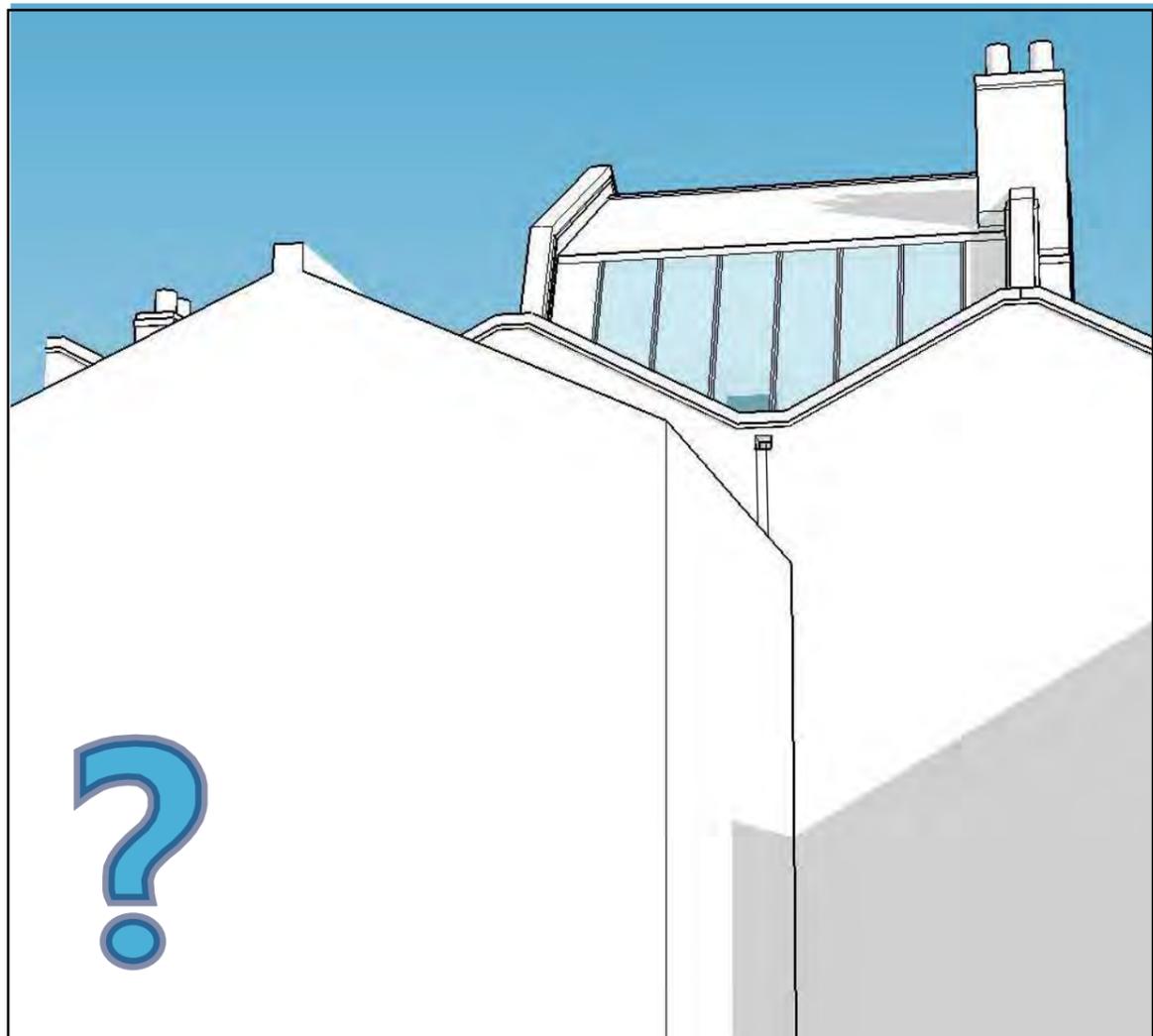
For example in some properties an in-line rooflight may provide adequate headroom over the staircase in lieu of a dormer window.

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

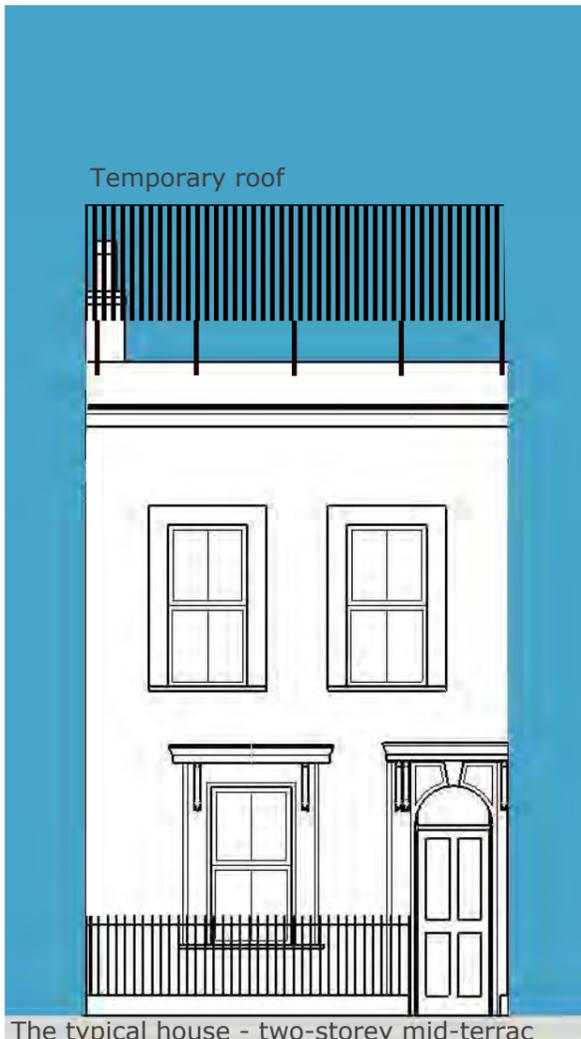


View from ground level

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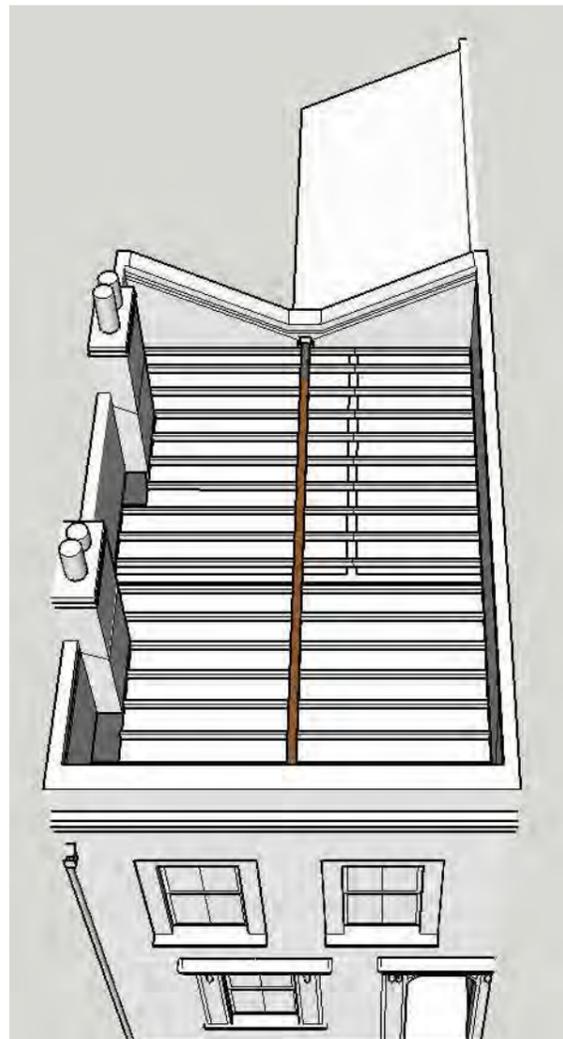
Design guidance

Construction steps 1

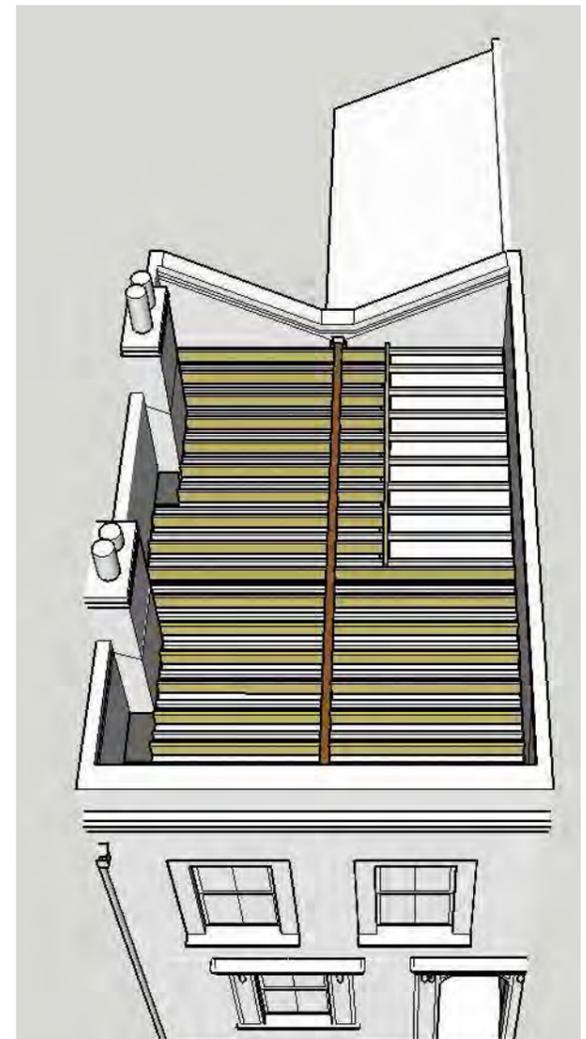


The typical house - two-storey mid-terrace

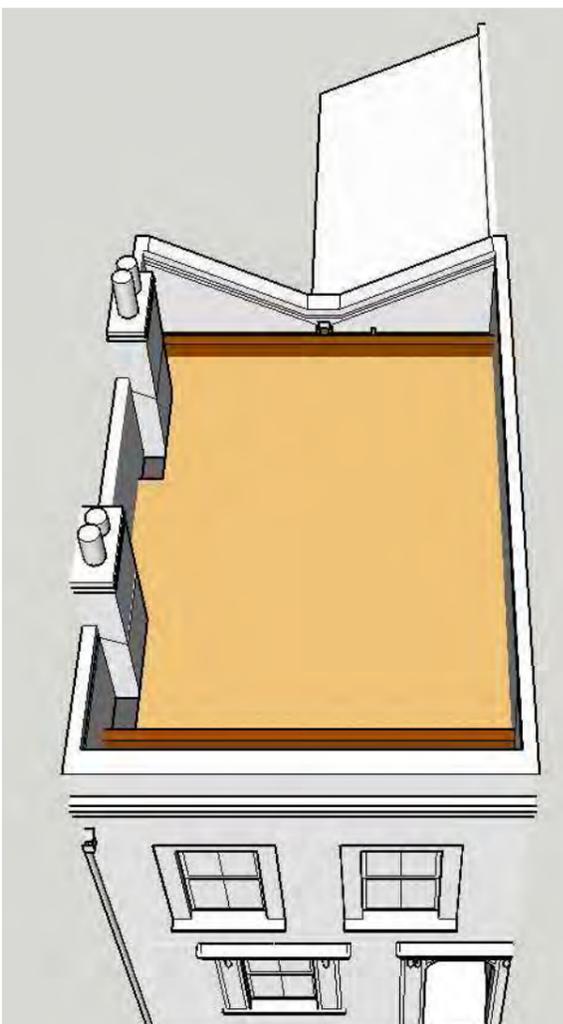
Each property would need a structural and measured survey prior to developing the design details. A mansard roof extension would require planning permission, building control permission and party wall consent



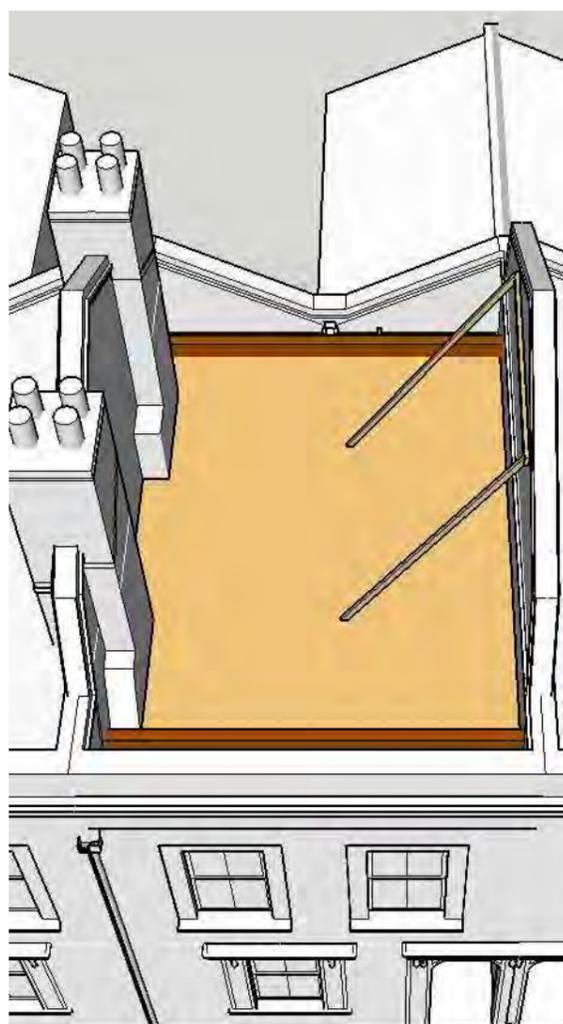
Provide temporary support and protection. Demolish the existing London roof. A structural engineer should inspect all structural elements. Repair and strengthen as required



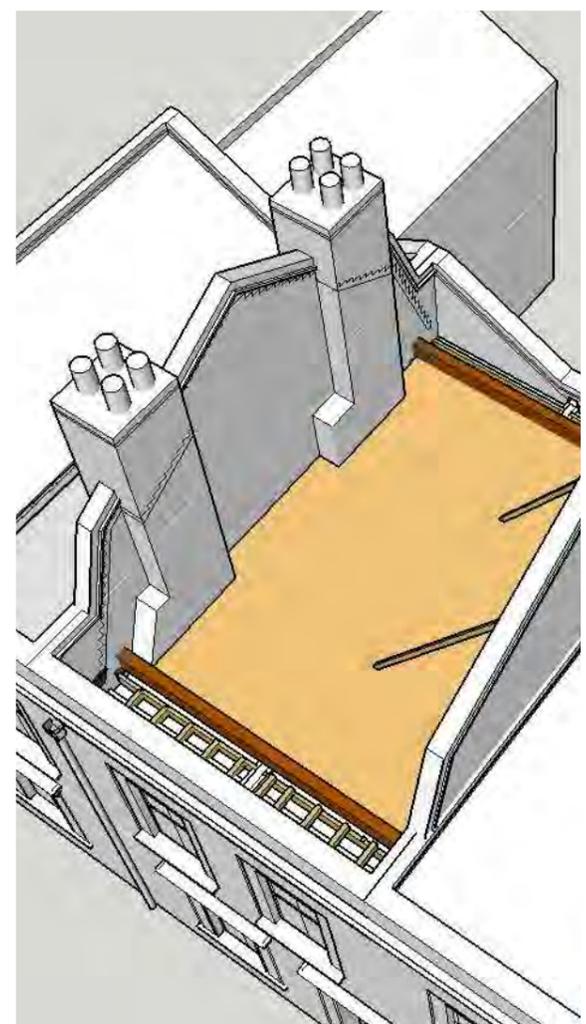
Fix new floor joists between ceiling joists supported on the bressemer beam and party walls. A structural engineer will need to design the roof framework to distribute the loads to the existing foundations



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



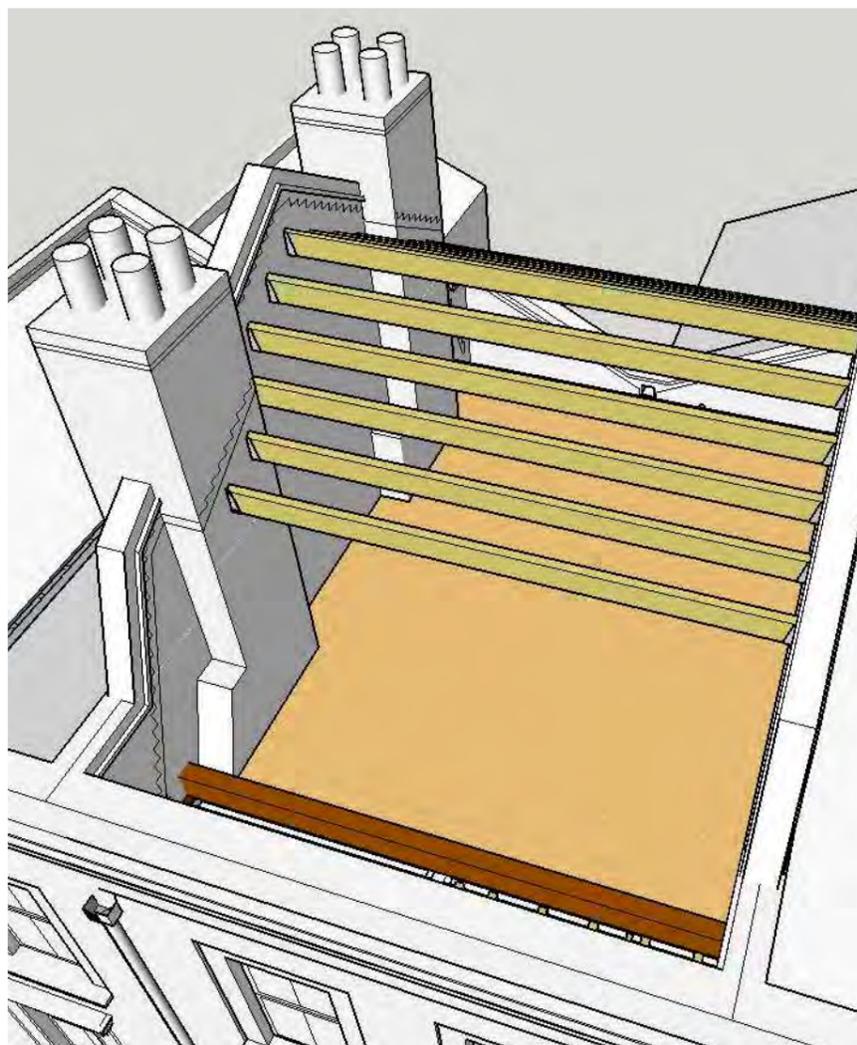
Raise the level of the party wall once temporary props are in place to restrain the party wall until the roof joists are tied in; the designer should consider all stages of work



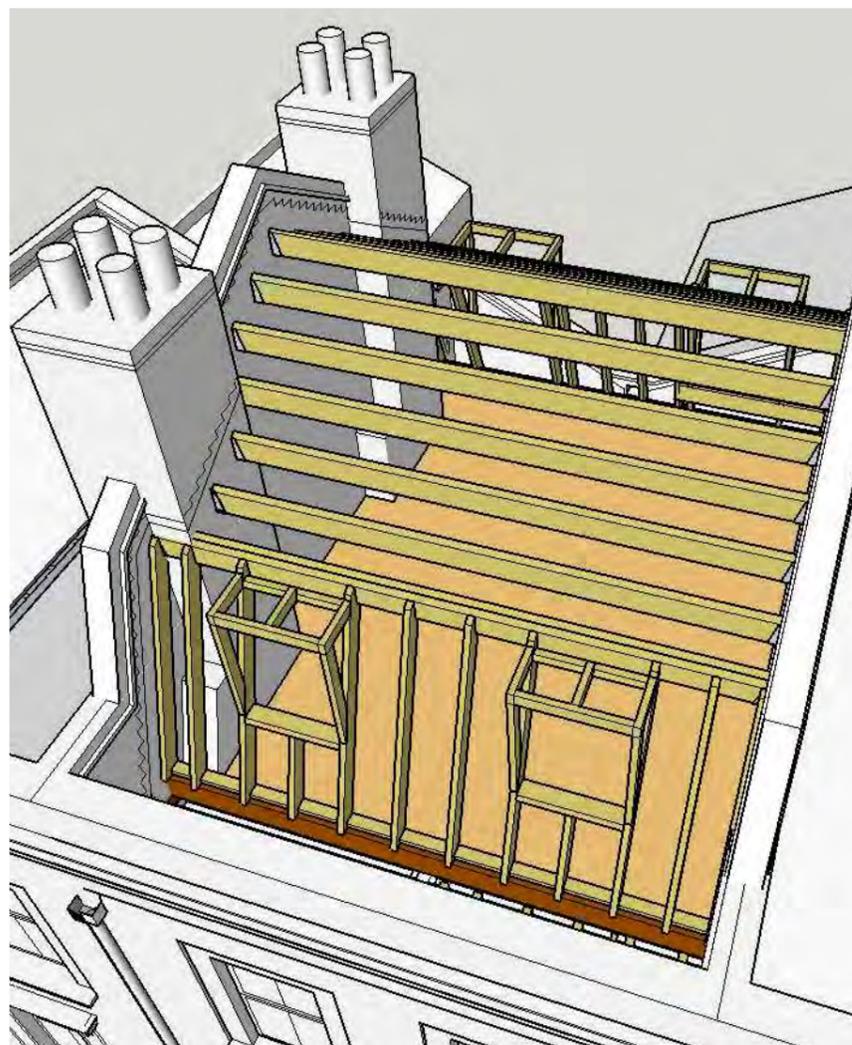
Chimney stacks make a strong contribution to the character of the Conservation Area. Stacks and flues will need to be surveyed and raised with pots reinstated

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Design guidance Construction steps 2



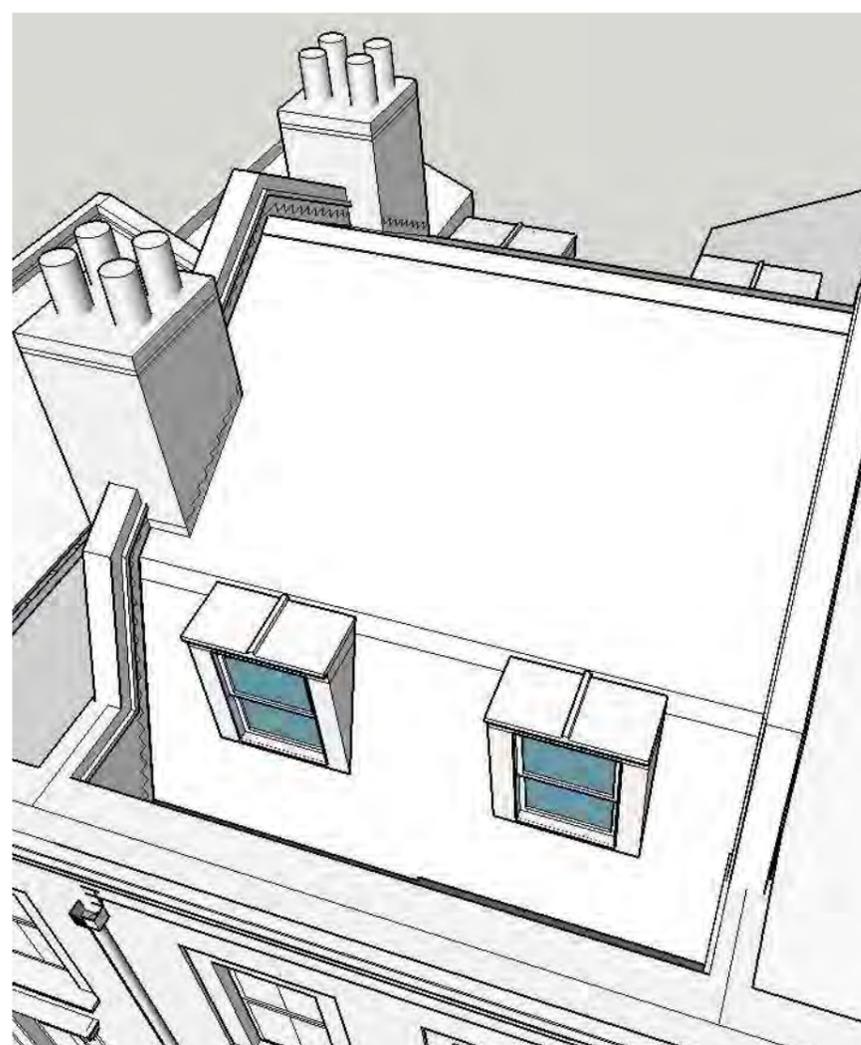
A structural engineer will need to design the roof framework to distribute the loads to the existing foundations. The load path and structure may vary from property to property, especially if internal walls have been removed. Refer to Guidance note Sheet 25: Structure



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



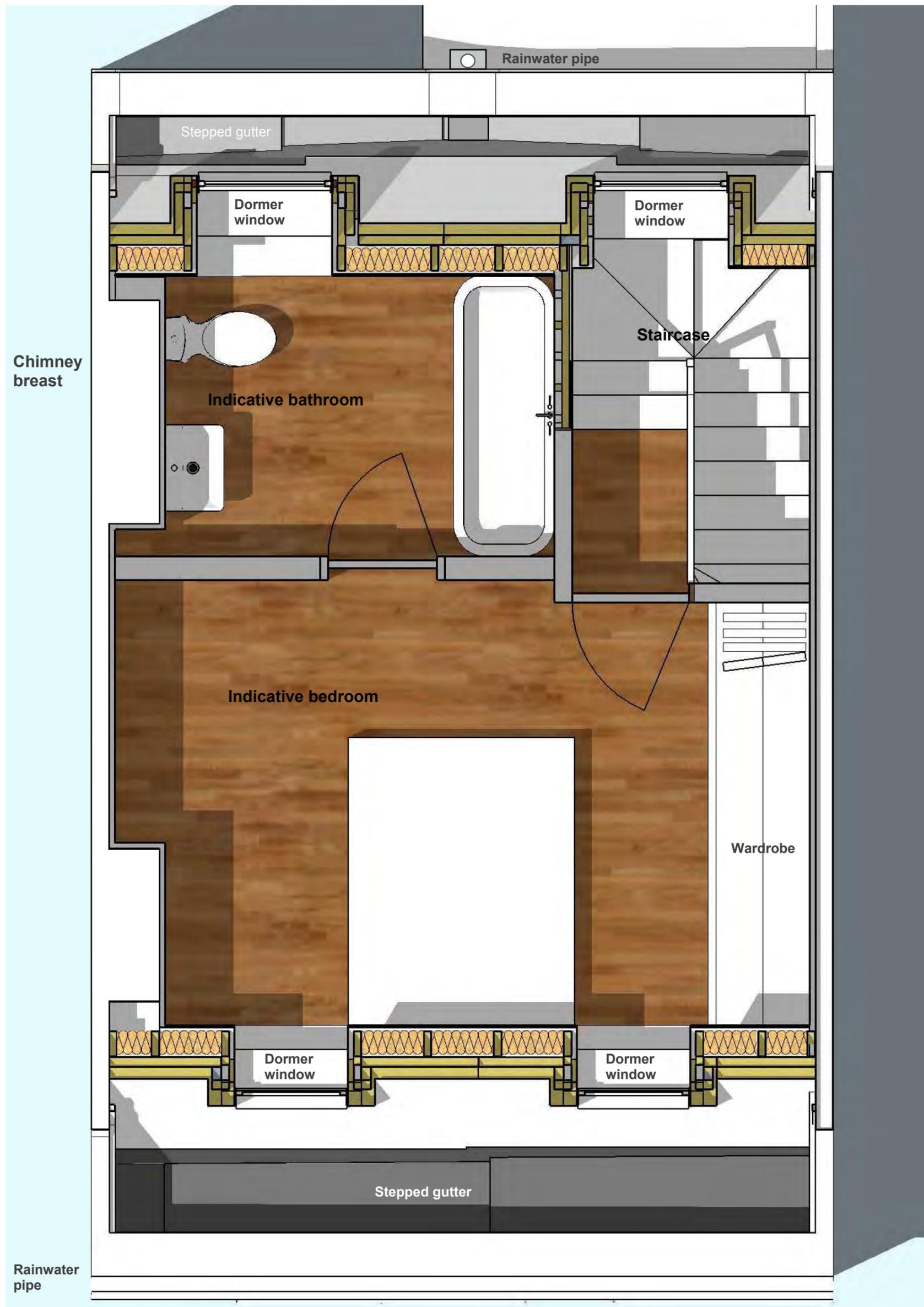
Fix racking boards over rafters. These can have insulation properties to reduce cold-bridging, heat loss and heat gain. Additional insulation will be required to meet building regulations



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



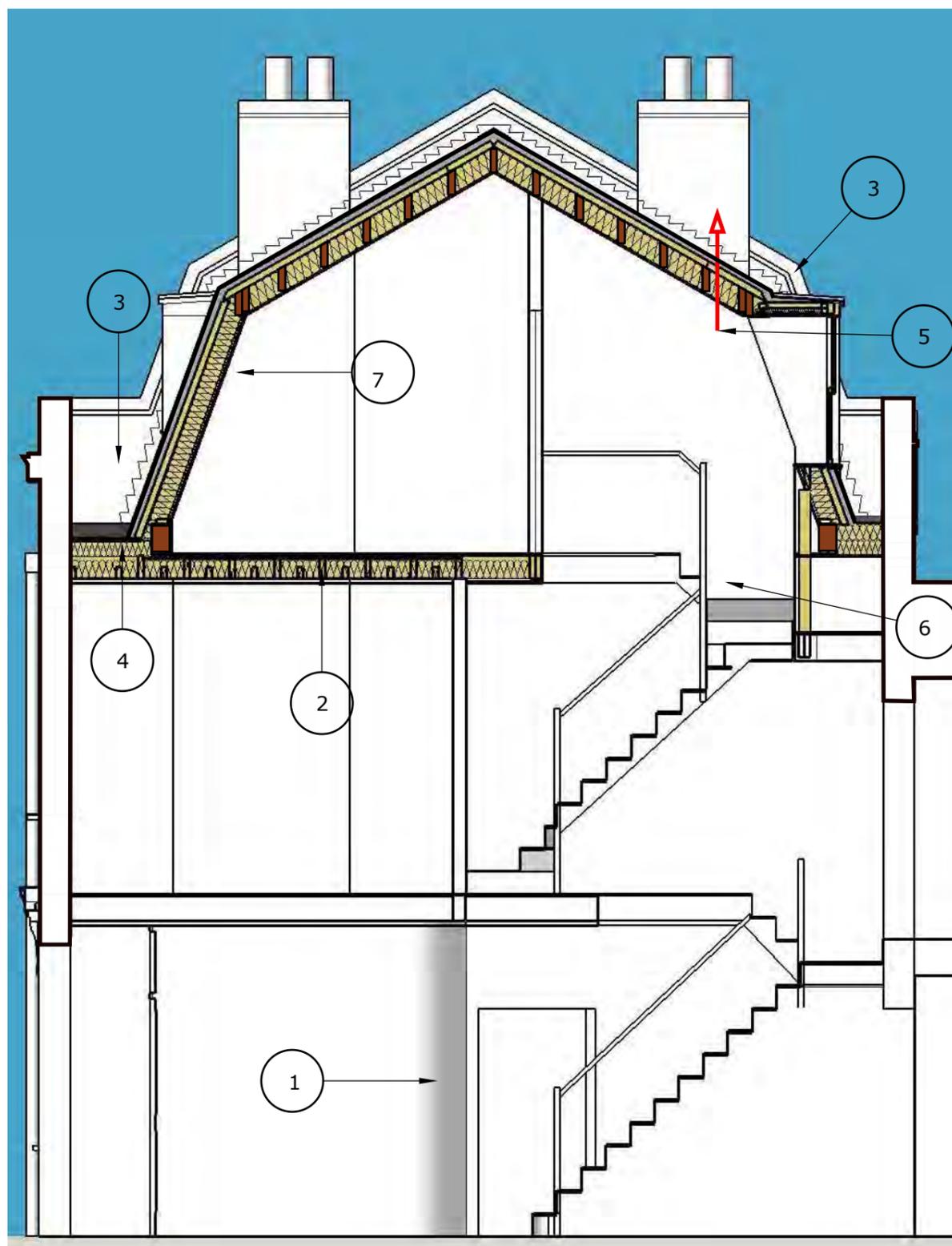
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Design guidance Building Regulations

- 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

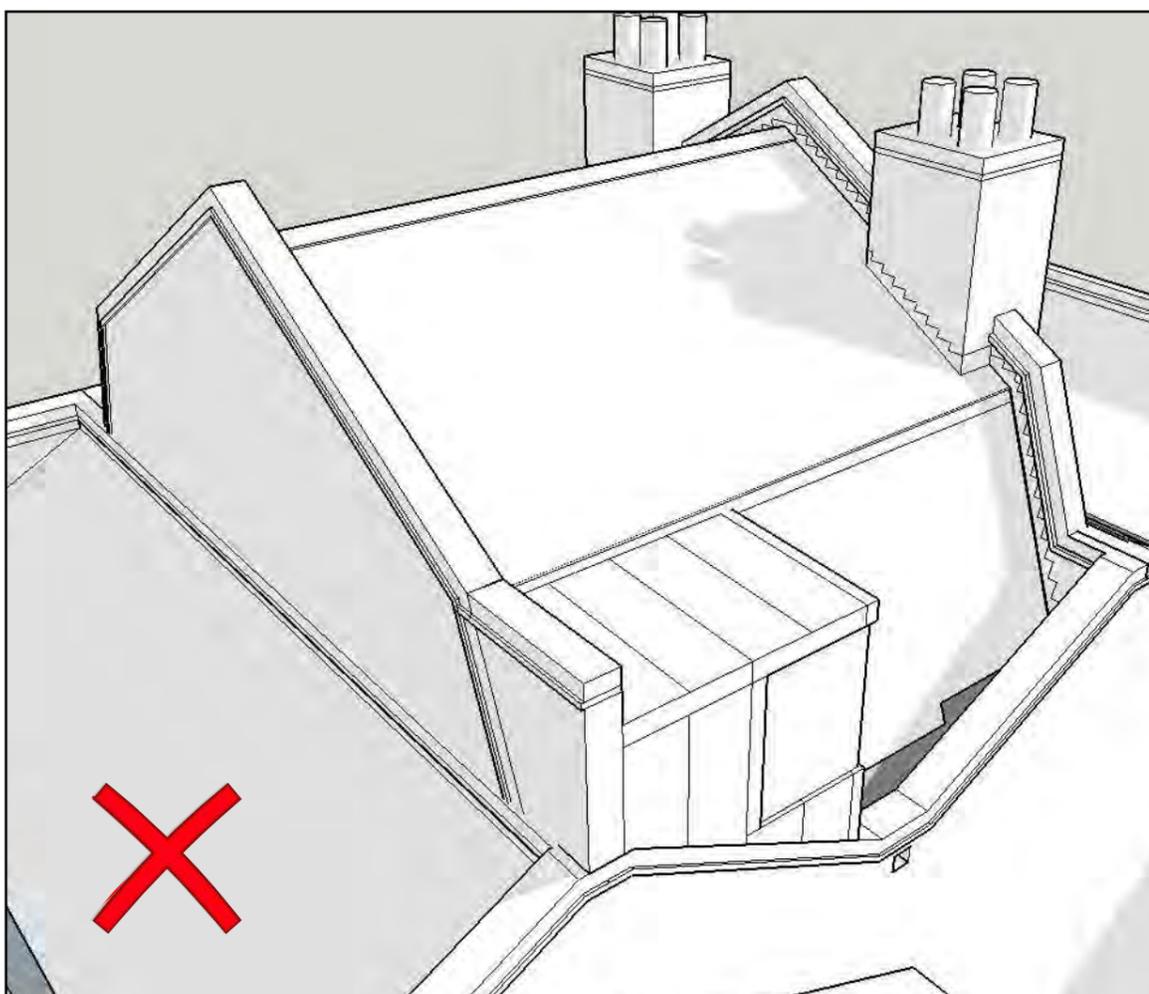
Head height in stairwell

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.

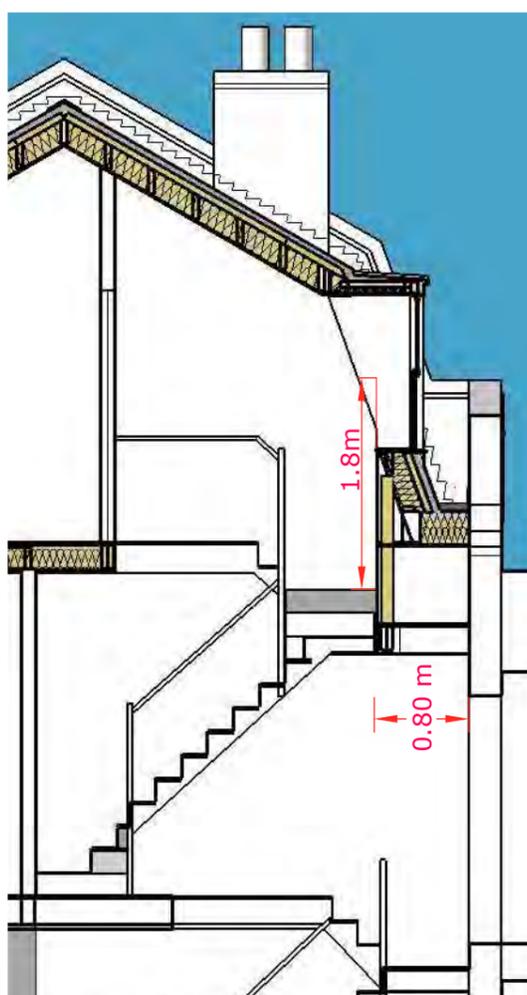
The section below illustrates an indicative design, however staircase configurations vary house by house.

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.

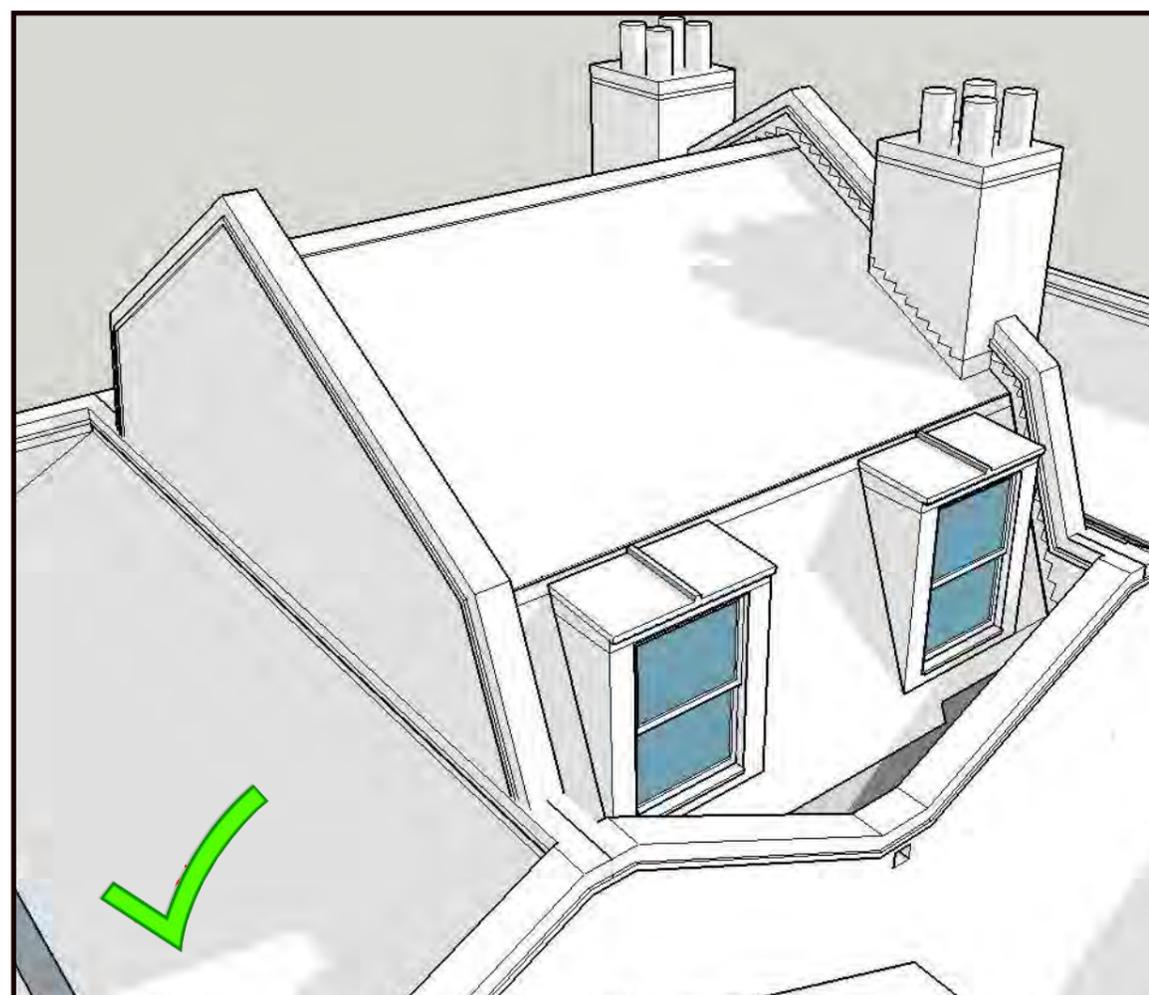
The building regulations state that head height over a staircase leading to a loft conversion can be reduced to 1.8 metres at the edge and 1.9 metres at the middle of the staircase above the string line. Tower Hamlets Building Control will allow this guidance to be followed for new mansard roof extensions.



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

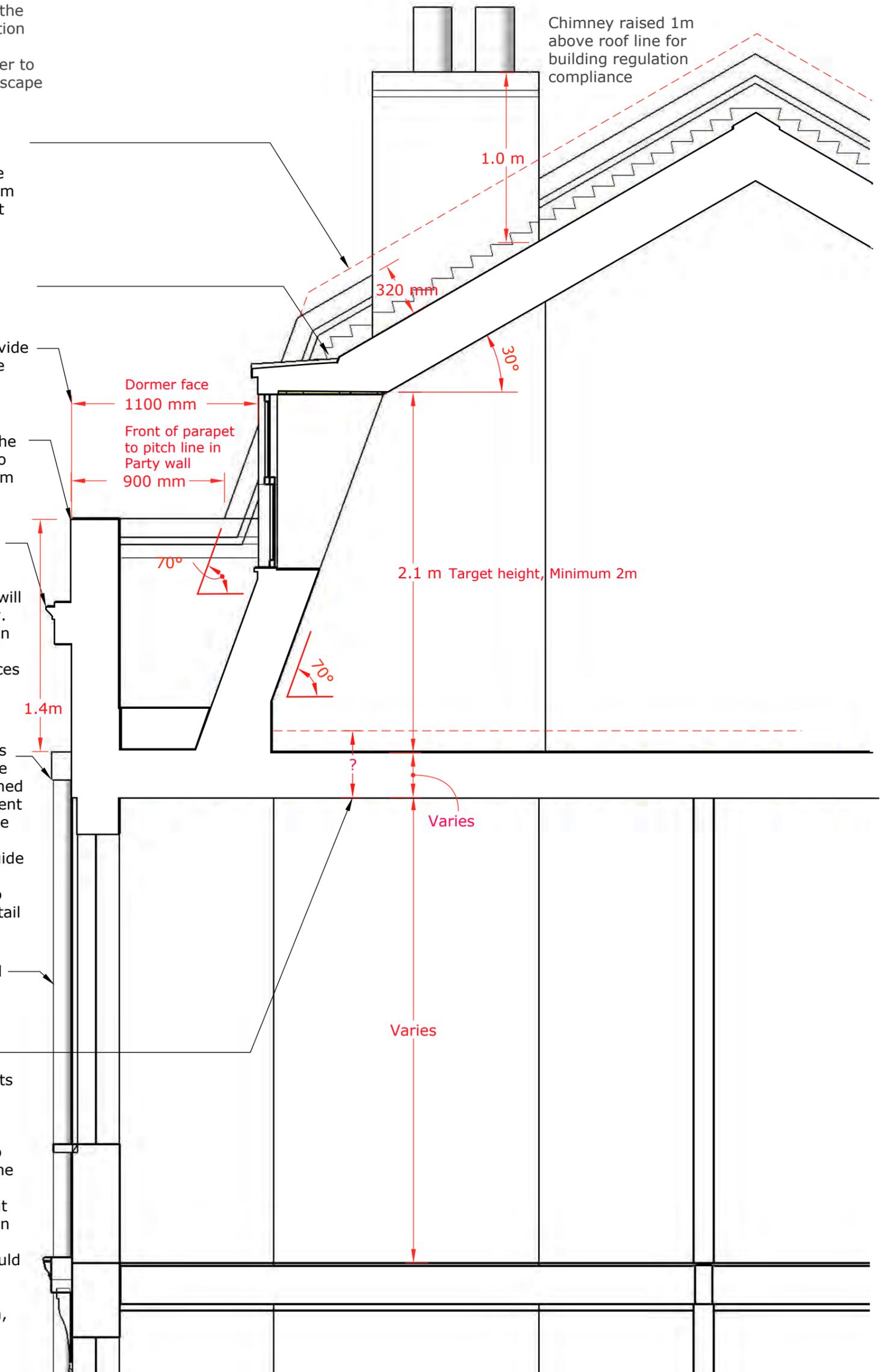
Parapet wall facing the street. The front of the existing parapet is to be taken as the setting out datum point

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 flashing 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 Lyall 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

Prepared by Susannah Brooke and Kit Wedd
Reviewed by Alice Eggeling
Issued First draft: 03/06/2016 Second draft: 10/06/2016. Consultation draft 18/07/2016. Updated Draft 01/09/2016, 19/10/2016 and 30/03/2017

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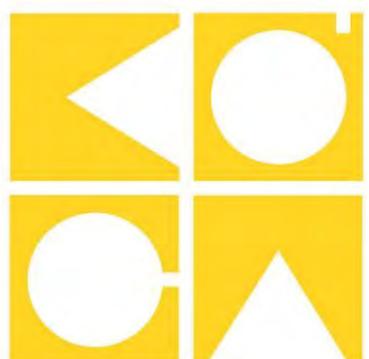
APPENDIX 2B:

**FAÇADE ENHANCEMENT AND STREETSCAPE
ENHANCEMENT GUIDANCE FOR DRIFFIELD ROAD AND
MEDWAY CONSERVATION AREAS**

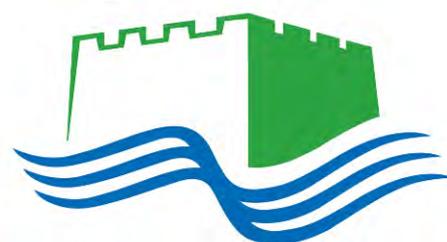
Driffield Road Conservation Area Detailed design guidance for façade enhancements

Consultation Draft April 2017

To be read in conjunction with the Conservation Area Character Appraisal



Kennedy O'Callaghan
A r c h i t e c t s



TOWER HAMLETS

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1.0 INTRODUCTION

What is this consultation about?

This consultation is seeking views from residents, and other interested parties, on proposed measures to help increase the level of public benefit associated with individual planning applications for mansard roof extensions in the Driffield Road and Medway conservation areas. Public benefits are necessary where it is considered that a development proposal, such as a mansard roof extension, will result in harm to the historic environment. This is explained in further detail below.

How does this consultation relate to the one that was held last year?

Last year we consulted on options for mansard roof extensions in the Driffield Road and Medway conservation areas. These options, which were prepared by architects working on behalf of the council, explored ways to design roof extensions that would minimise the harm that they might do to the character of the conservation areas.

At last year's consultation some residents told us that they supported the idea of mansard roof extensions in the two conservation areas. However, some residents told us that they were concerned that allowing roof extensions would harm the character of the conservation areas.

Council officers carefully considered all of the comments that were received and also looked closely at the roof extension options prepared by the architects. After careful consideration, officers concluded that, overall, they could not recommend that the council adopted an approach whereby mansard roof extensions would generally be considered more favourably. This is because, even though the designs prepared by the architects did what they could to limit potential harm, this was not sufficient to comply with the council's legal obligations to preserve the character and appearance of the conservation areas. This view was presented to the Mayor and his Cabinet at their meeting in December 2016. To see the cabinet report (item 5.8 in the reports pack) and appendices [click here](#).

Why would mansard roof extensions cause harm to the conservation areas?

A detailed assessment of the harm that would be caused by mansard roof extensions is included as part of the officers' report to Cabinet, which is available to view on the council's website. This assessment finds that the introduction of mansard roof extensions would cause harm to a number of features that are considered to make a positive contribution to the character of the Driffield Road and Medway conservation areas. Some of the harm, such as the increase in size of the characteristically small scale houses and the loss of historic roof structures would be permanent and would increase as more mansard roof extensions are introduced. Other examples of harm, such as changes to the uniformity of the terraces and a decline in the consistency of the roofline, may eventually reduce over time if the number of extensions reintroduced uniformity. Overall, it was concluded that there would be potential for serious harm, particularly in the short to medium term.

Why do planning applications need to deliver public benefit?

The National Planning Policy Framework (NPPF), the government's overarching set of planning policies, states that where a development proposal, such as a mansard roof

extension, would result in harm to the historic environment, the harm must be weighed against the public benefits of the proposal. Harm to the historic environment can be outweighed if a development proposal demonstrates that it would deliver sufficient public benefit. However, the council does have a legal duty to give special regard to the protection of the historic environment, meaning that an appropriately high degree of benefit must be delivered to overcome the harm.

The government defines a public benefit as anything that arises from a development that delivers economic, social or environmental progress. For a development, such as a mansard roof extension, to be justified, public benefits must arise as a direct result of it. The benefit must also be of a nature and scale to be of benefit to the public at large and should not be just a private benefit, which arguably a mansard might be.

Would mansard roof extensions deliver public benefit?

A detailed assessment of the possible public benefits arising from mansard roof extensions is included as part of the officers' report to Cabinet in December 2016. This assessment found that only very limited public benefit would arise from allowing mansard roof extensions.

The report to Cabinet recognises that allowing home extensions may assist some residents by enabling them to accommodate their families within their existing homes without having to move out of the area. The council wants to support families by ensuring that there is a good supply of appropriate housing to accommodate them. However, it was concluded that for the purposes of overcoming harm to the historic environment, this factor could only be given limited weight as a public benefit. This is because it is very difficult to guarantee that the benefit would actually arise as a result of a particular development. It can also be argued that allowing mansard roof extensions may undermine social cohesion by encouraging buy-to-let investment and/or the subdivision of family homes.

Why is there another public consultation?

After carefully considering all of the responses to last year's consultation, council officers could not recommend that the council adopt a more permissive approach to mansard roof extensions. This was because there would not be enough public benefit to outweigh the harm caused to the historic environment. However, in making this recommendation, officers did suggest that, if Cabinet wanted to pursue a more permissive approach to mansard roof extensions, it could recommend that the council explore ways to try and secure additional public benefit, which may help to mitigate the harm caused to the historic environment. Alternatively, it was suggested that Cabinet could decide to accept the harm that would arise from allowing mansard roof extensions, providing it was confident that it would be meeting its legal obligation to have special regard for the protection of the historic environment.

Cabinet agreed to pursue the first of these two alternative options; to introduce measures to mitigate the harm to the historic environment by increasing the level of public benefit associated with this type of development. This alternative approach has not previously been consulted on, and would give rise to financial implications, as well as other considerations, particularly for residents seeking a mansard roof extension. Therefore, it is important that a further public consultation is held to seek the views of residents.

What is being consulted on?

The council has appointed consultant architects and asked them to prepare guidance that identifies, describes and illustrates potential works that could enhance the character of the Driffield Road and Medway conservation areas. These enhancements could be considered to be public benefits that would help to mitigate the harm that would be caused by the introduction of mansard roof extensions, which has already been minimised as far as possible by careful design considerations.

Two different types of enhancement have been looked at:

1. Enhancements that can be made by homeowners to improve the appearance of their properties. These improvements will, in turn, help to improve the character and appearance of the conservation areas generally.
2. Enhancements to streetscape that will contribute to the general improvement of the character and appearance of the conservation areas, these enhancements are specifically heritage related. These improvements could be delivered by financial contributions made through agreements associated with the grant of planning permission.

This document explores the first of these types of enhancement for the Driffield Road Conservation Area. It illustrates the potential for enhancements to be made to individual properties that will help to improve the character of the conservation area by the reinstatement of lost features. If carried out to an appropriately high standard, these works could provide a public benefit that may mitigate harm caused by adding a mansard roof extension. The guidance is intended to show the standards expected and to illustrate examples that would be appropriate. It explains why using materials and workmanship to match the original could uplift the quality of the street. Adopting a consistent design over a group of houses or a whole terrace could contribute positively to the character of the area and could be considered a public benefit that would help to mitigate harm. The document explains the type of enhancements to individual properties which could be achieved and how they could be delivered alongside proposals for mansard roof extensions through the use of planning conditions.

Potential enhancements to the streetscape of both conservation areas are explored in a separate document, which is also part of this public consultation. It is envisaged that planning applications for mansard roof extensions will need to demonstrate how they contribute to both types of conservation area enhancement (façade and streetscape) to deliver an appropriate level of public benefit.

How is this document to be used?

This document should be read in association with the revised Driffield Road Conservation Area Character Appraisal and Management Guidelines. The revised appraisal document offers guidance about what is important in terms of the character and appearance of the conservation area and provides a design for a sympathetically detailed mansard roof. This has been the subject of an earlier consultation.

The current documents set out potential enhancements to the façade and to the public realm and are intended to mitigate the harm which a mansard roof proposal is likely to engender. The documents give detailed advice regarding the type of enhancements which it is expected will accompany proposals for a mansard roof. To ensure a clear understanding of the implications of these proposals a table setting out the likely costs of the improvements identified both to individual buildings and within the public realm at today's prices has been prepared. The relevant table of costs has been incorporated within this document and within that setting out the envisaged improvements to the public realm. The documents also set out details of the way in which the scheme is to be delivered.

How can I find out more and how can I comment?

The proposed measures for securing additional public benefit will be the subject of a public consultation from **Friday 7 April to Sunday 14 May 2017**. Two drop-in sessions are being held where the consultation proposals will be displayed and council officers will be available to answer questions:

Date and time	Venue
Thursday 20 April 2017 17.00 to 20.00	Bow Idea Store, 1 Gladstone Place, Roman Road E3 5ES.
Thursday 11 May 2017 14.00 to 17.00	St Paul's Church, St Stephens Road E3 5JL.

Written comments on the proposals can be sent to us by email at:

placeshaping@towerhamlets.gov.uk.

You can also write to us at the following postal address:

The Place Shaping Team
 Place Directorate, Strategic Planning
 Mulberry Place
 5 Clove Crescent
 London
 E14 2BG

2.0 POTENTIAL FOR ENHANCEMENT – TERRACED HOUSES

2.1 CORNICES AND PARAPETS

Illustrated Sheet 2 indicates the parapet wall, coping, cornice and stucco band and illustrates the contribution of the stucco mouldings to the character of the streetscape.

The guidance explains how it could be possible to achieve consistent parapet details even when they are carried out piecemeal across different houses.

Appraisal

The Conservation Area Character Appraisal identifies the continuous line of the parapet wall and the stucco cornices to the parapet as features of special interest, making a positive contribution to the character of the Conservation Area.

Most of the terraces in the Driffield Road Conservation Area were designed to have a consistent parapet line with a rendered band course and cornice. Many of the cornices have been removed, resulting in an irregular, broken parapet line. Some have already been successfully renewed where previously missing and this can enhance the terrace substantially contributing positively to its character and appearance.

The maintenance, conservation and reinstatement of cornices is encouraged by the Council.

Parapet stucco band and cornice repairs

Repairs should be carried out by specialist contractors with experience of using lime mortar. The parapet brickwork should be checked for damaged bricks or loose or missing mortar. The coping should be checked to make sure that it is stable and there is no plant growth. Gutter cleaning and removal of all organic growth should be carried out regularly. Care should be taken when removing damaged render and when preparing surfaces for redecoration because they are likely to be coated in lead-based paint, which is toxic.

The stucco or render band on the face of the brickwork and the cornice should be checked for cracks and tapped with a metal tool to establish if there are any hollow areas where it may have come un-keyed. Where damaged, areas should be replaced in stucco to match the original mix (often containing lime putty with sand and stone dust but sometimes with other additives), or lime render. Lime products can only be applied if the temperature is at least 5 degrees and rising and it may require protecting with hessian to allow controlled drying, so these requirements need to be considered when the works are planned. Cement renders are not considered appropriate, as they can damage the brickwork because they do not allow for movement and water can get trapped behind hairline cracks and migrate to the inside of the wall. When any trapped moisture freezes it expands and can cause cracking.

Cornice replacement

If replacing the cornice the contractor would need to establish the moulding profile by taking a template from an adjacent property, accessed by ladder, by prior arrangement and the agreement of the householder. Ideally, property owners in adjacent houses would

liaise to facilitate reinstatement of lost mouldings at the same time, as this is likely to be cost-effective, would have the greatest visual benefit, and would allow the greatest consistency of detail.

Repairs to the brick parapet and coping may be needed before implementing cornice reinstatement. The parapet surface should be prepared and cleaned. The area to receive the cornice should be roughened to provide a key for the cornice.

There are 2 common methods of replacing cornices: run on site, or fabricated off site, as described below.

Run on site method

For short videos on running mouldings on site see <https://specialistplastering.com/blog/>¹

The specialist contractor should make a template to match the original cornices in the terrace and make up a runner and guide. Brass fixings are installed at approximately 30 centimetre centres, drilled in with resin. Non-ferrous wire is fed through the brass fixings to provide a framework to prevent the cornice from blowing. The temporary guide needs to be set up carefully to prevent damage and to ensure the moulding is aligned with the moulding on adjacent properties and adjustment may be required to take into account any settlement or changes in height across the terrace. The cornice will then be run freehand on site using the template as a runner, typically with a stucco mix of sand, cement and hydrated lime. Once dry this can be painted. (If a self-coloured finish is required to reduce future maintenance, a pre-mixed stucco of Portland or stone can be used but this approximately doubles the cost. Samples of the finish should be obtained in advance, so that colour and texture can be reviewed.)

Off-site method

Cornice mouldings can be fabricated from a template in a purpose-made mould and cast, typically using Fibrocem or Jesmonite² or similar materials made to look like stone and suitable for painting. Fixings are cast into the mould to allow fixing on site. Moulds can be re-used and therefore it may be a cheaper method for use over several properties at a time, but normally the specialist subcontractor would assess the best method for each application.³

¹ This is included for information only; we cannot vouch for the suitability of the work by the company or the contents of this blog.

² We cannot vouch for the suitability of these materials but specialist suppliers would provide advice on appropriate methods and materials for each situation.

³ The technical guidance has been compiled with the assistance of local plasterers listed below but their work has not been inspected and we cannot vouch for their suitability.

- KEVRYAN@londonrepointingandrestorationltd.co.uk, Kev Ryan Tel: 07830911177
www.londonrepointingandrestorationltd.co.uk

- cornicerepairs@gmail.com St. James' Plastering Services, James Lawlor Tel: 07970 308 825 / 0208 648 9173 www.cornicerepairslondon.co.uk

A list of specialist suppliers, consultants and craftsmen in traditional building conservation, refurbishment and design can be found in The Building Conservation Directory by Cathedral Communications Ltd, www.buildingconservation.com. All suppliers in the Directory pay a fee to be included and while Cathedral Communications does not formally 'approve' or 'recommend' them, they do screen out inappropriate suppliers and products to maintain the established integrity of the

The Council does not wish to be prescriptive about the method of installation of replacement mouldings provided that the appearance of profile and surface is appropriate and that it is adequately secured to the building.

However, products that are self-finished with a plastic appearance, such as fibreglass mouldings, would not be considered acceptable as they do not have the character and appearance of the traditional mouldings.

Corners and edges

Where only one house in a mid-terrace property is installing a replacement cornice, care should be taken to finish the ends neatly so that the next door neighbour could extend it seamlessly in the future. A movement joint may be necessary, especially where jointing to an existing neighbouring cornice; this should be profiled and coloured to match the cornice. Where adjoining properties do not align in height and at the end of terrace, care should be taken to return the moulding at 90 degrees to provide a neat edge.

Paint for cornices and rendered band courses

The original paint is likely to have been off-white to resemble stone. Traditional paint contained white lead and linseed oil which yellowed and dulled down over time. Care should be taken when removing damaged render and when preparing surfaces for redecoration because lead is toxic. Lead paint is no longer permitted except on some listed buildings. Redecoration paint should be in cream, off-white or a light stone colour. RAL 9001 is suggested. Matt or semi-gloss paints are considered to be appropriate. On lime render it is important that a breathable paint should be used.

2.2 WINDOW AND DOOR SURROUNDS

Illustrated [Sheet 3](#) shows typical details of the original stucco window and door surrounds.

The council supports the repair and reinstatement of original features where missing, using traditional techniques and materials wherever possible.

Appraisal

The decorative mouldings around doors and windows make a positive contribution to the character of the Driffield Road Conservation Area. The details vary from terrace to terrace, from simple brick detailing to ornate stucco surrounds with foliate embellishments. Many properties have recessed front doors with an embellished stucco surround, often featuring vermiculated or reticulated stucco panels over the door, and projecting mouldings with stucco console brackets. These details require regular maintenance and redecoration.

Repair

Each property should be assessed individually, to establish which features are original and if details are missing which details of neighbouring properties are the most appropriate to

Directory. Users should seek more detailed information and advice from suppliers before undertaking any project.
Specialist trades may be members of the Craft Plasterers Guild or the League of Professional Craftsmen

be copied. Most houses are paired with their neighbour ie they are halls adjoining houses, but in some cases the features of the neighbouring property are not original. Where decayed, original mouldings should be repaired before they become dangerous. Embellishments should be carefully recorded and repaired before the original details are lost. Missing door hood mouldings in paired houses should be replaced to match the adjacent original existing and so it may be necessary to get permission from a neighbour to allow a template to be made. Some of the projecting mouldings can be seen to be supported by brick or tile slips, but the construction details are likely to vary from house to house. The Council does not wish to be prescriptive about the method of repair or installation of replacements provided that the appearance of the profile and surface is appropriate and that the moulding is adequately secured to the building. This guidance recommends that repairs should be carried out by specialist contractors with experience of replicating traditional mouldings to match the original and experienced in the application of lime render or stucco (refer to Cornices footnotes above). The choice of colour is also important as a terrace looks more cohesive where consistency is achieved. As with the painting of the cornice, a cream, off white, or light stone colour is the most appropriate. RAL 9001 is suggested.

Replacement console brackets

Console brackets can be made off site, by plaster specialists (refer to Cornices footnotes above) or specialist suppliers of cast stone using products such as Fibrocem or Jesmonite⁴, using moulds of the original, or using 3-d software to provide laser cut templates. This becomes more cost effective if the reproduction moulding templates can be re-used and costs are likely to decrease if a large number were required for several properties at once.

Bay windows

Refer to illustration Sheet 3. Some of the properties in Driffield Road Conservation Area have bay windows, for examples properties in Chisenhale Road and Ellesmere Road; these are fairly consistent in appearance but vary slightly from street to street. However, incremental changes such as loss of console brackets, mouldings, sash windows or leadwork can alter their appearance such that their historic character is substantially eroded.

Bay windows require maintenance and should be inspected and maintained periodically, including the roof. From time to time bay windows require structural repair, especially if they have not been adequately maintained. If they are visibly sagging or cracks appear on or near to the bay, a structural engineer's advice with experience of historic structures should be sought. A site inspection will be required and possibly some opening up for further investigation may be needed before the repair can be specified.

Paint for window and door surrounds and bay windows

Refer to guidance for 'paint for cornices and rendered band courses', on page 9.

⁴ We cannot vouch for the suitability of these materials but specialist suppliers would provide advice on appropriate methods and materials for each situation.

Lead flashings

Traditionally the bay windows are likely to have been roofed in lead. However, the depths of flashings were small and the visibility of the lead limited. In some cases the leadwork over bay windows has been removed, or painted over.

The original door and window hood mouldings and some of the shallower projecting mouldings formed in stucco were laid to fall and do not appear to have originally had lead cappings, although some have been added to protect them over the years.

Leadwork that is of adequate thickness and with suitable laps and flashings generally has a life-span of in excess of 70 years. Some of the leadwork has been renewed with good quality replacement leadwork, whilst in other cases it has been removed, over-painted or poorly installed, dumbing down the original quality of workmanship and detail.

Lead can be toxic and it needs to be specified and laid correctly; by specialist leadworkers using details approved by the Lead Development Association. A list of leadworkers and further information is available from www.leadcontractors.uk, email: info@lca.gb.com.

2.3 TIMBER SASH WINDOWS

Illustrated [Sheet 1](#) indicates the contribution of the traditional windows to the streetscape and [Sheet 4](#) indicates the components of a typical sash window in the Driffield Road Conservation Area.

The Council seeks to preserve and enhance the character of the streetscape by conserving the original windows, and replacing inappropriate windows.

Appraisal

The Victorian terraced houses typical of the Driffield Road Conservation Area, had timber boxed sash windows of varying shapes and sizes, many of which remain intact, and these are features of special interest which make a positive contribution to the character of the Conservation Area. However some have been replaced with inappropriate alternatives such as plastic or metal framed windows or casement windows.

Historic England states⁵:

“in conservation areas, surviving historic fenestration is an irreplaceable resource which should be conserved and repaired whenever possible”

“Replacement plastic (PVC-u) windows pose one the greatest threats to the heritage value of historic areas”

“Traditional windows can be simply and economically repaired, usually at a cost significantly less than replacement. For timber windows this is largely due to the high quality and durability of the timber that was used in the past (generally pre-1919) to

⁵ <https://content.historicengland.org.uk/images-books/publications/traditional-windows-care-repair-upgrading/heag039-traditional-windows.pdf/>

make windows. Properly maintained, old timber windows can enjoy extremely long lives.”

Repairing traditional windows rather than replacing them is not only more sustainable but makes better economic sense, particularly when the use of shutters or secondary glazing to improve their thermal performance is taken into account. Crucially, retaining historic fabric, including traditional windows, is fundamental to good conservation.”

“Estate agents suggest that using poor facsimiles of historic features can actually reduce the value of a property. A survey of UK estate agents carried out by English Heritage in 2009 showed that replacement doors and windows, particularly PVC-u units, were considered the biggest threat to property values in conservation areas. Of the estate agents surveyed, 82% agreed that original features added financial value to homes and 78% thought that they helped houses sell more quickly.”

In the late C19th sash windows with relatively large panes of glass were fashionable and the windows in Conservation Area are typical of their period, with timber box sliding sash windows with horns. The intermediate glazing bars were typically 19mm or slimmer.

“The introduction of cheaper and stronger plate glass in the 1830s removed the need for glazing bars, thus allowing uninterrupted views to the outside. However, the weight of the glass and the absence of any internal supports necessitated the introduction of ‘sash horns’ on the upper frame, extensions of the stiles that helped to strengthen the vulnerable frame joints at either end of the meeting rail”

The C19th glass had more character than modern float glass, retaining smaller bubbles and wavers. Where original glass still exists, it should be retained.

Many of the original windows also incorporate internal shutters, which significantly improve draught exclusion and solar shading when closed and their retention is encouraged.

Window Repair

Timber repairs should be carried out by a specialist. There are many specialist joiners who can undertake refurbishment including discrete draught exclusion using brush systems and repairs using precise replication of original moulding profiles.⁶ They will assess whether the windows can be repaired in situ or if they need to be taken to the workshop.

Paint removal

Paint accumulation can clog up the drips and anti-capillary grooves and should be removed carefully. All accessible paint should be removed using wet abrasive paper. The original paint would be lead-based, which is toxic if inhaled, so masks and finger protection should be worn and the wetting reduces dust. Avoid stripping by immersion in an “acid bath” as this will deform the timber and weaken the joints ultimately leading to faster deterioration of the window. The paint removal will reveal the original mouldings.

⁶ A list of specialist suppliers, consultants and craftsmen in traditional building conservation, refurbishment and design can be found in The Building Conservation Directory by Cathedral Communications Ltd, www.buildingconservation.com. All suppliers in the Directory pay a fee to be included and while Cathedral Communications does not formally ‘approve’ or ‘recommend’ them, they do screen out inappropriate suppliers and products to maintain the established integrity of the Directory. Users should seek more detailed information and advice from suppliers before undertaking any project.

Timber repair

Damaged components should be retained and repaired to match the existing (where original). Modern off-the-shelf replacements are often less crisp than the original moulding profiles and samples may be needed to ensure an exact match and for quality control.

Further information on windows and glass and their conservation is available from Historic England.

SPAB Technical Pamphlet 13 describes and illustrates typical joinery repairs and explains how to repair loose joints and carry out other repairs⁷.

Sealing

Weather stripping and acoustic sealant can be applied by creating a groove in the frame and/or replacing the timber beads at the edge of the window (sash beads parting beads). There are various methods, some of which are highly visible, and others which are equally effective but more discreet because they are inserted behind the timber bead. Replacement beads can incorporate draught seals. These can make a significant improvement to the thermal comfort of the room reducing draughts.

Double glazing

If householders are considering replacement of glazing with double glazing then detailed proposals should be submitted for consultation and approval as double glazing is considered to be a material alteration requiring planning permission in the Conservation Area.

Installation of double glazing can damage existing glass and mouldings, and is not encouraged in the Conservation Area. However where original glass is no longer present, it may be acceptable to install a thin sealed double-glazed unit (such as Histoglas⁸ or others) with coloured spacers, but this is not encouraged as it is all too easy to lose original mouldings and dumb down the fine detailing. Wide profiled double-glazed units with silver spacers are not appropriate for use in the Conservation Area because they are highly visible and often require replacement glazing bars with deeper profiles.

Secondary glazing

Secondary glazing, sometimes referred to as storm windows can be considered. As the properties are not listed, internal secondary glazing that is separate from the external window does not require planning permission. A sheet of glass or perspex can provide a good level of acoustic insulation, draught exclusion and security, although it should not be considered if this would result in damage to shutters or original mouldings and the contractor should assess whether secondary glazing could be installed without damage. It is necessary to consider how the room will be ventilated and how the windows will be cleaned.

⁷ www.spab.org.uk/bookshop

⁸ We cannot vouch for the suitability of this product but specialist joiners should be able to provide advice on appropriate methods and materials for each situation.

Redecoration

The windows should be primed and painted with a minimum of one undercoat and one top coat, but this will need to be done in stages if the windows are repaired in situ. The junction of the sash window pulley stile and sash stile should be waxed instead of painted to allow the window to slide open.

Window replacement

If a property has windows that have been replaced in the past with plastic or metal windows or casement windows, then replacement with timber sash windows to match the original is encouraged. Original windows may still be intact on neighbouring properties and these may be appropriate for basing the details on; professional guidance might be needed but illustrated Sheet 4 provides guidance on the typical components of the traditional Victorian windows to facilitate identification of the original features. There are many joiners who specialise in providing traditional timber sash windows to match original Victorian details and who should be able to provide advice on thermal and acoustic performance. It is important that detailed site dimensions are taken for every window as Victorian properties are often out of plumb and sizes may vary.

Changing windows within a single family house does not require planning permission unless it is considered to be a material alteration such as a change to upvc (plastic) , to double glazing, to the size of the window, or to the method of opening, whilst in a flat within a terraced house changing windows is something which needs planning permission. Upvc is not likely to be acceptable as the details and appearance differ from traditional timber framed windows. Double glazing would require careful detailing to maintain a traditional appearance (see Double Glazing above).

2.4 FRONT DOORS

Illustrated Sheet 5 shows photos of typical doors and Sheet 6 identifies typical original details for design guidance.

The council supports the repair and reinstatement of original features where missing, using traditional techniques and materials wherever possible.

Appraisal

Many of the properties in the Conservation Area retain their original front door and architraves. Their details and quality enhance the character of the Conservation Area. The typical door in Driffield Road Conservation Area is a four panel door. The top has two vertical glazed panels with timber beads, the bottom two solid shorter panels. Some of the doors have leaded lights with stained glass, some have plain glazed panels which may have etched or sandblasted glass for privacy. Some replacement doors have solid timber panels with beaded surrounds. Most doors do not have a weather bar projecting at the base as this is not required due to the depth of recess, so driving rain is not an issue. The doorways have plain glazed over-lights (or fanlights) above the front doors, sometimes with the house number applied to the glass. Some doors retain their old glass, but others have been replaced, sometimes with laminated glass to enhance security.

The doors are typically set well back from the façade behind the stucco surround, which provides shelter and modulates the terraces. In some cases doors have been repositioned at the front of the reveal and in some houses metal gates have been added, but these interventions have a detrimental effect on the character of the terraces.

Repairs to doors

Repair using traditional methods is favoured wherever possible, and many joiners offer this service. If the original door is in place, this should be regularly maintained and overhauled. Specialist conservation joiners may upgrade the draught resistance and security by concealing seals and bars within the frame and replacing the hinges. Leaded lights can be temporarily removed for restoration and cracked panels can be re-glazed.

Sometimes even if the original door has been lost, the original frame is still intact and can be retained. Conservation joiners are usually able to determine the most appropriate method for repair. Previous grooves for locks can be in-filled using pieced in timber. In some cases a two-part filler may be used if this retains more of the original timber; conservation grade filler can allow planning and sanding whilst some products dry too hard and can lead to further timber decay.

Replacement doors

Victorian style doors to match the original style are considered to be the most appropriate. Quality timber door manufacturers can offer the best traditional methods of construction for durability, using sustainably sourced timber, together with combined with draught resistance, advanced paint systems and integral locks with high levels of security.

Replacement front doors can be inappropriate such as those with large panels of glazing, semi-circular top-lights within the door, applied plywood panels or flush doors. These are not traditional features of Victorian doors and are not considered appropriate. PVC (plastic) doors are not appropriate in the Conservation Area because they do not follow traditional patterns or details adequately closely.

Doors should be positioned set back in the opening in their original location, to retain the depth and modulation of the streetscape.

Glazed panels

Original glass should be retained where possible. Replacement glass may be clear, etched, sandblasted, stained glass or obscured with film. A variety of glazed panels adds character to the area. Glazed panels may be laminated for improved security.

Door colour

Doors were traditionally painted in different colours, using oil based paint with natural pigments. Historic colour charts are now available from many paint suppliers, offering Victorian and Edwardian paint colour ranges. These colours are the most appropriate. Gloss or semi-gloss finishes are both considered acceptable.

Door ironmongery

Traditional doors generally had a central letter-box, a knocker and knob, an applied house number, and key holes protected by an escutcheon cover. Fittings would have been brass

or cast iron. Door bells often had a push button beside the door. Some properties retain their original ironmongery although in some cases this has been over-painted. The quality of ironmongery is now very variable throughout the Conservation Area. Where properties are divided into flats, large surface-mounted intercom boxes can be detrimental to the appearance of the front of the property. Ideally boxes should be discretely located within the recessed area. Good quality traditional ironmongery can enhance the character of the property and Victorian patterns are still available. Where missing, reinstatement of traditional style fittings is encouraged.

Metal door gates / grilles

Some properties now have a metal grille in front of the front door, presumably added for fashion or to enhance the sense of security, especially where garden gates have been lost. These are not an original feature of Victorian properties and detract from the character of the Conservation Area, because they reduce the modulation of the facade provided by the recessed front doors. Planning permission is required for the introduction of a metal gate and would not be granted if permission were sought. The removal of gates in door openings is encouraged.

2.5 BRICKWORK AND POINTING

The guidance on illustrated [Sheet 13](#) alerts residents and contractors to the harmful effects of cement pointing and illustrates appropriate and inappropriate pointing.

Appraisal

The original soft London stock bricks provide a consistent appearance to the Conservation Area. The brickwork would have been bed and pointed using lime mortar. The pointing (the visible finished surface of mortar) can be susceptible to damage, particularly when bricks are cleaned, and needs periodic replacement. Many properties have suffered from inappropriate pointing in hard cementitious mortar. Most of the properties in the Conservation Area have been re-pointed with mortar that projects beyond the face of the brick. This does not match the original pointing, which was more recessive and therefore less visible than projecting mortar. This detracts from the delicate character of the original brickwork.

Re-pointing

The pointing should be set back from the edge of the brick to expose the arris (the edge of brick) to provide a crisp appearance. Some of the Victorian properties had a “struck” joint but the modern version of this (“weatherstruck pointing”) is far too visible and great care must be taken to avoid the mortar projecting in front of the face of the bricks.

Re-pointing in lime mortar

The use of traditional lime mortar for re-pointing is encouraged. Natural lime products must be applied when the temperature is above 5 degrees and rising and so this needs to be taken in to consideration when programming work. The existing pointing should be removed to a depth of about 20mm, carefully so as not to damage the corners of the soft brickwork. Re-pointing in lime mortar should be done by a specialist brickworker with experience of selecting and using lime mortar; pre-mixed lime mortars are available and

can assist in quality control but the appearance can vary from one batch to another. The choice of sand is important to the final appearance of the pointing and samples are useful to establish an agreed appearance.

The problem with cement mortar and pointing is that it is harder than the soft bricks and so any moisture absorbed by the bricks cannot evaporate out through the joints. Trapped moisture builds up behind the face of the brick and frost-thaw action can accelerate deterioration of the brickwork.

Brick cleaning

Brick cleaning is sometimes desirable for aesthetic reasons, but it is not often necessary if the brickwork has not had any coatings applied. Sometimes staining is uneven and local stain removal is required, such as cleaning off bird fouling or atmospheric particulates that build up unevenly beneath projecting mouldings, so each case needs to be assessed individually to determine the most appropriate method of cleaning. The removal of paintwork or cleaning of brickwork after removal of over-coatings requires specialist procedures.

The main methods of brick cleaning are water cleaning using cold or hot nebulous spray, chemical cleaning, or poultice application. Brick cleaning should only be done following a trial sample area, using specialist methods with skilled specialist brick cleaning contractors with proven experience, as it can have a harmful effect on brickwork and decorative mouldings. The contractor will need to know the main factors of brick cleaning i.e. water contact time, water pressure, associated rinse procedure, pre-wetting procedure, etc. Aggressive sand blasting, high pressure water or harsh chemical cleaning are not generally accepted conservation methods because they can damage the surface, removing the fireskin (the outside hardened face) of the brick, leading to premature decay. This is can sometimes only become evident after the damage is done so close site control and a great deal of skill is necessary.

2.6 RAILINGS

The illustrated guidance starting at [Sheet 7](#) identifies the features of existing railings in the Conservation Area and points out the features that are traditional. Some railings provide a safety function to guard the edge of a light-well, whilst on properties with no basement the function of the railings is to demark the property's boundary, provide security and enhance the character of the streetscape.

Railing repair and reinstatement, where missing, is encouraged by the Council and the design guidance identifies the elements, methods and materials to consider. It may not be appropriate to install railings in all streets and in all properties, but the guidance is generic.

Appraisal

The original railings that still exist contribute a great deal to the streets of London and this is especially true of the Driffield Road Conservation Area, where there are several patterns of cast iron railings that characterise the area and enhance the streetscape. These tend to be robust, with generous rail heads and ornate scrolls, as illustrated in the guidance

sheets. Most of the railings that have been retained are used to guard the drop to the basement light-well and for this reason they were not removed during the war.

Where proposed, each property should be assessed individually to establish which pattern would be most appropriate. In most cases this will be the replication of the original style nearest to the property.

Cast iron

The traditional railings of the late 19th century were of cast iron. Ornate rail heads and finials on gate posts were cast from moulds and mass produced in foundries using sand casting. Over 200 patterns are still available for re-casting. The rail head was forged to the bar, which was typically $\frac{3}{4}$ -inch (20mm) diameter, or profiled in a fluted or barley sugar patterns which were cast together with the rail head. Top rails to join the bars together were formed from flat iron bars supplied loose, drilled at six-inch (150cm) centres, and fixed on site, with the palings (vertical rails or bars) pegged and leaded to the rail, and the rails were joined together with traditional lap joints. At the base, each bar was installed into a recess in the stone plinth and secured using molten lead to caulk the joint, a technique which is still used today and is favoured by conservationists (see guidance on caulking below). At the end of the run and at gate posts, cast iron stays were installed to provide lateral restraint, often detailed with a scroll and sometimes with some further embellishment and boot scrapers were sometimes incorporated. These elements are common in Driffield Road Conservation Area. The embellished railings provided richness to the streetscape.

Steel

In the C20th mild steel became more commonly used as a cheaper alternative to cast iron. Steel is heavier than cast iron and modern steel railings are often much thinner than the originals and their details appear unsubstantial and less characterful than cast iron. However, it is possible to detail steel railings to have the same appearance as traditional cast iron, combining traditional craftsmanship with modern production techniques. To enable this, the traditional details need to be adapted to suit steel as described in the guidance below.

Steel rail heads were developed using the dye cast process which is a stamping method using hydraulic pressure applied to molten steel inside a box containing reusable templates. This method is quicker and more cost-effective than the cast iron sandblasting technique. Steel components are often supplied to the factory in 6 metre lengths and they need to be produced in lengths that are possible to deliver and erect easily on site and so railings are often produced in panels, which can lead to details that are not considered to be as appropriate as cast iron in the Conservation Area, railings as a panel often have a bottom rail and are not set into the plinth individually.

Where cost constraints drive the proposal for steel in place of cast iron, great care should be taken in the detailing to ensure that when painted, the railings resemble the traditional cast iron originals as closely as possible.

Details to avoid

Thin bars, railings without decorative rail heads or with rail heads that are too small are not considered to be appropriate in the Conservation Area as they are not traditional and are not a close match to the original. Welded joints visible on the surface should be avoided as they can be unsightly. Some modern finials are screwed to the rail, but if the screw remains accessible these are unsightly and can be prone to theft, so all fixings should be concealed. Some modern replacement railings incorporate a bottom rail but this is not considered appropriate as the traditional railings in the area were fixed directly to the base with lead caulking (see below for guidance on caulking). Householders should also be aware that steel can be galvanized for rust resistance, but galvanised railings are not considered appropriate because most galvanised railings are made in panels and factory finished and this technique does not lend itself to traditional detailing. Railings traditionally had an oil based painted finish and the appearance of a galvanised steel finish or a polyester plastic coated finish are at odds with a traditional appearance.

When considering a planning application for railings, the Council would require adequate drawings and illustrations or samples to ensure that the proposal would be appropriate for the Conservation Area. The bars, heads and finials should be as large as the original examples in the surrounding neighbourhood, and all details should be designed to the correct authentic design. Guidance is given below.

Railing Repair and Maintenance

The illustrated guidance starting on Sheet 7 provides illustrations and notes to facilitate identification of authentic railings in the Conservation Area and appropriate details for their repair or restoration.

If not adequately protected from the rain, over time cast iron rail heads can become brittle at the junction with the bar when rust leads to decay. Some properties have missing rail heads, some top rails have become loose, and many railings are in need of redecoration to maintain them before they decay further. Cast iron is durable provided that it is well protected by rust inhibiting metal primer and paint; both iron and mild steel will rust if not adequately protected. The original paint would have been lead based and adequate health and safety procedures should be taken when removing it. Cast iron railings were traditionally coated in a red lead base layer to provide rust resistance. Care therefore needs to be taken when carrying out repairs as lead is toxic and health and safety procedures must be followed. If the metal is rusting the affected areas should be rubbed down to bare metal or stripped using conservation approved paint stripper in a controlled environment, and re-protected using specialist paint systems, often using zinc phosphate as a rust prohibitor. See 'painting ironwork' below for further information on decoration.

Where original railings remain, even if they are in poor condition, it would be appropriate to repair them as follows:

*"seek to retain and preserve as much original material as possible, using traditional materials and techniques in repairs, with minimal disturbance to the original work, and using reversible processes where possible"*⁹

⁹ <http://www.buildingconservation.com/articles/historicrailings/historicrailings.htm>

“Regular inspections combined with cleaning back and repainting localised defects can extend the life of a paint system almost indefinitely. Historic railings should ideally be repainted using traditional paint systems¹⁰ but, where maximum longevity is required or the site is very exposed, the use of modern two-pack epoxy-based paints, which provide excellent protection for up to 25 years, may be considered”

If the existing railings are original or appropriate good quality cast iron railings, they should be repaired with missing components replaced to match existing, using traditional techniques, by a specialist contractor¹¹.

Missing rail heads can be replaced to match existing, either using castings from standard patterns where available, or from a cast made from an adjacent rail head. The replacement rail head can be wedged into place and fixed with a galvanised pin through the side, sheared off, sealed and decorated.

Regulations for guarding

If new railings form a balustrade guarding a change in level, the current building regulations require the gap between bars to be no more than 100mm to reduce the potential for someone getting trapped between railings or fitting through the gap. Guarding is required to be 1100mm high, or 900mm on staircases above the string line, and with a loading to restrain a minimum of 0.74 KN/m. In a Conservation Area a relaxation may be permitted to allow bars to match the traditional spacing, but where the railing provides protection from falling over a change in height of 600mm then the strength should be certified by the metalworker and the fixing details and component sizing must be selected to comply with the required loading and additional supports and brackets or back stays may be required. In some cases ‘dog bars’ were installed to provide additional bars at low level to reduce the gap, although there are not many examples of this in the neighbourhood.

For other gates and railings not acting as guarding, the spacing is not currently legislated, but safety should be taken into consideration and it is important that there are no sharp edges or loose bars or rail heads.

Replacement railings

If railings do not exist, it may be appropriate to install railings to a traditional pattern to complement the streetscape and enhance the conservation area. This would have the greatest benefit if the design is consistent with other houses in the terrace, but some variation is likely to be consistent with the original and can add to the character of the terrace. It is important to establish which style is considered most appropriate as this will vary according to location.

¹⁰ Lead paint is not permitted except in some grade 1 and 2* buildings so would not be appropriate here.

¹¹ A list of specialist suppliers, consultants and craftsmen in traditional building conservation, refurbishment and design can be found in The Building Conservation Directory by Cathedral Communications Ltd, www.buildingconservation.com. All suppliers in the Directory pay a fee to be included and while Cathedral Communications does not formally ‘approve’ or ‘recommend’ them, they do screen out inappropriate suppliers and products to maintain the established integrity of the Directory. Users should seek more detailed information and advice from suppliers before undertaking any project.

Non-traditional materials or features designed out of character with the existing buildings will not normally be acceptable. The replacement of existing non-traditional features with traditional alternatives will be encouraged.

There are several specialist ironwork companies that specialize in supplying and installing railings to closely match the traditional pattern and details and some provide a complete package of design, installation and decoration, including the stone base. They would be able to match the details and reproduce railings to match the original examples that remain in the neighbourhood. There would be an economy of scale if metalworkers were to produce the same design for multiple properties, especially if bespoke details were to be produced.

Finials and Rail heads

Finials are the decorative feature sometimes used on the top of gate posts and on the wider bars supporting railings providing guarding of a change of level. Between finials are rail heads, often more simply and modestly detailed.

Finials are generally more substantial than rail heads and are still formed in cast iron as the pressed steel method is not suited to finials. Timber templates were formed and sometimes the cast had to be made in several sections to allow the removal of the template from the cast. Modern templates can be made in resin using 3-d laser cutting using computer aided design. Existing original finials should be maintained and may be suitable as a template for reproduction. The guidance sheets illustrate examples of original styles of finial and rail head. If possible, liaise with owners who have original railings so that the railings contractor can measure the originals and if this is not a standard pattern they could take a cast of a rail head to use as a template for reproduction. This would mean that the sizes can be matched an important element of the historic character of railings. Taking a cast does not normally create any damage but any damage should be made good.

In streets with no precedence for original railings, a standard pattern of rail head as indicated in the guidance is considered to be appropriate and other styles may be acceptable although in order to maintain a locally distinctive vernacular, copies of original details from the area are encouraged. It is important that the rail heads are adequately substantial as small rail heads are not characteristic of the C19th railings in the area.

The rail head may be produced complete with the bar, or should be fixed to the bar without visible welds or fixings. The combined rail head and bar can be fed through the holes in the top rail with a 0.5mm gap all round that must be fully filled with paint to avoid degradation.

Finials should be fixed to the bar without visible welds or fixings and the joint should be neat and well decorated.

Balusters / Bars / Palings, top rails and backstays

The paling is the vertical rail, or baluster, in a railing. Some of the original railings in the Driffield Road Conservation Area are round with a minimum diameter of 20mm, whilst

others have a barley twist pattern and others are cast with a fluted profile. They were typically spaced six inches apart (150mm centres).

The top rail is typically 50x10mm, but may be larger on some of the original railings with wide bars. The rail should be traditionally jointed with a lap joint. This was traditionally wedged and leaded but non-ferrous screws may be used if countersunk, filled and painted. Visible welds are not traditional and should be avoided.

Brackets and back stays are used to support the railings and gate posts. These were often formed with scrolls and embellishments, adding character to the railings.

New railings may be produced in panels, provided that the panel has no bottom rail and that the supports and joints between panels are traditionally detailed. A typical railing assembly may be supplied in 2 panels with a lap joint in the top rails, with the bars pre-assembled to the top rail, and with a temporary angle clamp at the base to maintain the spacing and facilitate site installation. At the base the bars should be caulked as described below.

Gates

Traditional Victorian railings often incorporated a gate to provide security and to demark the property boundary. Properties with no basement often had a front gate facing the door and those with a basement had a second gate providing access to the steps down to the basement area. Gates were fabricated to match the railings, so that the railing centres were maintained hung from a pin and supported at the base. Some examples have gate posts with ornate finials and decorative scrolled stays, whilst others are a simpler design to match the pattern and spacing of the railings. Traditional gates can still be made to match the railings. Gates should be inward opening as they must not encroach on the pavement.

Plinth Details

Traditionally the plinth, or base, was stone. In the C20th concrete was used as a cheaper substitute, sometimes painted, and cast stone is now available.

To establish whether an existing base is of stone or concrete, look for visible joints and if there are joints it is likely to be stone. Paint removal can reveal the surface but beware the possibility of lead-based paint and take adequate precautions such as wearing a mask and gloves and wet down the surface prior to rubbing with damp abrasive paper.

Cast stone plinth blocks are available in pre-cast units made of a composite of cement, stone dust and other additives. They are typically 600mm long in order to be handled on site and the joints are typically 5mm wide, and are filled on site with a mortar containing stone dust to match the cast stone, so they do not need site painting. The units are pre-cast to include the recess for the railing bars and any gate posts and stays that are incorporated in the design. Sometimes deeper recesses are formed to increase the strength especially for railings that are for guarding. The coordination for setting out for of the plinth is usually done by the metalworker, who provides detailed drawings using computer aided design which are then used by the manufacturer of the plinth. The company responsible for design, structural calculations and detailed coordination should hold professional indemnity insurance.

On some of the properties in the Driffield Road Conservation Area the railings had a curved cast iron plinth capping, several of which have been retained and refurbished, providing an attractive local characteristic detail. Where these exist it is important that they are retained or replicated. Replica curved metal plinth cappings can still be reproduced at specialist foundries. The originals are likely to have been produced with holes set out to house the palings and stays at 6-inch (150mm) centres, and used a template for the recesses to be cut into the stone prior to fixing the railings (see caulking below).

Caulking

Railings were caulked into the stone plinth / base. Pockets were cut into the top of the base to form a square or circular recess. This is still the preferred method of installation and whilst today many of the bases are formed in reconstituted stone as a substitute for stone, this method can still be used. Once each bar (or paling) is in place, molten lead (or caulking) is poured in carefully, and is finished flush with the stone to ensure moisture run off, or filled with stone dust mix. In properties with the curved metal capping, the base would have been caulked in the same way and the lead would be installed flush with the capping.

Staircase feature panels, or 'flat backs' and boot scrapers

The Driffield Road Conservation Area has examples of decorative cast iron panels at the bottom of the staircase, between properties, known as *feature panels* or *flat backs* if the sand casting was only figured on the front face and the backs were flat. Several of these remain in good condition in Driffield Road and enhance the character of the area. These are ornate and incorporate boot scrapers at their base. Boot scrapers add character and should be retained. Their paintwork should be regularly maintained as cast iron is vulnerable to decay if it is not continually protected by paint. For guidance on decoration see 'painting ironwork' below.

We have not managed to locate any pattern-book standard casting pattern that matches the remaining panels, but casts could be made from the originals, or similar standard patterns are available and would be acceptable in principle, subject to approval of detail. It is still possible to get these reproduced in foundries using a sand casting method from a template. The template can be cast from an original or from 3-d laser scanning developed using computer aided design. If a template were made then this could potentially be re-used again and again.

Handrails

The original staircases up to the front doors did not have handrails but the finials were continued up the stairs. In some cases handrails have been added. Where a handrail is required, black steel handrails can be designed to be discrete and in keeping with the railings. Guidance on height and setting out is given in Building Regulation Approved Document K.

Painting ironwork

Most railings in the area are painted with black gloss or semi-gloss. In Victorian times railings were not always black, but black has now become characteristic of the Conservation Area and is considered appropriate. If householders have original railings it is possible to establish the original colour using paint analysis techniques, provided that

the paintwork has not been previously stripped away. Exposing old paint by chipping the surface may not provide accurate results and may expose earlier undercoats. Gold or gilded railings are not considered appropriate, as this was only traditionally used for prestigious buildings.

Beware early paint coatings contained lead so precautions should be taken, and cast iron was often protected by red lead as a rust inhibitor. Most modern paint systems for metal include red oxide or zinc phosphate primer as the base coat. Suppliers should provide guidance for safe application and some systems are guaranteed for up to 15 years but ongoing maintenance is required. If well maintained, cast iron and steel railings should last for at least 150 years.

For rusted railings it is necessary to remove all coatings back to bare metal and to treat the rusted area and coat it in protective coatings. Surrounding paint coatings should be removed back to a firm sound edge and then feathered over a distance of 50mm in the region of the affected area. All gaps should be filled, primed and decorated as if water can get into the metalwork, rusting will lead to decay. To redecorate railings it is necessary to rub them down to get a key. It is important to ensure that the work is dry, clean, free from oil, rust and mill-scale, etc. For best results, mild steel or cast iron surfaces can be blast-cleaned or wire brushed thoroughly before painting. Degreaser should be used to remove oil or grease. This will help adhesion and give a longer life before any maintenance is required.

Some modern paints require specialist applications to allow adherence and manufacturers usually provide technical information and recommendations for surface preparation. It is good practice to carry out a trial before determining the specification for redecoration and to approve the finished appearance to use as a controlled approved area.

For painting over galvanised steel, please note that use of galvanised metal is not recommended in the guidance for replacement railings, but if redecorating existing railings that are galvanised, householders should be aware that on galvanised metal it is important not to damage the galvanised surface if removing paint and specialist preparations and paint systems are required to re-coat galvanised steel¹², following manufacturers' instructions for adequate preparation. For further information on galvanised steel see www.galvanizing.org.

For new railings, the ironwork suppliers often provide detailed guidance on coatings and many companies can include decoration in their supply and installation service.

2.7 CAST IRON FEATURES, GRATINGS AND GRILLES

Cast iron was used for ventilation grilles, coal hole covers and gratings sometimes a cast iron decorative railing was installed on the ground floor window sill. Typical examples are illustrated on [Sheet 13 and 14](#).

¹² such as Vinylast® although we have not tried this product and we cannot vouch for it; metalwork contractors should be able to advise on appropriate coatings that are compatible with their manufacturing techniques.

The retention and reinstatement of traditional features, where missing, is encouraged.

Window crestings or pot guards

Some properties have decorative railings on the external ground floor window ledge sometimes known as 'crestings' or 'pot guards'. These are typical Victorian decorative elements that were made to provide a degree of protection from falling when cleaning windows. They were made from cast iron in foundries, using the sand casting method. They enhance the character of the area and their retention and repair is encouraged. A mark in the window sill may be visible where these features were fixed, and reinstatement of missing castings to match existing examples is encouraged.

Some traditional patterns that match those in the neighbourhood are still available and could potentially be used as a template subject to approval by house owners. A template could be cast from an original or formed in resin using 3-d laser scanning developed using computer aided design. If a template were made then this could potentially be re-used again and again.

Grilles

Properties with semi-basements or coal holes were typically ventilated by a cast iron grille, and floor voids were also ventilated with cast iron grilles. The casting pattern was sometimes decorative. These details are characteristic of the area and their retention and refurbishment is encouraged. If cast iron features have been lost there may be an opportunity to reinstate appropriate grilles based on the traditional style. Existing examples from adjacent houses should be matched where possible. Specialist metalworkers may hold matching patterns that can be cut to fit and primed in the workshop, with the top coat applied on site. Templates can also be made from original patterns. Alternatively, laser cut steel is now available and traditional patterns can be replicated using computer aided design.

Coal hole covers and gratings

Cast iron coal hole covers and gratings are characteristic of Victorian properties and are still intact in several properties in the Conservation Area and their character enhances the streetscape. They are varied in pattern as illustrated on Sheet 14. Their retention is encouraged. Replacement castings are available in standard patterns and could also be made from a mould of the original castings in the area.

2.8 PAVING AND STEPS

The guidance on Sheet 13 includes photos of typical traditional steps in the area. Conservation of the original paving is encouraged, and re-use of traditional materials and detailing is encouraged where the original has been lost.

Appraisal

Many of the houses have steps up to the front door, and this is characteristic of some of the streets in the Conservation Area, but nearly all of these have lost their original detailing or it has been covered over during property maintenance and refurbishment. The original

paving and steps are likely to have been faced in Yorkstone. The steps would have had a projecting bullnose nosing and a brick or stone riser. The top riser in some cases was an iron ventilation grille as described previously in this document. The door threshold often had a stone sub-sill with a timber sill over, sometimes covered with brass and some examples of this detail remain. For step railings see item 2.6.

Repair of steps

The Building Regulations Approved Document K sets out the key dimensions that are permitted for new steps, risers, balustrades and handrails. If the existing staircases are retained and re-surfaced, the regulations for new work do not apply, but the existing condition should not be made worse. In order to avoid any trip hazards it may be necessary to adapt the levels to make the risers equal in height. In case of doubt householders should check with Building Control to confirm whether the regulations apply for the proposed scope of work.

Waterproofing beneath the steps

If the space under the steps is enclosed for internal use, the waterproofing layer should be installed under the stone wearing layer, so that the stone is visible on the surface for a traditional appearance. This is illustrated on [Sheet 6](#).

Stone paving

The flagstones inside the entrance porch, paving the entrance area and on the steps were very large slabs of Yorkstone and sourcing replacement slabs today can be problematic, but it is still possible but smaller slabs are considered to be acceptable. Stone can be either new or reclaimed, from a reliable source. When selecting stone or reconstituted stone it is important to ensure slip resistance in dry and wet conditions; traditional Yorkstone paving had a riven finish and on steps the front surface was dressed to form a rounded nosing, but square edged nosings would also be acceptable.

When maintaining stone surfaces avoid using household detergents and solvents as these can encourage growth of moss and lichen that can become slippery. Surfaces can be scrubbed with a bristle brush and water; specialist stone cleaning products can be used if health and safety precautions are followed.

Stairs down to basement

The traditional stairs down to the basement were built in stone, with a simple iron railing and handrail; only a few examples remain in the area. Some replacements have been installed with steel timber or concrete staircases. If renewing a staircase, staircases with Yorkstone treads are preferred, but simple steel stairs painted black are also considered to be acceptable.

3.0 ESTIMATED COSTINGS FOR POTENTIAL ENHANCEMENTS

The following table provides indicative budget costs for the potential enhancements described in this document. The column to the right “associated costs” refers to costs that would be necessary to enable the work to be carried out such as scaffolding, rubbish chute and debris netting and the like.

It is included to offer a clear understanding of the implications of these proposals and the likely costs of the facade enhancements which you might be required to include within your planning application to offer public benefits which offset the harm which the introduction of a mansard roof will cause to the character and appearance of the conservation area.

The works proposed have been carefully considered by relevant professionals with extensive experience of works to historic buildings. The costs set out are indicative, the final cost of works being dependent upon the condition of your property, the extent of repairs needed and other matters such as scaffolding costs including the potential for extra lifts or the need to move it around.

They are intended to assist in establishing the costs of those works required to fund enhancements to your property and to broader public realm to satisfy the requirements of the National Planning Policy Framework.

Ref	Description of works	Works budget cost	Associated costs
1	Removal and replacement of the brick parapet (if unstable or if bricks are brittle)	£2,100	£1,300
2	Repair of the parapet including removal and replacement of the coping; replacement of 20 nr spalled bricks and re-pointing the parapet	£1,200	£1,300
3	Form stucco band at high level where none exists and decorate	£950	£1,300
4	Form stucco band and cornice at high level where none exists and decorate	£3,100	£1,300
5	Repair existing stucco and cornice at high level and decorate	£1,250	£1,300
6	Replace the stucco around the first floor windows if missing or beyond repair	£1,050	£650
7	Repair the stucco around the first floor windows if damaged	£350	£650
8	Replace the stucco to the ground floor windows if missing or beyond repair	£950	£300
9	Repair the stucco to the ground floor windows if damaged	£300	£150
10	Properties with a bay window - Replace missing cornice approx 3m long	£3,350	£300
11	Repair bay window cornice	£1,050	£300
12	Replace cornice to the porch if missing	£1,010	£300
13	Repair cornice to the porch if damaged	£850	£300

Ref	Description of works	Works budget cost	Associated costs
14	Replace stucco to the door surround if missing or beyond repair	£950	£300
15	Repair to stucco to the door surround	£350	£150
16	Stucco console: fabricate a mould and manufacture a replacement	£500 per console	£150
17	Repair console bracket	£400 per console	£150
18	Replace sash windows	£2,100	£270
19	Repair sash windows	£150 - £1,000	£270
20	Replace front door and frame if original is lost	£2,250	£NIL
21	Repair front door	£500 - £1,000	£NIL
22	Remove door gate, make good finishes disturbed	£200	£NIL
23	Remove cement mortar and re-point in lime mortar (price may increase if existing is very hard)	£1,200	£900
24	Replace paving up to front door on properties without a staircase up to the front door	£500	£NIL
25	Replace a single spalled paving with Yorkstone	£120	£NIL
26	Repair door threshold and top step by door	£400	£NIL
27	Renew stone on steps up to typical Driffield house with staircase up to the front door; lay damp proof membrane; supply / lay Yorkstone to steps	£4,200	£300
28	Renew stone on steps to basement on damp proof membrane	£2,750	£300
29	Cast iron vent	£400	£NIL
30	Removal and disposal of existing brick wall to the front of the property	£300	£240
31	Make good stone plinth and provide and fix new railings with traditional detailing, lead caulked fixing (prices allow £6 - 8 per rail head assuming steel rail heads on cast iron railing bars; prices can increase depending on pattern) excluding gate and return between properties	£5,400	£240
32	New reconstituted stone plinth plus railings as item 31	£6,200	£240
33	Return between properties as item 31, price allows returns to be 1.2m long but this may vary	£2000 per return	£NIL
34	Single gate in steel and cast iron with traditional details, posts and rail heads	£1,300	£NIL
35	Railings to staircase for typical Driffield property with rail heads	£2000 per side	£NIL
36	Bracket - if a horizontal stay from the top rail back to the building is required	£250	
37	Decorative end panel "flat back" at boundary between properties supply cost from an existing template	£300	£NIL
38	Pot guard in cast iron with two returns supply cost from an existing template	£400	£650

Notes on cost table

Your attention is drawn to the following:

1. The costs above exclude VAT.
2. The associated costs are based upon the assumption that each work activity is carried out in isolation of any other works. If several items of work are carried out together then the cost of the associated works such as scaffolding can be shared across several work items.
3. All costs exclude general site overheads such as site cabins, portaloos, shared welfare etc. This cost would be added by a main contractor if carried out as part of more major works.
4. Assumptions have been made concerning the extent of repair works to each area of stucco work. This will vary from house to house.
5. Under item 16 the cost per console would reduce as the number of consoles increase. This is because the majority of the cost is in the taking of site measurements and fabricating the mould. If say 6 consoles can be cast the cost of the mould is split between them.
6. For the sash window repairs under item 19 the costs will vary depending upon the amount of work required. The lower end of the range assumes that a sash cord will be replaced and the window eased and adjusted. The upper end assumes significant work including the removal of one sash off-site for a repair under factory conditions with addition of draught seals.
7. Item 29 – Cast iron vent. If the manufacturer has to make a pattern to cast this then the cost would be significantly more but standard patterns are likely to be acceptable.
8. Items 32-37 – If a pattern has to be made this cost would be in the region of £5,000 to £8,000 to include a site survey and making a template by a specialist metalworker but this cost could potentially be shared across several properties if coordinated.

4.0 DELIVERY OF FAÇADE ENHANCEMENTS

The enhancement works set out in this document are intended to identify public benefits that will help to justify the harm caused by a mansard roof extension. In order to meet the government's definition of a public benefit for this purpose, the enhancements should arise as a result of the proposed development. That is, they should be delivered alongside the proposed roof extension as a single development scheme. Unfortunately, if enhancement works have already taken place they cannot be said to arise as a result of a proposed mansard roof extension and cannot be used to mitigate any harm that they will cause.

Planning applications will be expected to demonstrate that, as well as featuring an appropriately designed mansard roof extension, they will also provide sufficient façade enhancements to effectively mitigate the harm caused. The guidance in this document provides advice about what enhancements could be included to mitigate harm. Each case will be different, and it is not possible to say exactly which façade enhancements will be required to mitigate the harm caused by the proposed addition of a mansard roof extension. Much will depend on the existing condition of the property and whether any recent façade enhancement works have already been carried out. This should be discussed on a case-by-case basis with the council's Development Management and Place Shaping officers through the pre-application process.

In order to ensure that harm is properly mitigated, the council will use planning conditions to ensure that the proposed enhancement works are delivered alongside mansard roof extensions. This means that planning permission for a mansard roof extension will be granted, but once constructed, the extension cannot be occupied until the enhancement works have been satisfactorily completed.

In some cases, buildings have been subdivided into flats, and it would only be the upper flat that would benefit from a mansard roof extension. Where this is the case, the planning applicant in the upper flat will need to identify enhancement works that could be undertaken to the whole building façade. If the enhancement works do not directly relate to parts of the property that are within the applicant's ownership, the applicant will be encouraged to work with the owner of the other parts of the building to deliver a comprehensive façade enhancement scheme. Alternatively, grant funding (from the streetscape improvement fund) could be made available to the owners of lower floor flats, so that they can improve the parts of the building façade that are under their ownership. However, such schemes tend to be expensive and time consuming to implement and would require a greater proportion of collected funds to be spent on administration.

As well as demonstrating how they will deliver façade enhancements, planning applications for mansard roof extensions will also be required to help to deliver off-site streetscape enhancements through a financial contribution. This is explained in more detail in a separate document that is also part of this consultation.

Note on guidance documents

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. The Conservation Area map indicates which properties have been excluded from the guidance

as they are atypical. Every house will need to be assessed individually. The guidance is not exhaustive, but 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 for the purposes of construction. Older buildings need to be evaluated individually to assess the most suitable design and form of construction based on a wide variety of possible variables and safety considerations should be addressed for each project. **The London Borough of Tower Hamlets and Kennedy O'Callaghan Architects do not accept liability for loss or damage arising from the use of this information.**

5.0 ILLUSTRATED ENHANCEMENT SHEETS

Sheet 1 Architectural characteristics of the Driffield Road Conservation Area

The following features are positive attributes of the Conservation Areas -

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

The photographs illustrate where one or more of these characteristics has been lost from each of the properties

There is an opportunity to reinstate lost features when proposing a mansard roof extension as illustrated on the following sheets



Loss of original cornice, windows, window mouldings and railings



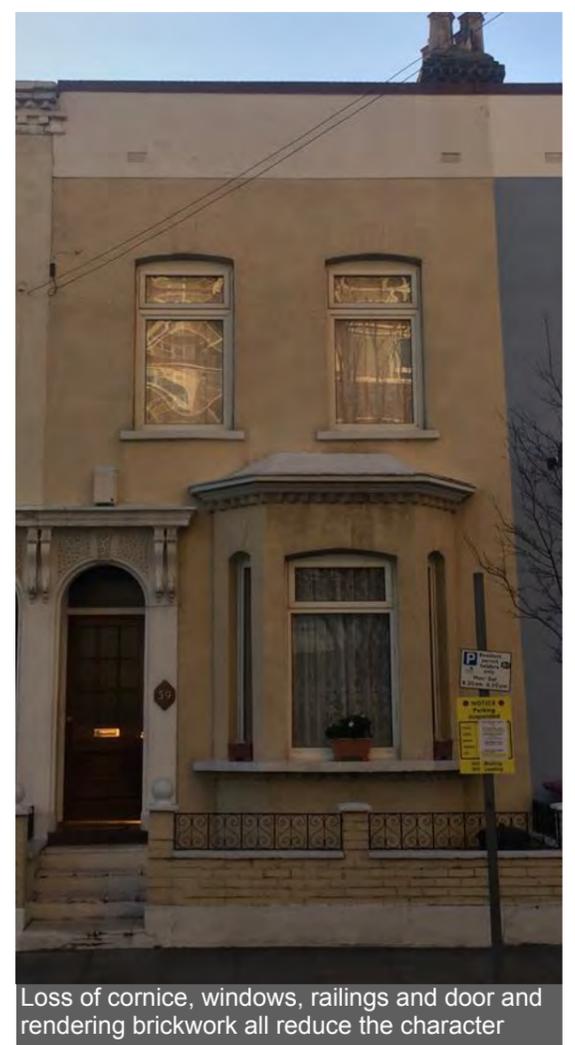
Loss of cornice, timber sash windows and recessed door



Removal of features and rendering the facade can result in significant loss of character



Property with original features intact



Loss of cornice, windows, railings and door and rendering brickwork all reduce the character

Sheet 2

Enhancement of cornices and parapets in Driffield Road Conservation area

Definitions

Refer to first photo for numbering

1. Coping

The Coping is the top course of the wall. It usually sits on a damp proof course

2. Parapet

The Parapet is the portion of the wall above the roof or concealed gutter

3. Cornice

The Cornice is the horizontal decorative moulding made from stucco

4. Stucco band

The stucco or render band is the flat surface applied to the front of the parapet, originally made from stucco or lime render and painted

Maintenance and repair

Parapet

Parapets are exposed on both sides and are prone to weathering. It is common to see rebuilt parapets in Victorian terrace houses.

Stucco band

Stucco and render require regular redecoration (normally every 5 years) to prevent water penetration and a breakdown of the surface or bulging. The stucco or render should be checked for cracks and tapped to make sure that it is not loose. Repairs should be carried out and gaps should be filled prior to any work to the cornice.

Cornice

If running a new cornice on a new render band, the render should include a scratch coat on the line of the cornice to provide a key. Cornices can be repaired or reinstated where missing by running a moulding on site. The profile should match the original and the top surface should be sloped to allow water run-off. A template can be made from an adjacent property with an original moulding by mutual arrangement between owners, by a specialist contractor, who then makes up a runner. Fixings are resin fixed into the brickwork at regular intervals and runner guides are temporarily fixed. The moulded profile is run using the guide and is built up in several layers. The ends should be neat enough for a neighbouring property to continue the moulding in the future. Ends of terrace and changes of level require 90-degree angles. Once sufficiently dry, the moulding is painted.

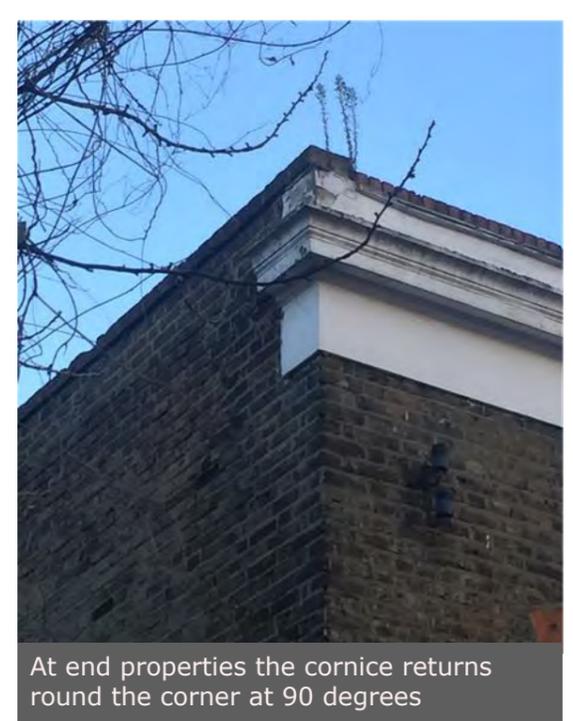
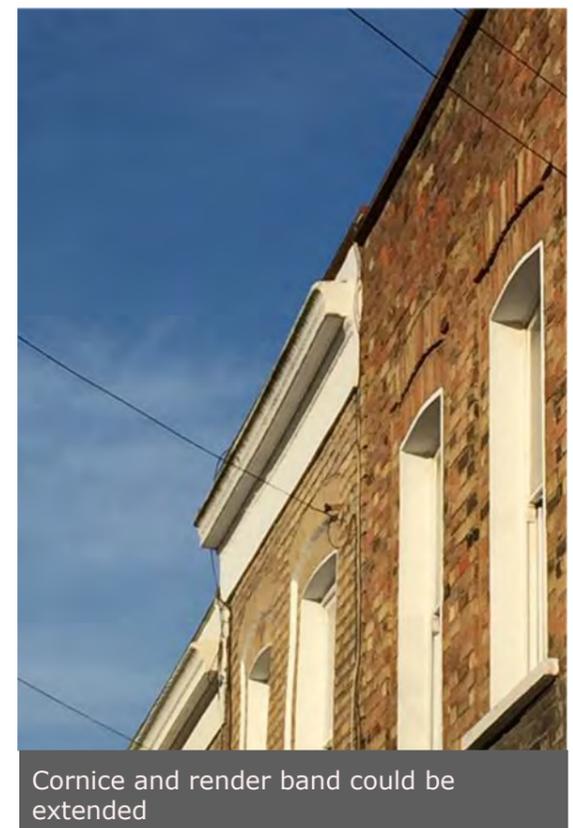
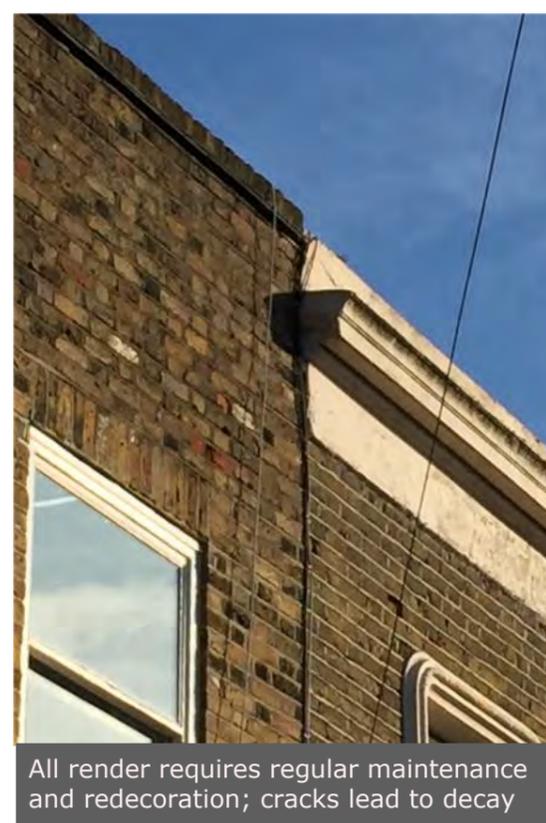
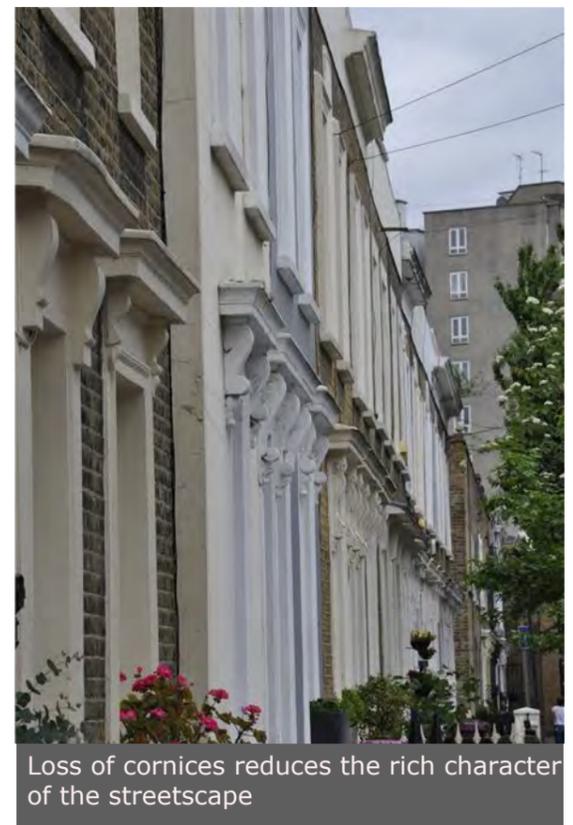
Gutter

Gutters should be swept regularly and biological growth should be removed and treated. Flashings should be checked.

Pointing mortar

Repairs should use lime mortar to allow the bricks to move and breathe and the pointing should not project beyond the face of the brick. See Sheet 13.

Enhancement Guidance



Sheet 3 Window and door surrounds in Driffield Road Conservation Area

Characteristics

The photographs indicate some of the common characteristics of the Driffield Road Conservation Area. There is a strong characteristic of paired doors with stucco hood mouldings and embellished surrounds, and moulded console brackets. The doors are recessed in the openings, providing depth and visual interest. The profiles vary from terrace to terrace as the construction of the properties in the Conservation Area spanned over 3 decades (c.1860-1893). The detailed embellishment enhances the character of the Conservation Area.

Maintenance

Stucco architectural features require maintenance and redecoration to protect them from rain and frost. Signs of staining or plant growth are indicators that excessive moisture is present. This can lead to bulging, cracking and premature failure.

Repair

Stucco features can be repaired or re-run to match the existing by specialist contractors. Casts can be made from nearby mouldings by mutual consent with neighbours.

Horizontal surfaces on mouldings were slightly angled to shed water.

Restoration

Where mouldings have been lost, their restoration is encouraged. Like-for-like reproduction can be achieved using specialist materials to match the existing. Specialist contractors may need to investigate the original details and may need to take a cast of original mouldings from an adjacent property, by mutual consent.

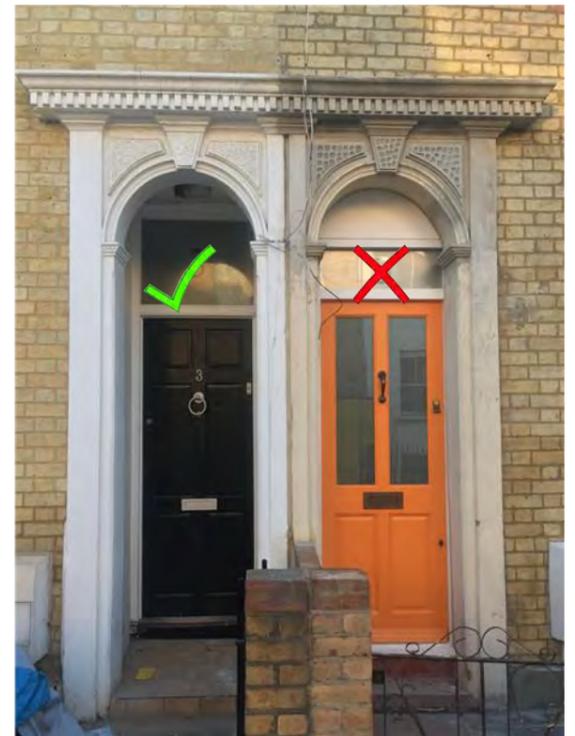
The cornices over doorways were often formed over projecting tile courses to provide support but the detail may vary from property to property. Modern replacement mouldings usually use metal straps epoxy fixed into the brickwork and non-ferrous wire to provide support for mouldings that are run on site.

Exposed services

Services should not be run on the front facade and care should be taken to avoid penetrating through original features



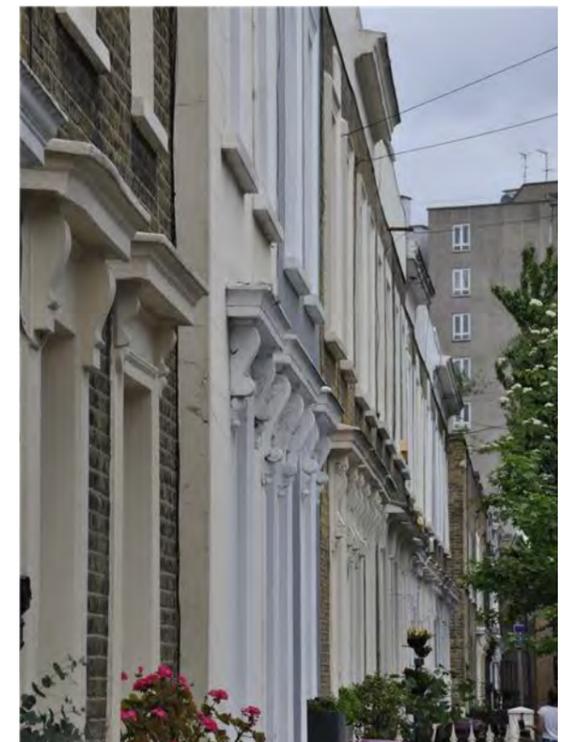
The paired doorways with painted stucco surrounds are characteristic of the area



Bringing the door forwards in the opening reduces the modulation on the street



Zealand Road loss of sash windows and stucco console brackets



Kenilworth road The replaced consoles in the house to the left have lost the character of the original ornate consoles



Hewlett Road first floor window with characterful rope moulding with grapes



Driffield Road cornice penetrated by pipework

Sheet 4

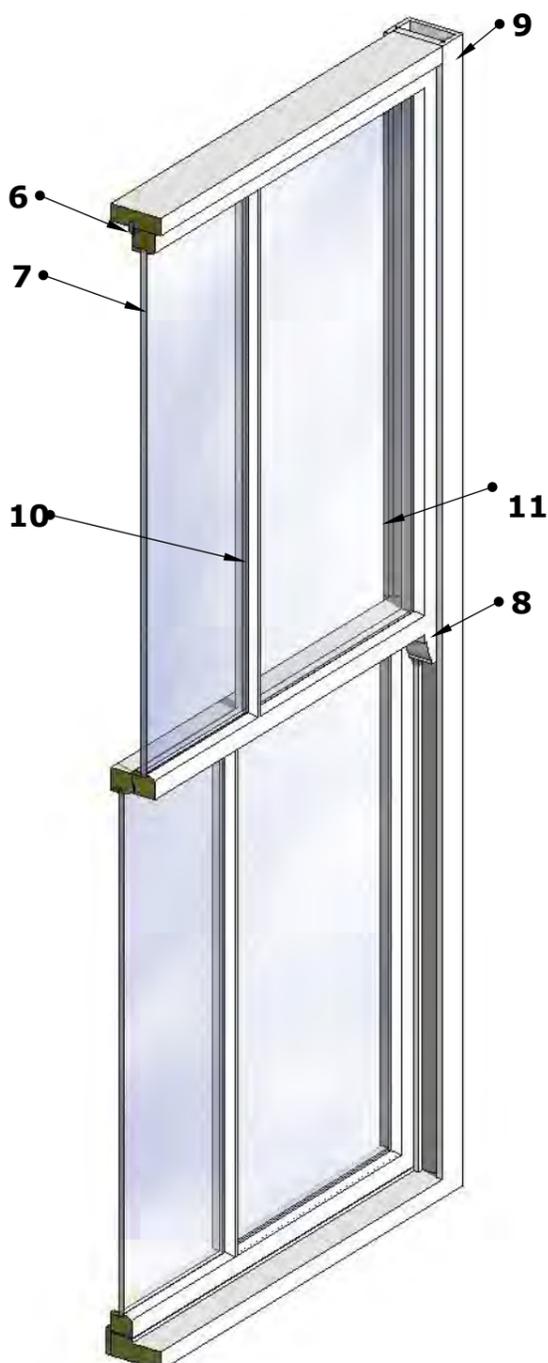
Timber sash windows in Driffield Road Conservation Area

Window surround components

1. Cornice made of stucco with sloped top surface
2. Console (bracket) made of stucco
3. Stucco window surround
4. Pot guard window casting made of cast iron
5. Cill bracket likely to be made of stone if structural or stucco if purely decorative (this may depend on the projection of the window cill); sometimes they were made in timber

Timber boxed sash window components

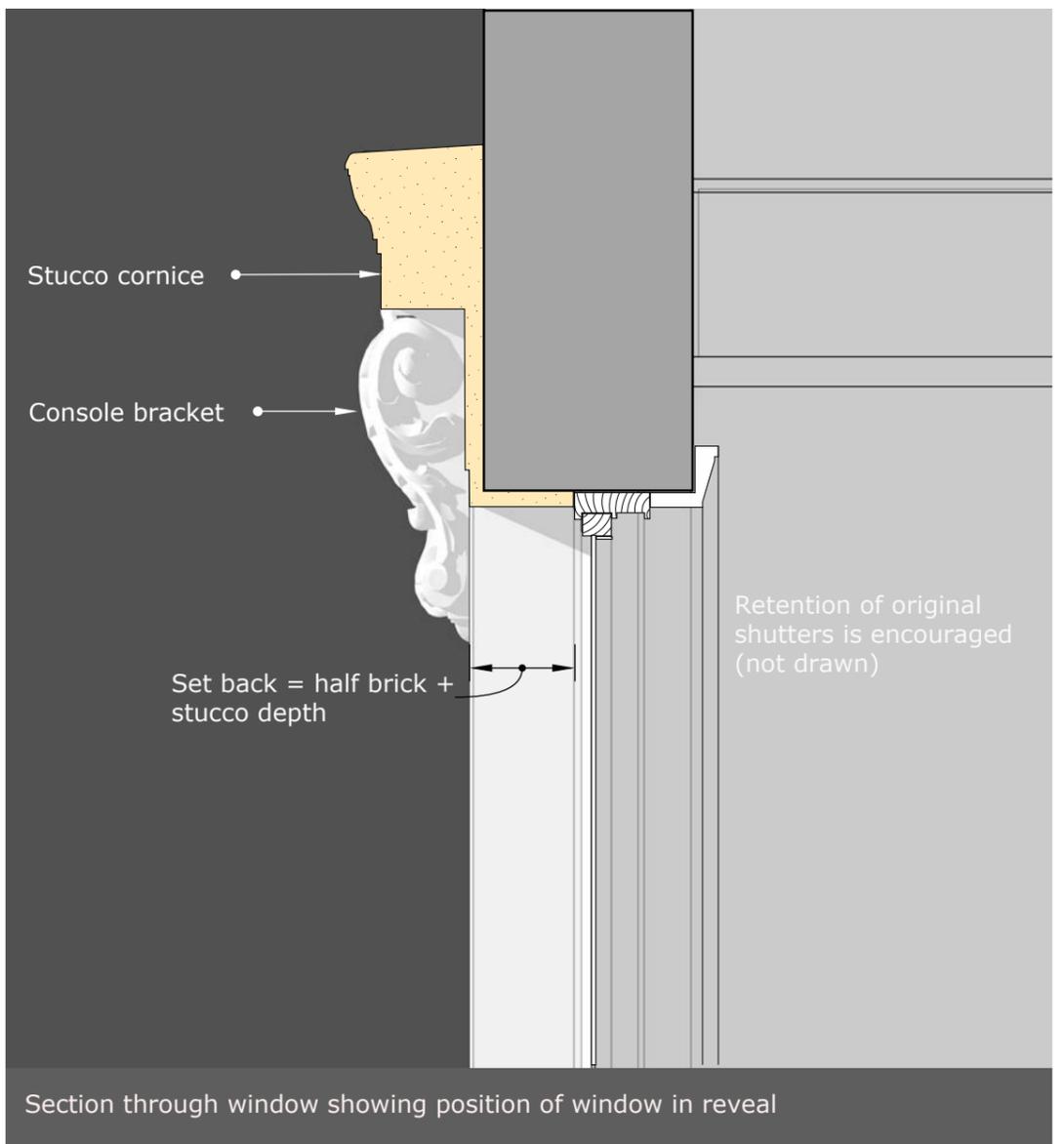
6. Staff bead & parting bead may be replaced with timber bead incorporating a concealed draught excluder brush or rubber strip
 7. Original glass looks uneven and should be retained
 8. Horns provide strength; these are characteristic of late C19th windows and were often curved
 9. Box sash timber frame with lead weights the weights may need adjusting to suit the weight of glass.
 10. Victorian style glazing bead with linseed oil putty externally
 11. Concealed sash locks can be fitted to the internal frame
- (not illustrated) Internal shutters and heavy curtains provide good thermal and acoustic performance



Typical timber sash window components



Typical timber sash window in Driffield Road Conservation Area



Section through window showing position of window in reveal

Sheet 5

Doors in the Driffield Road Conservation Area

Appraisal

The original Victorian doors were characteristically recessed in behind ornate stucco surrounds.

The stucco is likely to have originally been painted off-white to resemble stone.

The original doors had two glazed panels and one or two solid panels beneath. The threshold was often Yorkstone.

The ironmongery is likely to have been brass or cast iron.

Loss of character

Some of the replacement doors have lost their original characteristics.

Bringing doors forward in the surround can lose the depth and modulation of the street.

Adding steel grills or gates in front of the door alters the character of the street by reducing the modelling of the facade.

Repairs

Original doors should be retained and repaired. If glass is broken it can be replaced with laminated glass for added security. Damaged timber can be patched with new timber pieced in. Hinges can be upgraded for improved security. Draught seals can be installed within the frame where they cannot be seen.

Replacement

If an inappropriate door is to be replaced, traditional Victorian style timber doors that match the original surviving doors are most appropriate.

If the original frame and architrave remain they should be retained. Recesses for old locks can be in-filled with timber if required.

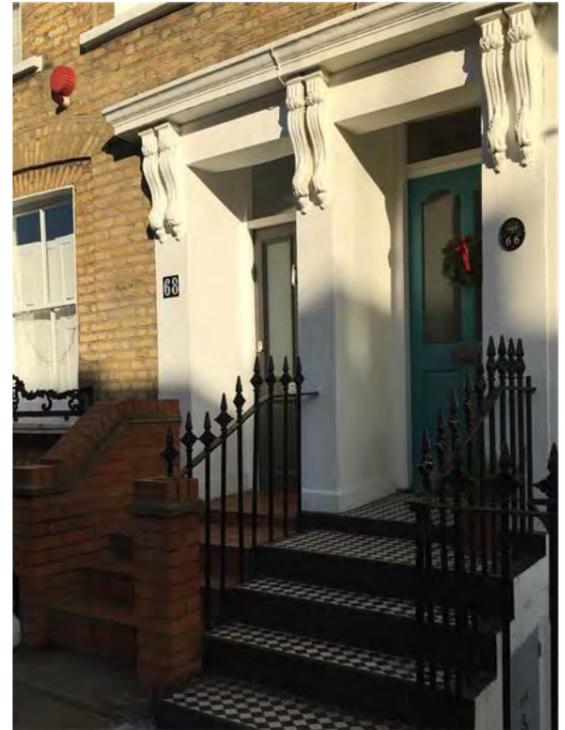
The architrave is an important feature of the door assembly and timber mouldings can be reproduced to match the original.

New doors can be made to suit the site dimensions and to match the original architectural details.

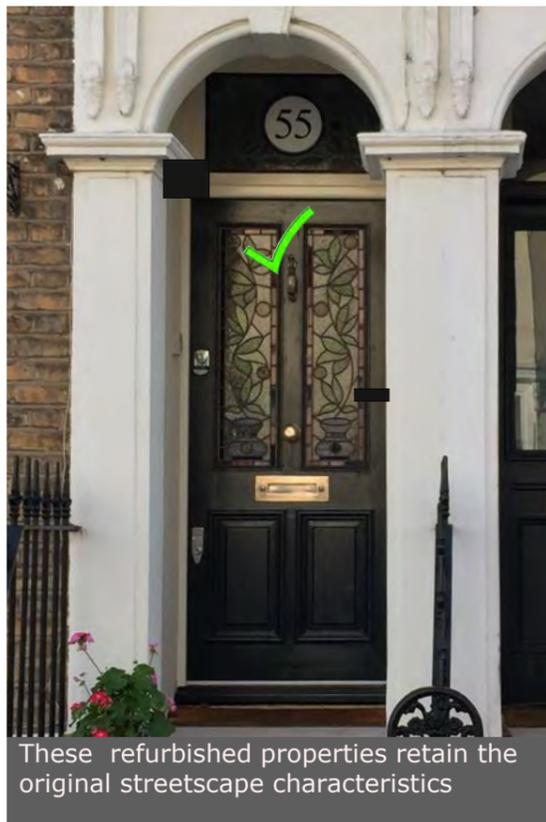
Traditional Victorian style ironmongery in brass or cast iron would be the most appropriate.



The dark colour is not characteristic of the area



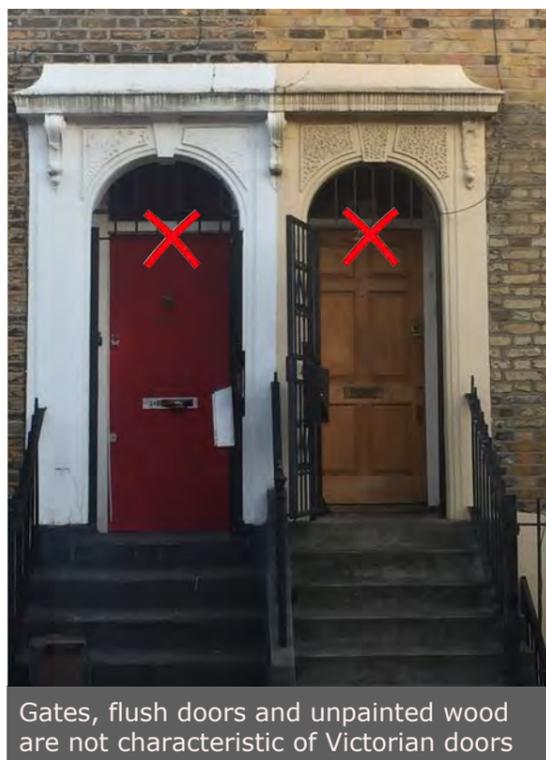
The deep door recess enhances the character of the streetscape



These refurbished properties retain the original streetscape characteristics



Bringing forward the door reduces the depth of modelling on the facade



Gates, flush doors and unpainted wood are not characteristic of Victorian doors



Bringing forward the door reduces the depth of modelling on the facade

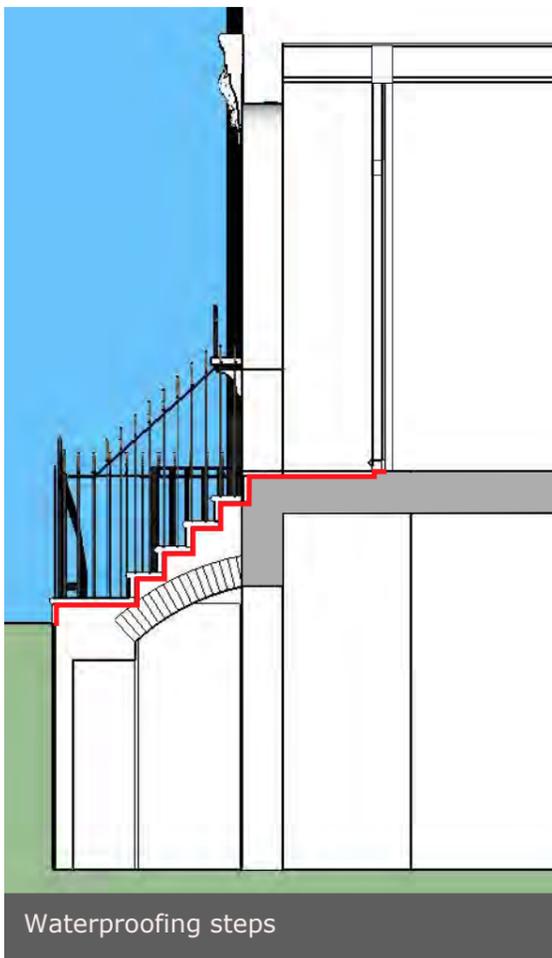
Sheet 6 Doors in the Driffield Road Conservation Area

Characteristics of typical doors

1. Stucco console bracket (see Sheet 3)
2. Glazed fanlight (may be plain or stained glass)
3. Timber architrave (many of the original architraves that remain have a moulded profile that enhances the character of the doorway)
4. Timber or glazed panel with timber beads (glass may be laminated for enhanced security)
5. Traditional Victorian style ironmongery (originally brass or cast iron)
6. Timber panels may be flush or recessed. Some original doors survive with ornate mouldings around the panel whilst some had a simpler profile
7. Timber or brass threshold
8. Yorkstone treads

Waterproofing steps

If the space under the steps is enclosed for internal use, the waterproofing layer should be installed under the stone wearing layer, so that the stone is visible on the surface for a traditional appearance. See Sheet 13 for photos of typical traditional steps.



Sheet 7

Railings in the Driffield Road Conservation Area

Definitions (refer to numbers on photos)

1. Plinth made of stone (some replacements are in cast stone or concrete)
2. "Flat Back" feature panel in cast iron
3. Vertical bar or palisade railing
4. Rail head or finial
5. Top rail
6. Gate stay (supporting bracket or scroll)
7. Boot scraper

Appraisal

The original railings that still exist contribute a great deal to the streets of the Driffield Road Conservation Area. In some properties the railings have been replaced with masonry walls which detract from the character of the conservation area.

There are several patterns of cast iron railings that characterise the area and enhance the streetscape.

These tend to be of high quality, with generous finials and ornate scrolls. Most of the railings that have been retained are used to guard changes in level and for this reason they were not removed during the war.

The original cast iron railings are typically more robust and ornate than the post-war replacements, which are often in mild steel with thinner bars and smaller finials.

Traditional features

- thick, widely spaced cast iron bars
- ornate cast iron rail heads and finials
- bars led into the stone base with no bottom rail
- cast iron gates with rail heads
- Some gates had gate posts with ornate finials and /or decorative scrolled supporting brackets
- 'flat back' cast iron panels at staircases
- boot scrapers incorporated into the design
- wide round bars typically 22 - 25mm or fluted bars or twisted bars
- top rails let into the stucco and not surface-mounted
- metal handrails to basement steps

Repair and maintenance

Cast iron is durable provided that it is protected from moisture.

Cast iron is still produced. Standard patterns are still available or moulds can be made to match existing profiles. Repair of existing railings and reproduction of the original details where missing could greatly enhance the Driffield Road conservation area.

Mild steel is a cheaper substitute, but it has to be detailed very carefully to achieve the same character and so cast iron using traditional techniques is encouraged.



Sheet 8

Railings in the Driffield Road Conservation Area

Boot scrapers

These were often incorporated into the gate post stays or flat backed feature panel dividing properties on shared staircases to the front doors.

Gates

Gates were often hinged with simple pins fixed through the top rail and into a pocket in the stonework paving.

Reinstatement of missing gates with traditional gate detailing is encouraged.

The gate post often had an ornate cast iron finial and decorative support brackets.



Gate posts often had more ornate finials



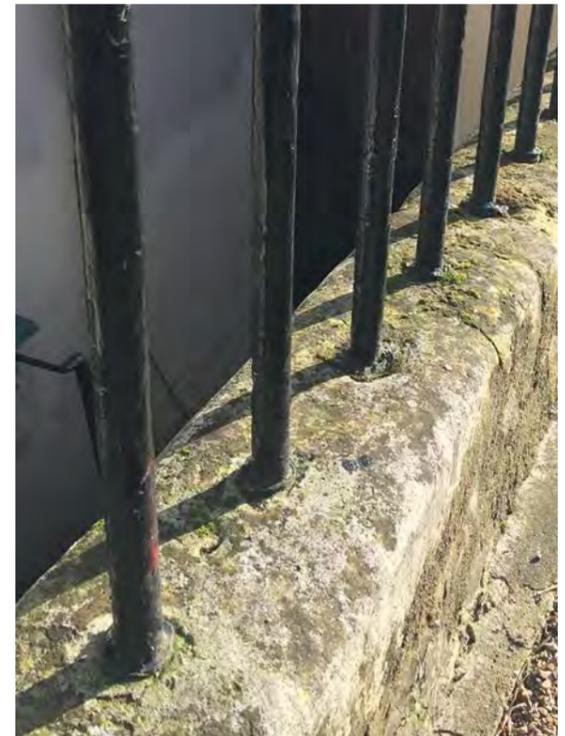
Gate posts often had different finials

Lead caulking

Bars were caulked into the stone plinth / base. Pockets were cut into the stone to form a circular recess. This is still the preferred method of installation and whilst today many of the bases are formed in concrete as a substitute for stone, this method can still be used. Once each bar (or paling) is in place, molten lead (or caulking) is poured in carefully, and is left 3mm proud of the base to ensure moisture run off. In properties with the curved metal capping, the railings would have been caulked in the same way and the lead would be installed flush with the capping or filled with a stone dust mix to allow moisture run-off.



Bars lead caulked into stone base



Bars lead caulked into stone base

Rail heads

Rail heads in standard patterns that match the original are available from suppliers such as Metalcraft, Britannia, James Hoyle and Son and others. If an existing pattern is not available, templates can be made from the existing. They can be cast together with the rail or welded from underneath in the factory so that the joint cannot be seen.



15/6/1
BD
H150
W100
B55X40
1.15KG



7/6/205
H240+43
W92
B23DIA
1.15KG



Cast iron rail head



Cast iron rail head

Sheet 9

Railings in the Driffield Road Conservation Area

If the existing railings are original or appropriate good quality railings, they should be repaired with missing components replaced to match existing. Some property owners have restored their railings using traditional methods.

If railings do not exist, it may be appropriate to install railings to a traditional pattern to complement the streetscape and enhance the Conservation Area. This would have the greatest benefit if the design and quality is consistent with other houses in the terrace, but some variation is also characteristic. It is important to establish which style is considered most appropriate as this will vary according to location.

Non-traditional materials or features designed out of character with the original will not normally be acceptable. The replacement of existing non-traditional poor quality railings with traditional high quality railings is encouraged.

There are several specialist ironwork companies that specialize in supplying and installing railings to closely match the traditional pattern and details. They would be able to match the original pattern and reproduce railings to match the original examples that remain in the neighbourhood.

There would be an economy of scale if metalworkers were to produce the same design for multiple properties, especially if bespoke details were to be produced and installation were coordinated between householders.

16/PN55
Flat back
H1410
W270
23.00KG

'Flat back' or 'cresting'

Left: Extract from James Hoyle and Son catalogue
@jameshoyle@btconnect.com

Some properties have a cast iron 'flat back' panel between staircases, which incorporates a boot scraper. We have not identified a standard pattern number to match the original casting but the pattern on the left is the closest casting we have found, from James Hoyle and Son. Reproduction of an original would be possible by making a template of an original, by specialist metalworkers for casting by a foundry. Specialist castings may be available from Ballantine Castings, Britannia, Metalcraft, Topp & Co. or others; however we cannot vouch for any supplier or product.



Typical railing components at entrance steps

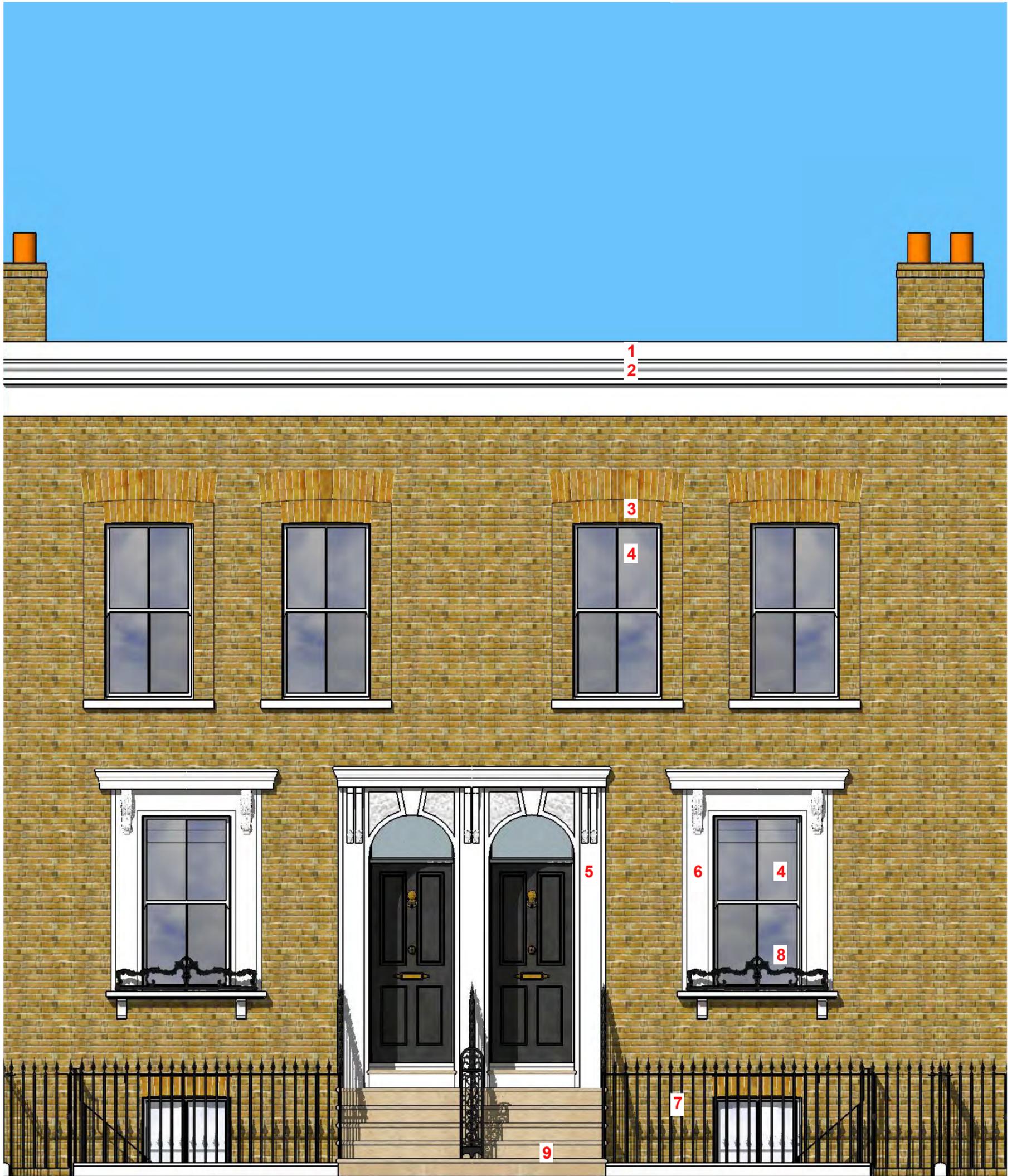
Prototype model Elevation

Sheet 10 Reconstruction of typical house in Driffield Road Conservation Area

Reconstruction of typical house

Original architectural features include:

- 1) Parapet wall to conceal London roof
- 2) Cornice (decorative horizontal moulding on parapet)
- 3) Mouldings or brick borders to first floor windows
- 4) Timber sash windows with delicate glazing bars
- 5) Embellished stucco surround to recessed front door
- 6) Decorative stucco surround to ground floor window (or bay window)
- 7) Cast iron railings on stone plinth
- 8) Cast iron pot guard on window sill
- 9) Stone steps



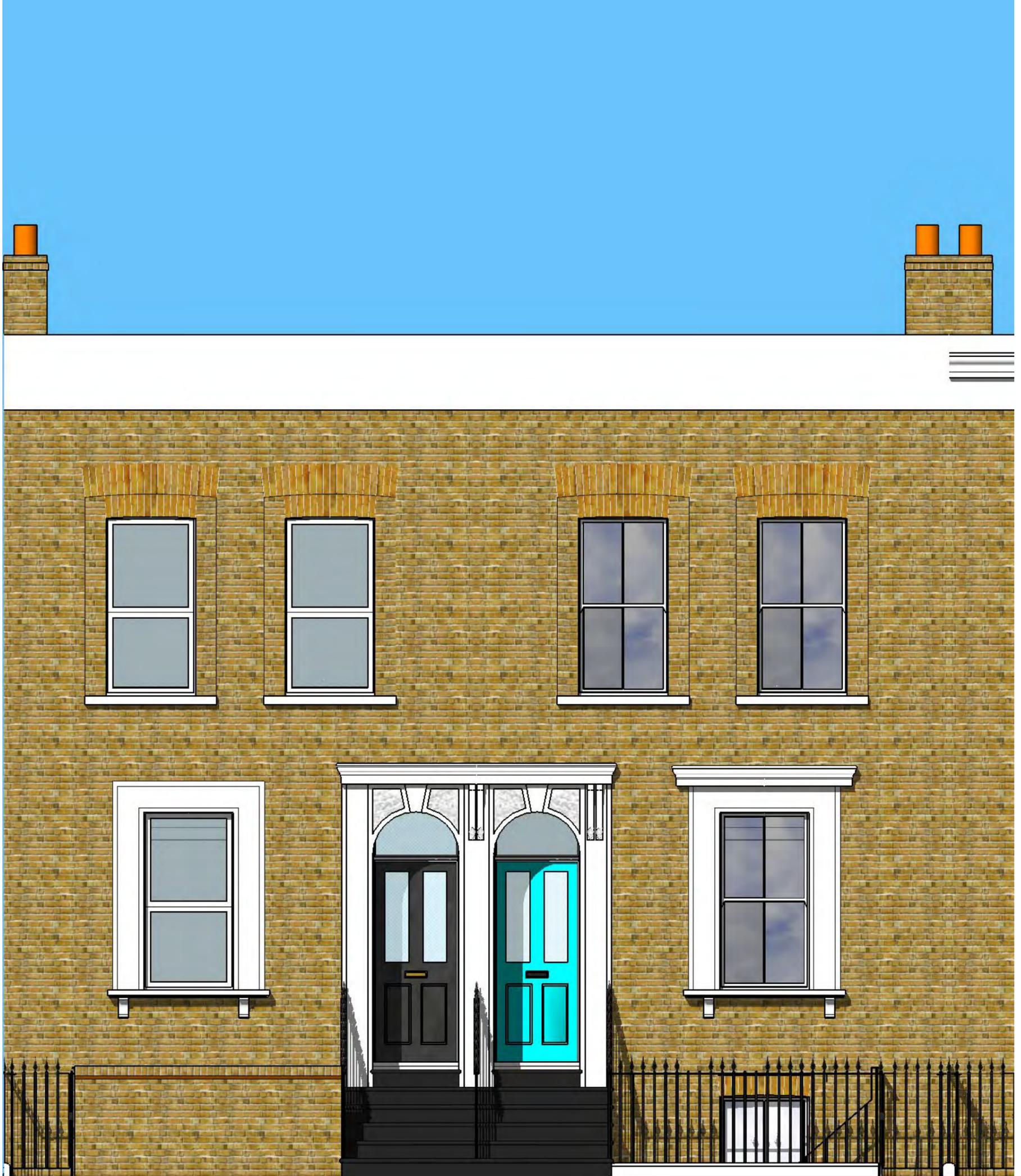
This is how a typical property in the Driffield Road Conservation Area might have looked when new

Prototype model Elevation Driffield road

Sheet 11 Typical contemporary elevations in Driffield Road Conservation Area

Over time many properties in the conservation area have lost architectural features due to lack of maintenance or changing fashion. Cornices need regular redecoration and if neglected they deteriorate quickly requiring extensive repairs. Many properties have lost the cornice and some have also lost the rendered panel behind the cornice.

Replacement windows did not always match the original timber sliding sash windows and frequently top hung or casement replacement windows in timber or plastic were installed, which detract from the character of the Conservation Area. In many properties the railings have been replaced with brick walls or fences. The cumulative effect of loss of original features reduces the character and integrity of the area.

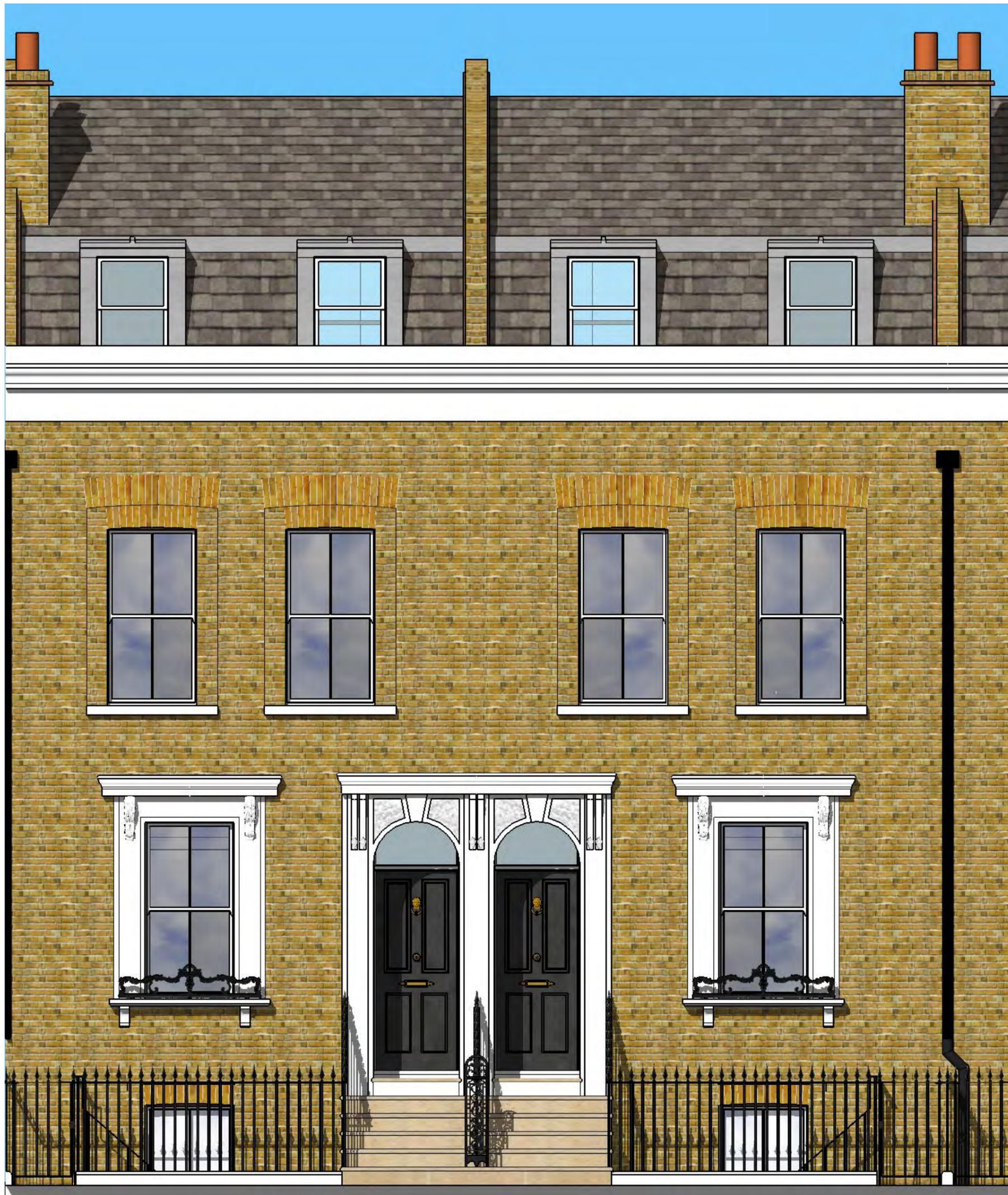


Typically properties in Driffield have lost some of their architectural features

Sheet 12 Typical extended houses with restored features in Driffield Road Conservation Area

When extending properties in the Conservation Area with a mansard roof, potential harm could be offset by restoring lost architectural features as illustrated below.

The Mansard Roof Design Guidance sets out design principles to be followed when designing a mansard roof extension, including guidance on appropriate materials and workmanship and technical considerations.



Prototype elevation of typical properties in Driffield Road Conservation Area with roof extensions and architectural features reinstated

Sheet 13 Miscellaneous features in Driffield Road Conservation Area

Pointing

The original soft London stock bricks would have been laid using lime mortar. The pointing can be susceptible to damage, particularly when bricks are cleaned, and needs periodic replacement. Most of the properties have been re-pointed using mortar that projects beyond the face of the brick. This does not match the original pointing, which was more recessive and therefore less visible than projecting mortar.

Avoid cement pointing! Many properties have suffered from inappropriate pointing in hard cementitious mortar. The problem with this is that it is harder than the soft bricks and so any moisture absorbed by the bricks cannot evaporate out through the joints. Trapped moisture builds up behind the face of the brick and frost-thaw action can accelerate deterioration of the brickwork.

Re-pointing should be in lime mortar set behind the face of the bricks.

Cast iron grilles and coal hole covers

The coal bunkers were ventilated by cast iron grilles and access covers were in cast iron. These details are characteristic of the area. Any original cast iron features should be conserved. Their retention, refurbishment, restoration and reinstatement where missing is encouraged.

Stairs down to basement

The traditional stairs down to the basement were built in stone, with a simple iron railing and handrail and a few examples remain in Driffield Road CA. Some replacements have been installed with steel or timber staircases. If renewing a staircase Yorkstone treads are preferred but simple steel stairs painted black are also considered to be appropriate.

Steps and paving

The numbers correspond with the numbers on the photos

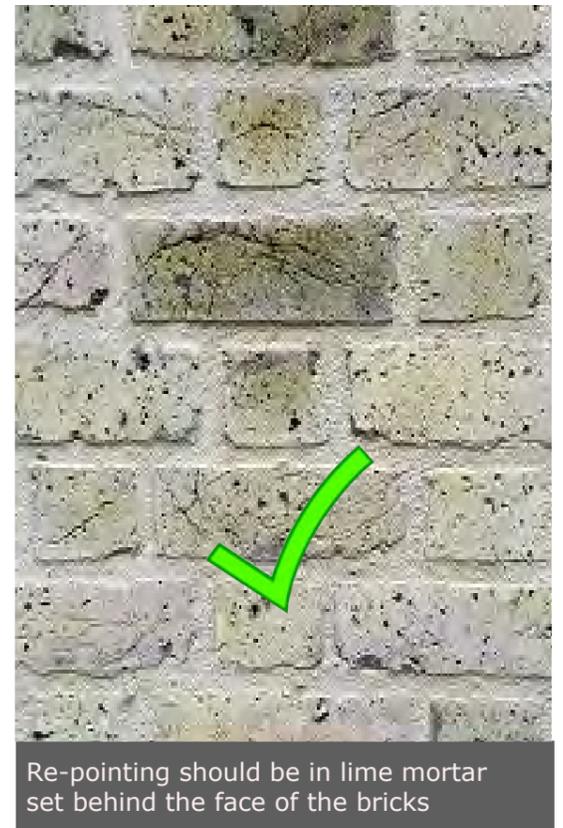
1. Nosing
2. Tread
3. Riser

Many of the houses have steps up to the front door, but nearly all of these have lost their original detailing, or it has been covered over with asphalt to waterproof the steps, or they have been replaced with concrete. It is possible to waterproof the structure from beneath the stone and to expose stone treads and risers (refer to Sheet 6).

The original paving and steps are likely to have been riven Yorkstone with a projecting nosing. The top riser in some cases was an iron grille as described above. Conservation of original features is encouraged. The flagstones inside the front area and on the steps were large and sourcing replacements of a similar scale can be problematic, but it is still possible, and piecing in repairs can be carried out by stonemasons. Smaller slabs would be acceptable.



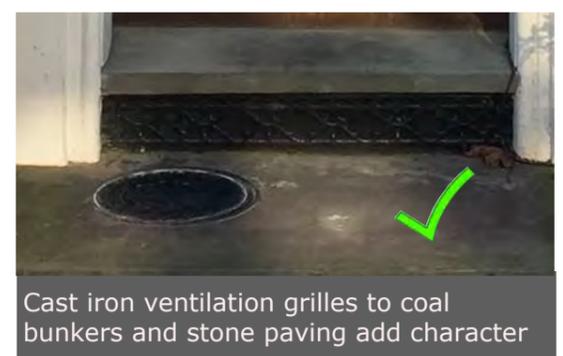
Weather-struck pointing is too dominant
Cement pointing can damage the bricks



Re-pointing should be in lime mortar
set behind the face of the bricks



Original cast iron and other Victorian
features should be conserved



Cast iron ventilation grilles to coal
bunkers and stone paving add character



Basement steps with Yorkstone
treads (2) with painted riser (3)

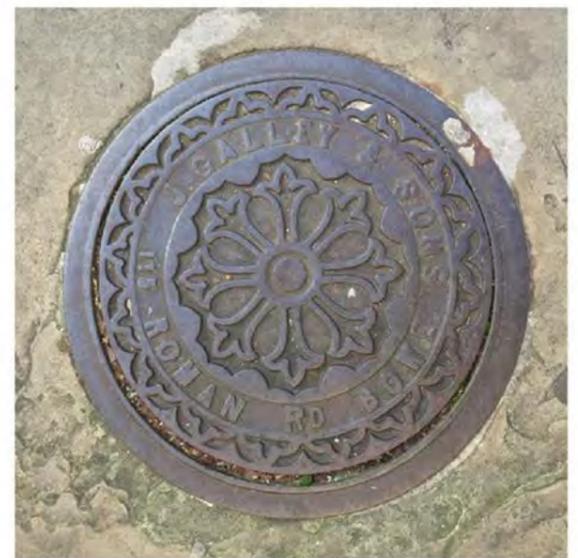
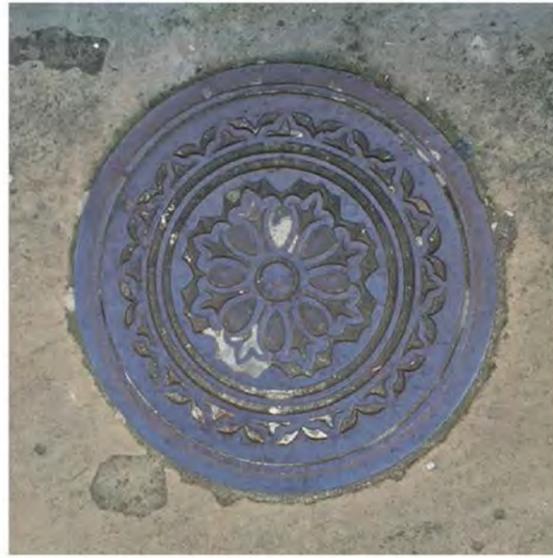


Yorkstone projecting nosing (1),
tread (2) and riser (3)

For consultation

Sheet 14

An appreciation of cast iron coal hole covers in the Driffield Road Conservation Area



YHCC4
P77
Coal hole cover
320 DIA
50 DEEP
COLLAR
248 DIA
42 DEEP
5.20kg

Above: Extract from James Hoyle and Son catalogue @jameshoyle@btconnect.com

Replacement castings can also be made from a mould of the original castings

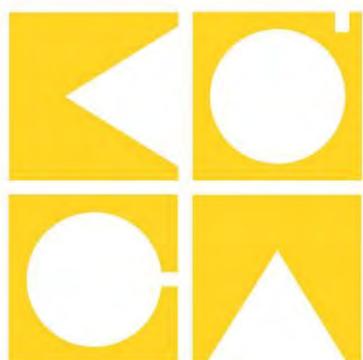


Medway Road

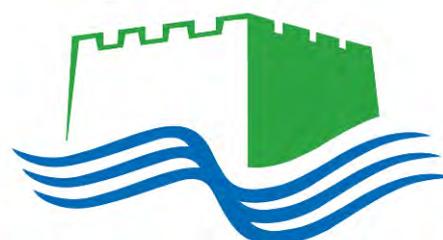
Medway Conservation Area Detailed design guidance for façade enhancements

Consultation Draft April 2017

To be read in conjunction with the Conservation Area Character Appraisal



Kennedy O'Callaghan
A r c h i t e c t s



TOWER HAMLETS

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1.0 INTRODUCTION

What is this consultation about?

This consultation is seeking views from residents, and other interested parties, on proposed measures to help increase the level of public benefit associated with individual planning applications for mansard roof extensions in the Driffield Road and Medway conservation areas. Public benefits are necessary where it is considered that a development proposal, such as a mansard roof extension, will result in harm to the historic environment. This is explained in further detail below.

How does this consultation relate to the one that was held last year?

Last year we consulted on options for mansard roof extensions in the Driffield Road and Medway conservation areas. These options, which were prepared by architects working on behalf of the council, explored ways to design roof extensions that would minimise the harm that they might do to the character of the conservation areas.

At last year's consultation some residents told us that they supported the idea of mansard roof extensions in the two conservation areas. However, some residents told us that they were concerned that allowing roof extensions would harm the character of the conservation areas.

Council officers carefully considered all of the comments that were received and also looked closely at the roof extension options prepared by the architects. After careful consideration, officers concluded that, overall, they could not recommend that the council adopted an approach whereby mansard roof extensions would generally be considered more favourably. This is because, even though the designs prepared by the architects did what they could to limit potential harm, this was not sufficient to comply with the council's legal obligations to preserve the character and appearance of the conservation areas. This view was presented to the Mayor and his Cabinet at their meeting in December 2016. To see the cabinet report (item 5.8 in the reports pack) and appendices [click here](#).

Why would mansard roof extensions cause harm to the conservation areas?

A detailed assessment of the harm that would be caused by mansard roof extensions is included as part of the officers' report to Cabinet, which is available to view on the council's website. This assessment finds that the introduction of mansard roof extensions would cause harm to a number of features that are considered to make a positive contribution to the character of the Driffield Road and Medway conservation areas. Some of the harm, such as the increase in size of the characteristically small scale houses and the loss of historic roof structures would be permanent and would increase as more mansard roof extensions are introduced. Other examples of harm, such as changes to the uniformity of the terraces and a decline in the consistency of the roofline, may eventually reduce over time if the number of extensions reintroduced uniformity. Overall, it was concluded that there would be potential for serious harm, particularly in the short to medium term.

Why do planning applications need to deliver public benefit?

The National Planning Policy Framework (NPPF), the government's overarching set of planning policies, states that where a development proposal, such as a mansard roof

extension, would result in harm to the historic environment, the harm must be weighed against the public benefits of the proposal. Harm to the historic environment can be outweighed if a development proposal demonstrates that it would deliver sufficient public benefit. However, the council does have a legal duty to give special regard to the protection of the historic environment, meaning that an appropriately high degree of benefit must be delivered to overcome the harm.

The government defines a public benefit as anything that arises from a development that delivers economic, social or environmental progress. For a development, such as a mansard roof extension, to be justified, public benefits must arise as a direct result of it. The benefit must also be of a nature and scale to be of benefit to the public at large and should not be just a private benefit, which arguably a mansard might be.

Would mansard roof extensions deliver public benefit?

A detailed assessment of the possible public benefits arising from mansard roof extensions is included as part of the officers' report to Cabinet in December 2016. This assessment found that only very limited public benefit would arise from allowing mansard roof extensions.

The report to Cabinet recognises that allowing home extensions may assist some residents by enabling them to accommodate their families within their existing homes without having to move out of the area. The council wants to support families by ensuring that there is a good supply of appropriate housing to accommodate them. However, it was concluded that for the purposes of overcoming harm to the historic environment, this factor could only be given limited weight as a public benefit. This is because it is very difficult to guarantee that the benefit would actually arise as a result of a particular development. It can also be argued that allowing mansard roof extensions may undermine social cohesion by encouraging buy-to-let investment and/or the subdivision of family homes.

Why is there another public consultation?

After carefully considering all of the responses to last year's consultation, council officers could not recommend that the council adopt a more permissive approach to mansard roof extensions. This was because there would not be enough public benefit to outweigh the harm caused to the historic environment. However, in making this recommendation, officers did suggest that, if Cabinet wanted to pursue a more permissive approach to mansard roof extensions, it could recommend that the council explore ways to try and secure additional public benefit, which may help to mitigate the harm caused to the historic environment. Alternatively, it was suggested that Cabinet could decide to accept the harm that would arise from allowing mansard roof extensions, providing it was confident that it would be meeting its legal obligation to have special regard for the protection of the historic environment.

Cabinet agreed to pursue the first of these two alternative options; to introduce measures to mitigate the harm to the historic environment by increasing the level of public benefit associated with this type of development. This alternative approach has not previously been consulted on, and would give rise to financial implications, as well as other considerations, particularly for residents seeking a mansard roof extension. Therefore, it is important that a further public consultation is held to seek the views of residents.

What is being consulted on?

The council has appointed consultant architects and asked them to prepare guidance that identifies, describes and illustrates potential works that could enhance the character of the Driffield Road and Medway conservation areas. These enhancements could be considered to be public benefits that would help to mitigate the harm that would be caused by the introduction of mansard roof extensions, which has already been minimised as far as possible by careful design considerations.

Two different types of enhancement have been looked at:

1. Enhancements that can be made by homeowners to improve the appearance of their properties. These improvements will, in turn, help to improve the character and appearance of the conservation areas generally.
2. Enhancements to streetscape that will contribute to the general improvement of the character and appearance of the conservation areas, these enhancements are specifically heritage related. These improvements could be delivered by financial contributions made through agreements associated with the grant of planning permission.

This document explores the first of these types of enhancement for the Medway Conservation Area. It illustrates the potential for enhancements to be made to individual properties that will help to improve the character of the conservation area by the reinstatement of lost features. If carried out to an appropriately high standard, these works could provide a public benefit that may mitigate harm caused by adding a mansard roof extension. The guidance is intended to show the standards expected and to illustrate examples that would be appropriate. It explains why using materials and workmanship to match the original could uplift the quality of the street. Adopting a consistent design over a group of houses or a whole terrace could contribute positively to the character of the area and could be considered a public benefit that would help to mitigate harm. The document explains the type of enhancements to individual properties which could be achieved and how they could be delivered alongside proposals for mansard roof extensions through the use of planning conditions.

Potential enhancements to the streetscape of both conservation areas are explored in a separate document, which is also part of this public consultation. It is envisaged that planning applications for mansard roof extensions will need to demonstrate how they contribute to both types of conservation area enhancement (façade and streetscape) to deliver an appropriate level of public benefit.

How are these documents to be used?

These documents should be read in association with the revised Medway Conservation Area Character Appraisal and Management Guidelines. The revised appraisal document offers guidance about what is important in terms of the character and appearance of the conservation area and provides a design for a sympathetically detailed mansard roof. This has been the subject of an earlier consultation.

The current documents set out potential enhancements to the façade and to the public realm and are intended to mitigate the harm which a mansard roof proposal is likely to engender. The documents give detailed advice regarding the type of enhancements which it is expected will accompany proposals for a mansard roof. To ensure a clear understanding of the implications of these proposals a table setting out the likely costs of the improvements identified both to individual buildings and within the public realm at today’s prices has been prepared. The relevant table of costs has been incorporated within this document and within that setting out the envisaged improvements to the public realm.

The documents also set out details of the way in which the scheme is to be delivered.

How can I find out more and how can I comment?

The proposed measures for securing additional public benefit will be the subject of a public consultation from **Friday 7 April to Sunday 14 May 2017**.

Two drop-in sessions are being held where the consultation proposals will be displayed and council officers will be available to answer questions:

Date and time	Venue
Thursday 20 April 2017 17.00 to 20.00	Bow Idea Store, 1 Gladstone Place, Roman Road E3 5ES.
Thursday 11 May 2017 14.00 to 17.00	St Paul’s Church, St Stephens Road E3 5JL.

Written comments on the proposals can be sent to us by email at:

placeshaping@towerhamlets.gov.uk.

You can also write to us at the following postal address:

The Place Shaping Team
Place Directorate, Strategic Planning
Mulberry Place
5 Clove Crescent
London
E14 2BG

2.0 POTENTIAL FOR ENHANCEMENT – TERRACED HOUSES

2.1 CORNICES AND PARAPETS

Illustrated Sheet 2 indicates the parapet wall, coping, cornice and stucco band and illustrates the contribution of the stucco mouldings to the character of the streetscape.

The guidance explains how it could be possible to achieve consistent parapet details even when they are carried out piecemeal across different houses.

Appraisal

The Conservation Area Character Appraisal identifies the continuous line of the parapet wall and the stucco cornices to the parapet as features of special interest, making a positive contribution to the character of the Conservation Area.

Most of the terraces in the Medway Conservation Area were designed to have a consistent parapet line with a rendered band course and cornice. Many of the cornices have been removed, resulting in an irregular, broken parapet line. Some have already been successfully renewed where previously missing and this can enhance the terrace substantially contributing positively to its character and appearance.

The maintenance, conservation and reinstatement of cornices is encouraged by the Council.

Parapet stucco band and cornice repairs

Repairs should be carried out by specialist contractors with experience of using lime mortar. The parapet brickwork should be checked for damaged bricks or loose or missing mortar. The coping should be checked to make sure that it is stable and there is no plant growth. Gutter cleaning and removal of all organic growth should be carried out regularly. Care should be taken when removing damaged render and when preparing surfaces for redecoration because they are likely to be coated in lead-based paint, which is toxic.

The stucco or render band on the face of the brickwork and the cornice should be checked for cracks and tapped with a metal tool to establish if there are any hollow areas where it may have come un-keyed. Where damaged, areas should be replaced in stucco to match the original mix (often containing lime putty with sand and stone dust but sometimes with other additives), or lime render. Lime products can only be applied if the temperature is at least 5 degrees and rising and it may require protecting with hessian to allow controlled drying, so these requirements need to be considered when the works are planned. Cement renders are not considered appropriate, as they can damage the brickwork because they do not allow for movement and water can get trapped behind hairline cracks and migrate to the inside of the wall. When any trapped moisture freezes it expands and can cause cracking.

Cornice replacement

If replacing the cornice the contractor would need to establish the moulding profile by taking a template from an adjacent property, accessed by ladder, by prior arrangement and the agreement of the householder. Ideally, property owners in adjacent houses would

liaise to facilitate reinstatement of lost mouldings at the same time, as this is likely to be cost-effective, would have the greatest visual benefit, and would allow the greatest consistency of detail.

Repairs to the brick parapet and coping may be needed before implementing cornice reinstatement. The parapet surface should be prepared and cleaned. The area to receive the cornice should be roughened to provide a key for the cornice.

There are 2 common methods of replacing cornices: run on site, or fabricated off site, as described below.

Run on site method

For short videos on running mouldings on site see <https://specialistplastering.com/blog/>¹

The specialist contractor should make a template to match the original cornices in the terrace and make up a runner and guide. Brass fixings are installed at approximately 30 centimetre centres, drilled in with resin. Non-ferrous wire is fed through the brass fixings to provide a framework to prevent the cornice from blowing. The temporary guide needs to be set up carefully to prevent damage and to ensure the moulding is aligned with the moulding on adjacent properties and adjustment may be required to take into account any settlement or changes in height across the terrace. The cornice will then be run freehand on site using the template as a runner, typically with a stucco mix of sand, cement and hydrated lime. Once dry this can be painted. (If a self-coloured finish is required to reduce future maintenance, a pre-mixed stucco of Portland or stone can be used but this approximately doubles the cost. Samples of the finish should be obtained in advance, so that colour and texture can be reviewed.)

Off-site method

Cornice mouldings can be fabricated from a template in a purpose-made mould and cast, typically using Fibrocem or Jesmonite² or similar materials made to look like stone and suitable for painting. Fixings are cast into the mould to allow fixing on site. Moulds can be re-used and therefore it may be a cheaper method for use over several properties at a time, but normally the specialist subcontractor would assess the best method for each application.³

¹ This is included for information only; we cannot vouch for the suitability of the work by the company or the contents of this blog.

² We cannot vouch for the suitability of these materials but specialist suppliers would provide advice on appropriate methods and materials for each situation.

³ The technical guidance has been compiled with the assistance of local plasterers listed below but their work has not been inspected and we cannot vouch for their suitability.

- KEVRYAN@londonrepointingandrestorationltd.co.uk, Kev Ryan Tel: 07830911177
www.londonrepointingandrestorationltd.co.uk

- cornicerepairs@gmail.com St. James' Plastering Services, James Lawlor Tel: 07970 308 825 / 0208 648 9173 www.cornicerepairslondon.co.uk

A list of specialist suppliers, consultants and craftsmen in traditional building conservation, refurbishment and design can be found in The Building Conservation Directory by Cathedral Communications Ltd, www.buildingconservation.com. All suppliers in the Directory pay a fee to be included and while Cathedral Communications does not formally 'approve' or 'recommend' them, they do screen out inappropriate suppliers and products to maintain the established integrity of the

The Council does not wish to be prescriptive about the method of installation of replacement mouldings provided that the appearance of profile and surface is appropriate and that it is adequately secured to the building.

However, products that are self-finished with a plastic appearance, such as fibreglass mouldings, would not be considered acceptable as they do not have the character and appearance of the traditional mouldings.

Corners and edges

Where only one house in a terrace is installing a replacement cornice, care should be taken to finish the ends neatly so that the next door neighbour could extend it seamlessly in the future. A movement joint may be necessary, especially where jointing to an existing neighbouring cornice; this should be profiled and coloured to match the cornice. Where adjoining properties do not align in height and at the end of terrace, care should be taken to return the moulding at 90 degrees to provide a neat edge.

Paint for cornices and rendered band courses

The original paint is likely to have been off-white to resemble stone. Traditional paint contained white lead and linseed oil which yellowed and dulled down over time. Care should be taken when removing damaged render and when preparing surfaces for redecoration because lead is toxic. Lead paint is no longer permitted except on some listed buildings. Redecoration paint should be in cream, off-white or a light stone colour. RAL 9001 is suggested. Matt or semi-gloss paints are considered to be appropriate. On lime render it is important that a breathable paint should be used.

2.2 WINDOW AND DOOR SURROUNDS

Illustrated [Sheet 3](#) shows typical details of the original stucco window and door surrounds.

The council supports the repair and reinstatement of original features where missing, using traditional techniques and materials wherever possible.

Appraisal

The decorative mouldings around doors and windows make a positive contribution to the character of the Medway Conservation Area. The details vary from terrace to terrace, but generally include arched stucco window head mouldings, and profiled mouldings to the top of the bay windows supported with foliate embellishments. Many properties have recessed front doors with an embellished stucco surround, often featuring an arched entrance with vermiculated or reticulated stucco panels over the door, and projecting mouldings with stucco console brackets. These details require regular maintenance and redecoration. The arched tops and decorative details to doors and windows make a positive contribution to the local character of this conservation area.

Directory. Users should seek more detailed information and advice from suppliers before undertaking any project.
Specialist trades may be members of the Craft Plasterers Guild or the League of Professional Craftsmen.

Repair

Each property should be assessed individually, to establish which features are original and if details are missing which details of neighbouring properties are the most appropriate to be copied. Most houses are paired with their neighbour, ie they are halls adjoining houses, but in some cases the features of the neighbouring property may not be original. Where decayed, original mouldings should be repaired before they become dangerous. Embellishments should be carefully recorded and repaired before the original details are lost. Missing door hood mouldings should be replaced to match existing originals, examples of which might exist at a neighbouring property. Similarly foliate supports to bay window heads and cills should be restored using existing originals as templates. To do this it may be necessary to get permission from a neighbour to allow a template to be made. Some of the projecting mouldings can be seen to be supported by brick or tile slips, but the construction details are likely to vary from house to house. The Council does not wish to be prescriptive about the method of repair or installation of replacements provided that the appearance of the profile and surface is appropriate and that the moulding is adequately secured to the building. This guidance recommends that repairs should be carried out by specialist contractors with experience of replicating traditional mouldings to match the original and experienced in the application of lime render or stucco (refer to Cornices footnotes above). The choice of colour is also important as a terrace looks more cohesive where consistency is achieved. As with the painting of the cornice, a cream, off-white or light stone colour is the most appropriate. RAL 9001 is suggested.

Replacement console brackets

Console brackets can be made off site, by plaster specialists (refer to Cornices footnotes above) or specialist suppliers of cast stone using products such as Fibrocem or Jesmonite⁴, using moulds of the original, or using 3-d software to provide laser cut templates. This becomes more cost effective if the reproduction moulding templates can be re-used and costs are likely to decrease if a large number are required for several properties at once.

Bay windows

Refer to illustration Sheet 3. Many of the properties in Medway Conservation Area have bay windows, for example properties in Medway Road, Lyal Road and Antill Road; these are fairly consistent in appearance but vary slightly from street to street. However, incremental changes such as the loss of console brackets, mouldings, sash windows or leadwork, or more dramatic alterations such as the loss of the bay altogether, can substantially change the appearance of a property and result in the erosion of their historic character.

Bay windows require maintenance and should be inspected and maintained periodically, including the roof. From time to time bay windows require structural repair, especially if they have not been adequately maintained. If they are visibly sagging or cracks appear on or near to the bay, a structural engineer's advice with experience of historic structures should be sought. A site inspection will be required and possibly some opening up for further investigation may be needed before the repair can be specified.

⁴ We cannot vouch for the suitability of these materials but specialist suppliers would provide advice on appropriate methods and materials for each situation.

Paint for window and door surrounds and bay windows

Refer to guidance for 'paint for cornices and rendered band courses', on page 7.

Lead flashings

Traditionally the bay windows are likely to have been roofed in lead. However, the depths of flashings were small and the visibility of the lead limited. In some cases the leadwork over bay windows has been removed, or painted over.

The original door and window hood mouldings and some of the shallower projecting mouldings formed in stucco were laid to fall and do not appear to have originally had lead cappings, although some have been added to protect them over the years. However, an adequate fall on the horizontal surface of a moulding is generally found to be sufficient to ensure water run-off.

Leadwork that is of adequate thickness and with suitable laps and flashings generally has a life-span of in excess of 70 years. Some of the leadwork has been renewed with good quality replacement leadwork, whilst in other cases it has been removed, over-painted or poorly installed, dumbing down the original quality of workmanship and detail.

Lead can be toxic and it needs to be specified and laid correctly; by specialist leadworkers using details approved by the Lead Development Association. A list of leadworkers and further information is available from www.leadcontractors.uk, email: info@lca.gb.com.

2.3 TIMBER SASH WINDOWS

Illustrated [Sheet 1](#) indicates the contribution of the traditional windows to the streetscape and [Sheet 4](#) indicates the components of a typical sash window in the Medway Conservation Area.

The Council seeks to preserve and enhance the character of the streetscape by conserving the original windows, and replacing inappropriate windows.

Appraisal

The Victorian terraced houses typical of the Medway Conservation Area had timber boxed sash windows of varying shapes and sizes but often with an arched head. Many of these remain intact, and these are features of special interest which make a positive contribution to the character of the Conservation Area. However some have been replaced with inappropriate alternatives such as plastic or metal framed windows or casement windows. Often the replacement windows have a straight frame to the new glazing and this has a very detrimental impact upon the character of the conservation area.

Historic England states⁵:

⁵ <https://content.historicengland.org.uk/images-books/publications/traditional-windows-care-repair-upgrading/heag039-traditional-windows.pdf/>

“in conservation areas, surviving historic fenestration is an irreplaceable resource which should be conserved and repaired whenever possible”

“Replacement plastic (PVC-u) windows pose one the greatest threats to the heritage value of historic areas”

“Traditional windows can be simply and economically repaired, usually at a cost significantly less than replacement. For timber windows this is largely due to the high quality and durability of the timber that was used in the past (generally pre-1919) to make windows. Properly maintained, old timber windows can enjoy extremely long lives.”

“Repairing traditional windows rather than replacing them is not only more sustainable but makes better economic sense, particularly when the use of shutters or secondary glazing to improve their thermal performance is taken into account. Crucially, retaining historic fabric, including traditional windows, is fundamental to good conservation.”

“Estate agents suggest that using poor facsimiles of historic features can actually reduce the value of a property. A survey of UK estate agents carried out by English Heritage in 2009 showed that replacement doors and windows, particularly PVC-u units, were considered the biggest threat to property values in conservation areas. Of the estate agents surveyed, 82% agreed that original features added financial value to homes and 78% thought that they helped houses sell more quickly.”

In the late C19th sash windows with relatively large panes of glass were fashionable and the windows in Medway Conservation Area are typical of their period, with timber box sliding sash windows with horns. The intermediate glazing bars were typically 19mm or slimmer.

“The introduction of cheaper and stronger plate glass in the 1830s removed the need for glazing bars, thus allowing uninterrupted views to the outside. However, the weight of the glass and the absence of any internal supports necessitated the introduction of ‘sash horns’ on the upper frame, extensions of the stiles that helped to strengthen the vulnerable frame joints at either end of the meeting rail”

The C19th glass had more character than modern float glass, retaining smaller bubbles and wavers. Where original glass still exists, it should be retained.

Many of the original windows also incorporate internal shutters, which significantly improve draught exclusion and solar shading when closed and their retention is encouraged.

Window Repair

Timber repairs should be carried out by a specialist. There are many specialist joiners who can undertake refurbishment including discrete draught exclusion using brush systems and repairs using precise replication of original moulding profiles.⁶ They will assess whether the windows can be repaired in situ or if they need to be taken to the workshop.

⁶ A list of specialist suppliers, consultants and craftsmen in traditional building conservation, refurbishment and design can be found in The Building Conservation Directory by Cathedral Communications Ltd, www.buildingconservation.com. All suppliers in the Directory pay a fee to be included and while Cathedral Communications does not formally ‘approve’ or ‘recommend’ them, they do screen out inappropriate suppliers and products to maintain the established integrity of the Directory. Users should seek more detailed information and advice from suppliers before undertaking any project.

Paint removal

Paint accumulation can clog up the drips and anti-capillary grooves and should be removed carefully. All accessible paint should be removed using wet abrasive paper. The original paint would be lead-based, which is toxic if inhaled, so masks and finger protection should be worn and the wetting reduces dust. Avoid stripping by immersion in an “acid bath” as this will deform the timber and weaken the joints ultimately leading to faster deterioration of the window. The paint removal will reveal the original mouldings.

Timber repair

Damaged components should be retained and repaired to match the existing (where original). Modern off-the-shelf replacements are often less crisp than the original moulding profiles and samples may be needed to ensure an exact match and for quality control.

Further information on windows and glass and their conservation is available from Historic England.

SPAB Technical Pamphlet 13 describes and illustrates typical joinery repairs and explains how to repair loose joints and carry out other repairs⁷.

Sealing

Weather stripping and acoustic sealant can be applied by creating a groove in the frame and/or replacing the timber beads at the edge of the window (sash beads parting beads). There are various methods, some of which are highly visible, and others which are equally effective but more discreet because they are inserted behind the timber bead. Replacement beads that incorporate draught seals can make a significant improvement to the thermal comfort of the room by reducing draughts.

Double glazing

If householders are considering replacement of glazing with double glazing then detailed proposals should be submitted for consultation and approval as double glazing is considered to be a material alteration requiring planning permission in the Conservation Area if not appropriately detailed.

Installation of double glazing can damage existing glass and mouldings, and is not encouraged in the Conservation Area. However where original glass is no longer present, it may be acceptable to install a thin sealed double-glazed unit (such as Histoglas⁸ or others) with coloured spacers within the existing frames. However, this is not encouraged as it is all too easy to lose original mouldings and dumb down the fine detailing. Often the replacement of windows can result in the loss of the characteristic arched top to windows, and the impact of this can be particularly detrimental.

⁷ www.spab.org.uk/bookshop

⁸ We cannot vouch for the suitability of this product but specialist joiners should be able to provide advice on appropriate methods and materials for each situation.

Wide profiled double-glazed units with silver spacers are not appropriate for use in the Conservation Area because they are highly visible, result in a strange mirrored appearance to the glass and often require replacement glazing bars with deeper profiles.

Secondary glazing

Secondary glazing, sometimes referred to as storm windows, can be considered. As the properties are not listed, internal secondary glazing that is separate from the external window does not require planning permission. A sheet of glass or perspex can provide a good level of acoustic insulation, draught exclusion and security, although it should not be considered if this would result in damage to shutters or original mouldings and the contractor should assess whether secondary glazing could be installed without damage. It is necessary to consider how the room will be ventilated and how the windows will be cleaned.

Redecoration

The windows should be primed and painted with a minimum of one undercoat and one top coat, but this will need to be done in stages if the windows are repaired in situ. The junction of the sash window pulley stile and sash stile should be waxed instead of painted to allow the window to slide open.

Window replacement

If a property has windows that have been replaced in the past with plastic or metal windows or casement windows, then replacement with timber sash windows to match the original is encouraged. Original windows may still be intact on neighbouring properties and these may be appropriate for basing the details on; professional guidance might be needed but illustrated Sheet 4 provides guidance on the typical components of the traditional Victorian windows to facilitate identification of the original features. There are many joiners who specialise in providing traditional timber sash windows to match original Victorian details and who should be able to provide advice on thermal and acoustic performance. It is important that detailed site dimensions are taken for every window as Victorian properties are often out of plumb and sizes may vary.

Changing windows within a single family house does not require planning permission unless it is considered to be a material alteration such as a change to upvc (plastic), to double glazing, to the size of the window, or the method of opening, whilst in a flat within a terraced house changing windows is something which needs planning permission. Upvc is not likely to be acceptable as the details and appearance differ from traditional timber framed windows. Double glazing would require careful detailing to maintain a traditional appearance (see Double Glazing above).

2.4 FRONT DOORS

Illustrated Sheet 5 shows photos of typical doors and Sheet 6 identifies typical original details for design guidance.

The council supports the repair and reinstatement of original features where missing, using traditional techniques and materials wherever possible.

Appraisal

Many of the properties in the Conservation Area retain their original front door and architraves. Their details and quality enhance the character of the Conservation Area. The typical door in Medway Conservation Area has a single bottom panel with a heavy timber moulding and applied central panel with scalloped concave corners. The top has two vertical glazed panels with timber beads. Some of the doors have leaded lights with stained glass, some have plain glazed panels which may have etched or sandblasted glass for privacy. Some replacement doors have solid timber panels with beaded surrounds. Most doors do not have a weather bar projecting at the base as this is not required due to the depth of recess, so driving rain is not an issue. The doorways have plain glazed over-lights (or fanlights) above the front doors, sometimes with the house number applied to the glass. Some doors retain their old glass, but others have been replaced, sometimes with laminated glass to enhance security.

The doors are typically set well back from the façade behind the stucco surround, which provides shelter and modulates the terraces. In some cases doors have been repositioned at the front of the reveal and in some houses metal gates have been added, but these interventions have a detrimental effect on the character of the terraces.

Repairs to doors

Repair using traditional methods is favoured wherever possible, and many joiners offer this service. If the original door is in place, this should be regularly maintained and overhauled. Specialist conservation joiners may upgrade the draught resistance and security by concealing seals and bars within the frame and replacing the hinges. Leaded lights can be temporarily removed for restoration and cracked panels can be re-glazed.

Sometimes even if the original door has been lost, the original frame is still intact and can be retained. Conservation joiners are usually able to determine the most appropriate method for repair. Previous grooves for locks can be in-filled using pieced in timber. In some cases a two-part filler may be used if this retains more of the original timber; conservation grade filler can allow planing and sanding whilst some products dry too hard and can lead to further timber decay.

Replacement doors

Victorian style doors to match the original style are considered to be the most appropriate. Quality timber door manufacturers can offer the best traditional methods of construction for durability, using sustainably sourced timber, combined with draught resistance, advanced paint systems and integral locks with high levels of security.

Replacement front doors can be inappropriate such as those with large panels of glazing, semi-circular top-lights within the door, applied plywood panels or flush doors. These are not traditional features of Victorian doors and are not considered appropriate. PVC (plastic) doors are not appropriate in the Conservation Area because they do not follow traditional patterns or details adequately closely.

Doors should be positioned set back in the opening in their original location, to retain the depth and modulation of the streetscape.

Glazed panels

Original glass should be retained where possible. Replacement glass may be clear, etched, sandblasted, stained glass or obscured with film. A variety of glazed panels adds character to the area. Glazed panels may be laminated for improved security.

Door colour

Doors were traditionally painted in different colours, using oil based paint with natural pigments. Historic colour charts are now available from many paint suppliers, offering Victorian and Edwardian paint colour ranges. These colours are the most appropriate. Gloss or semi-gloss finishes are both considered acceptable.

Door ironmongery

Traditional doors generally had a central letter-box, a knocker and knob, an applied house number, and key holes protected by an escutcheon cover. Fittings would have been brass or cast iron. Door bells often had a push button beside the door. Some properties retain their original ironmongery although in some cases this has been over-painted. The quality of ironmongery is now very variable throughout the Conservation Area. Where properties are divided into flats, large surface-mounted intercom boxes can be detrimental to the appearance of the front of the property. Ideally boxes should be discretely located within the recessed area. Good quality traditional ironmongery can enhance the character of the property and Victorian patterns are still available. Where missing, reinstatement of traditional style fittings is encouraged.

Metal door gates / grilles

Some properties now have a metal grille in front of the front door, presumably added for fashion or to enhance the sense of security, especially where garden gates have been lost. These are not an original feature of Victorian properties and detract from the character of the Conservation Area, because they reduce the modulation of the facade provided by the recessed front doors. Planning permission is required for the introduction of a metal gate and would not be granted if permission were sought. The removal of gates in door openings is encouraged.

2.5 BRICKWORK AND POINTING

The guidance on illustrated [Sheet 13](#) alerts residents and contractors to the harmful effects of cement pointing and illustrates appropriate and inappropriate pointing.

Appraisal

The original soft London stock bricks provide a consistent appearance to the Conservation Area. The brickwork would have been bed and pointed using lime mortar. The pointing (the visible finished surface of mortar) can be susceptible to damage, particularly when bricks are cleaned, and needs periodic replacement. Many properties have suffered from inappropriate pointing in hard cementitious mortar. Most of the properties in the Conservation Area have been re-pointed with mortar that projects beyond the face of the brick. This does not match the original pointing, which was more recessive and therefore

less visible than the modern projecting mortar. This detracts from the delicate character of the original brickwork.

Re-pointing

The pointing should be set back from the edge of the brick to expose the arris (the edge of brick) to provide a crisp appearance. Some of the Victorian properties had a “struck” joint but the modern version of this (“weatherstruck pointing”) is far too visible and great care must be taken to avoid the mortar projecting in front of the face of the bricks.

Re-pointing in lime mortar

The use of traditional lime mortar for re-pointing is encouraged. Natural lime products must be applied when the temperature is above 5 degrees and rising and so this needs to be taken in to consideration when programming work. The existing pointing should be removed to a depth of about 20mm, carefully so as not to damage the corners of the soft brickwork. Re-pointing in lime mortar should be done by a specialist brickworker with experience of selecting and using lime mortar; pre-mixed lime mortars are available and can assist in quality control but the appearance can vary from one batch to another. The choice of sand is important to the final appearance of the pointing and samples are useful to establish an agreed appearance.

The problem with cement mortar and pointing is that it is harder than the soft bricks and so any moisture absorbed by the bricks cannot evaporate out through the joints. Trapped moisture builds up behind the face of the brick and frost-thaw action can accelerate deterioration of the brickwork.

Brick cleaning

Brick cleaning is sometimes desirable for aesthetic reasons, however, this is not usually necessary if the brickwork has not had any coatings applied. Sometimes staining is uneven and local stain removal is required, such as cleaning off bird fouling or atmospheric particulates that build up unevenly beneath projecting mouldings, so each case needs to be assessed individually to determine the most appropriate method of cleaning. The removal of paintwork or cleaning of brickwork after removal of over-coatings requires specialist procedures.

The main methods of brick cleaning are water cleaning using cold or hot nebulous spray, chemical cleaning, or poultice application. Brick cleaning should only be done following a trial sample area, using specialist methods with skilled specialist brick cleaning contractors with proven experience, as it can have a harmful effect on brickwork and decorative mouldings. The contractor will need to know the main factors of brick cleaning i.e. water contact time, water pressure, associated rinse procedure, pre-wetting procedure, etc. Aggressive sand blasting, high pressure water or harsh chemical cleaning are not generally accepted conservation methods because they can damage the surface, removing the fireskin (the outside hardened face) of the brick, leading to premature decay. This is can sometimes only become evident after the damage is done so close site control and a great deal of skill is necessary.

2.6 RAILINGS

The illustrated guidance starting at [Sheet 7](#) identifies the features of existing railings in the Medway Conservation Area and points out the features that are traditional. In typical Victorian properties railings provided a safety function to guard the edge of a light-well, and on properties with no basement the function of the railings was to demark the property's boundary, provide security and enhance the character of the streetscape.

In the Medway Conservation Area, there are few basements and very few of the original railings remain. It would appear that with no safety function they have largely been removed during the war to help the war effort. Some properties have replacement railings that were installed post-war and whilst these provide some streetscape enhancement, they are less embellished than Victorian cast iron railings and provide less architectural interest. By contrast, no. 9 Selwyn Road has a traditional railing style that enhances the character of the street and the details are a good example of appropriate detailing and are characteristic of the Victorian style (although the gate is missing). Illustrations are provided on [Sheet 7](#).

Railing repair and reinstatement, where missing, is encouraged by the Council and the design guidance identifies the elements, methods and materials to consider. It may not be appropriate to install railings in all streets and in all properties, but the guidance is generic.

Appraisal

The original railings would have added a layer of interest to the streets of Medway Conservation Area. Reinstatement of traditional railings along terraces would substantially enhance the area. Victorian railings tend to be robust, with generous rail heads and ornate scrolls, as illustrated in the guidance sheets. In Medway as there is no original precedent to use as a basis for replication, a generic style has been proposed in the guidance, using components that are available as standard patterns. Some variety is likely to be acceptable, but as a general guide the quality should be at least equivalent to that shown in the guidance, but each proposal would need to be assessed on its own merit.

Cast iron

The traditional railings of the late 19th century were of cast iron. Ornate rail heads and finials on gate posts were cast from moulds and mass produced in foundries using sand casting. Over 200 patterns are still available for re-casting. The rail head was forged to the bar, which was typically $\frac{3}{4}$ -inch (20mm) diameter, or profiled in a fluted or barley sugar pattern which were cast together with the rail head. Top rails to join the bars together were formed from flat iron bars supplied loose, drilled at six-inch (150cm) centres, and fixed on site, with the palings (vertical rails or bars) pegged and leaded to the rail, and the rails were joined together with traditional lap joints. At the base, each bar was installed into a recess in the stone plinth and secured using molten lead to caulk the joint, a technique which is still used today and is favoured by conservationists (see guidance on caulking below). At the end of the run and at gate posts, cast iron stays were installed to provide lateral restraint, often detailed with a scroll and sometimes with some further embellishment and boot scrapers were sometimes incorporated.

Steel

In the C20th mild steel became more commonly used as a cheaper alternative to cast iron. Steel is heavier than cast iron and modern steel railings are often much thinner than the originals and their details appear unsubstantial and less characterful than cast iron. However, it is possible to detail steel railings to have the same appearance as traditional cast iron, combining traditional craftsmanship with modern production techniques. To enable the traditional details need to be adapted to suit the use of steel.

Steel rail heads were developed using the dye cast process which is a stamping method using hydraulic pressure applied to molten steel inside a box containing reusable templates. This method is quicker and more cost-effective than the cast iron sandblasting technique.

Where cost constraints drive the proposal for steel in place of cast iron, great care should be taken in the detailing to ensure that when painted, the railings resemble the traditional cast iron originals as closely as possible.

Details to avoid

Thin bars, railings without decorative rail heads or with rail heads that are too small are not considered to be appropriate in the Conservation Area as they are not traditional and are not a close match to the original. Welded joints visible on the surface should be avoided as they can be unsightly. Some modern finials are screwed to the rail, but if the screw remains accessible these are unsightly and can be prone to theft, so all fixings should be concealed. Some modern replacement railings incorporate a bottom rail but this is not considered appropriate as the traditional railings in the area were fixed directly to the base with lead caulking (see below for guidance on caulking). Householders should also be aware that steel can be galvanized for rust resistance, but galvanised railings are not considered appropriate because most galvanised railings are made in panels and factory finished and this technique does not lend itself to traditional detailing. Railings traditionally had an oil based painted finish and the appearance of a galvanised steel finish or a polyester plastic coated finish are at odds with a traditional appearance.

When considering a planning application for railings, the Council would require adequate drawings and illustrations or samples to ensure that the proposal would be appropriate for the Conservation Area. The bars, heads and finials should be as large as the original examples in the surrounding neighbourhood, and all details should be designed to the correct authentic design. Guidance is given below.

Railing maintenance

The illustrated guidance starting on Sheet 7 provides illustrations and notes to facilitate appropriate details for the restoration of railings.

If not adequately protected from the rain, over time cast iron rail heads can become brittle at the junction with the bar when rust leads to decay. Cast iron is durable provided that it is well protected by rust inhibiting metal primer and paint; both iron and mild steel will rust if not adequately protected. Paint on original railings would have been lead based and adequate health and safety procedures should be taken when removing it. Cast iron railings were traditionally coated in a red lead base layer to provide rust resistance. Care

therefore needs to be taken when carrying out repairs as lead is toxic and health and safety procedures must be followed. If the metal is rusting the affected areas should be rubbed down to bare metal or stripped using conservation approved paint stripper in a controlled environment, and re-protected using specialist paint systems, often using zinc phosphate as a rust inhibitor. See 'painting ironwork' below for further information on decoration.

Where original railings remain, even if they are in poor condition, it would be appropriate to repair them as follows:

“seek to retain and preserve as much original material as possible, using traditional materials and techniques in repairs, with minimal disturbance to the original work, and using reversible processes where possible”⁹

“Regular inspections combined with cleaning back and repainting localised defects can extend the life of a paint system almost indefinitely. Historic railings should ideally be repainted using traditional paint systems¹⁰ but, where maximum longevity is required or the site is very exposed, the use of modern two-pack epoxy-based paints, which provide excellent protection for up to 25 years, may be considered”

If the existing railings are original or appropriate good quality cast iron railings, they should be repaired with missing components replaced to match existing, using traditional techniques, by a specialist contractor¹¹.

Missing rail heads can be replaced to match existing, either using castings from standard patterns where available, or from a cast made from an adjacent rail head. The replacement rail head can be wedged into place and fixed with a galvanised pin through the side, sheared off, sealed and decorated.

For gates and railings not acting as guarding, the spacing is not currently legislated, but safety should be taken into consideration and it is important that there are no sharp edges or loose bars or rail heads.

Replacement railings

As original railings do not survive in the Medway Conservation Area, it is appropriate to install railings to a traditional pattern to complement the streetscape and enhance the conservation area. This would have the greatest benefit if reinstatement to more than one property can take place and if the design is consistent with other houses in the terrace. It

⁹ <http://www.buildingconservation.com/articles/historicrailings/historicrailings.htm>

¹⁰ Lead paint is not permitted except in some grade 1 and 2* buildings so would not be appropriate here.

¹¹ A list of specialist suppliers, consultants and craftsmen in traditional building conservation, refurbishment and design can be found in The Building Conservation Directory by Cathedral Communications Ltd, www.buildingconservation.com. All suppliers in the Directory pay a fee to be included and while Cathedral Communications does not formally 'approve' or 'recommend' them, they do screen out inappropriate suppliers and products to maintain the established integrity of the Directory. Users should seek more detailed information and advice from suppliers before undertaking any project.

is important to establish which style is considered most appropriate as this will vary according to location.

Non-traditional materials or features designed out of character with the existing buildings will not normally be acceptable. The replacement of existing non-traditional features with traditional alternatives will be encouraged.

There are several specialist ironwork companies that specialize in supplying and installing railings to closely match the traditional pattern and details and some provide a complete package of design, installation and decoration, including the stone base. They would be able to match the details and reproduce railings to match the original examples that remain in the neighbourhood. There would be an economy of scale if metalworkers were to produce the same design for multiple properties, especially if bespoke details were to be produced.

Finials and rail heads

Finials are the decorative headings to railings, often a railing will include principle finials, slightly larger more decorative heads on the top of gate posts, and support stays whilst the rail heads between these principle finials are more simply and modestly detailed.

Finials are generally more substantial than rail heads and are still formed in cast iron as the pressed steel method is not suited to finials. Timber templates were formed and sometimes the cast had to be made in several sections to allow the removal of the template from the cast. Modern templates can be made in resin using 3-d laser cutting using computer aided design. Existing original finials should be maintained and may be suitable as a template for reproduction. The guidance sheets illustrate examples of original styles of finial and rail head. If possible, liaise with owners who have original railings so that the railings contractor can measure the originals and if this is not a standard pattern they could take a cast of a rail head to use as a template for reproduction. This would mean that the sizes can be matched an important element of the historic character of railings. Taking a cast does not normally create any damage but any damage should be made good.

In streets with no precedence for original railings, a standard pattern of rail head as indicated in the guidance is considered to be appropriate and other styles may be acceptable although in order to maintain a locally distinctive vernacular, copies of original details from the area are encouraged. It is important that the rail heads are adequately substantial as small rail heads are not characteristic of the C19th railings in the area.

The rail head may be produced complete with the bar, or should be fixed to the bar without visible welds or fixings. The combined rail head and bar can be fed through the holes in the top rail with a 0.5mm gap all round that must be fully filled with paint to avoid degradation.

Finials should be fixed to the bar without visible welds or fixings and the joint should be neat and well decorated.

Balusters / bars / palings, top rails and backstays

The paling is the vertical rail, or baluster, in a railing. Profiles of these varied, but spacings were typically six inches apart (150mm centres).

The top rail is typically 50x10mm, but may be larger on some of the original railings with wide bars. The rail should be traditionally jointed with a lap joint. This was traditionally wedged and leaded but non-ferrous screws can be used if countersunk, filled and painted. Visible welds are not traditional and should be avoided.

Brackets and back stays are used to support the railings and gate posts. These were often formed with scrolls and embellishments, adding character to the railings.

New railings may be produced in panels, provided that the panel has no bottom rail and that the supports and joints between panels are traditionally detailed. A typical railing assembly may be supplied in 2 panels with a lap joint in the top rails, with the bars pre-assembled to the top rail, and with a temporary angle clamp at the base to maintain the spacing and facilitate site installation. At the base the bars should be caulked as described below.

Gates

Traditional Victorian railings often incorporated a gate to provide security and to demark the property boundary. Gates were fabricated to match the railings, so that the railing centres were maintained. Gates were hung from a pin and supported at the base. Some examples have gate posts with ornate finials and decorative scrolled stays, whilst others can be a simpler design to match the pattern and spacing of the railings. Traditional gates can still be made to match the railings. Gates should be inward opening as they must not encroach on the pavement.

Plinth details

Traditionally the plinth, or base, was stone. In the C20th concrete was used as a cheaper substitute, sometimes painted, and cast stone is now available.

To establish whether an existing base is of stone or concrete, look for visible joints and if there are joints it is likely to be stone. Paint removal can reveal the surface but beware the possibility of lead-based paint and take adequate precautions such as wearing a mask and gloves and wet down the surface prior to rubbing with damp abrasive paper.

Cast stone plinth blocks are available in pre-cast units made of a composite of cement, stone dust and other additives. They are typically 600mm long in order to be handled on site and the joints are typically 5mm wide, and are filled on site with a mortar containing stone dust to match the cast stone, so they do not need site painting. The units are pre-cast to include the recess for the railing bars and any gate posts and stays that are incorporated in the design. Sometimes deeper recesses are formed to increase the strength especially for railings that are for guarding. The coordination for setting out for of the plinth is usually done by the metalworker, who provides detailed drawings using computer aided design which are then used by the manufacturer of the plinth. The company responsible for design, structural calculations and detailed coordination should hold professional indemnity insurance.

Caulking

Railings were caulked into the stone plinth / base. Pockets were cut into the top of the base to form a square or circular recess. This is still the preferred method of installation and whilst today many of the bases are formed in reconstituted stone as a substitute for stone, this method can still be used. Once each bar (or paling) is in place, molten lead (or caulking) is poured in carefully, and is finished flush with the stone to ensure moisture run off, or filled with stone dust mix.

Painting ironwork

Most railings in the area are painted with black gloss or semi-gloss. In Victorian times railings were not always black, but black has now become characteristic of the Conservation Area and is considered appropriate.

Beware early paint coatings contained lead so precautions should be taken, and cast iron was often protected by red lead as a rust inhibitor. Most modern paint systems for metal include red oxide or zinc phosphate primer as the base coat. Suppliers should provide guidance for safe application and some systems are guaranteed for up to 15 years but ongoing maintenance is required. If well maintained, cast iron and steel railings should last for at least 150 years.

For rusted railings it is necessary to remove all coatings back to bare metal and to treat the rusted area and coat it in protective coatings. Surrounding paint coatings should be removed back to a firm sound edge and then feathered over a distance of 50mm in the region of the affected area. All gaps should be filled, primed and decorated because if water gets into the metalwork, rusting will lead to decay. To redecorate railings it is necessary to rub them down to get a key. It is important to ensure that the work is dry, clean, free from oil, rust and mill-scale, etc. For best results, mild steel or cast iron surfaces can be blast-cleaned or wire brushed thoroughly before painting. Degreaser should be used to remove oil or grease. This will help adhesion and give a longer life before any maintenance is required.

Some modern paints require specialist applications to allow adherence and manufacturers usually provide technical information and recommendations for surface preparation. It is good practice to carry out a trial before determining the specification for redecoration and to approve the finished appearance to use as a controlled approved area.

For painting over galvanised steel, please note that use of galvanised metal is not recommended in the guidance for replacement railings, but if redecorating existing railings that are galvanised, householders should be aware that on galvanised metal it is important not to damage the galvanised surface if removing paint and specialist preparations and paint systems are required to re-coat galvanised steel¹², following manufacturers' instructions for adequate preparation. For further information on galvanised steel see www.galvanizing.org.

¹² such as Vinylast® although we have not tried this product and we cannot vouch for it; metalwork contractors should be able to advise on appropriate coatings that are compatible with their manufacturing techniques.

For new railings, the ironwork suppliers often provide detailed guidance on coatings and many companies can include decoration in their supply and installation service.

2.7 CAST IRON FEATURES, GRATINGS AND GRILLES

Cast iron was used for ventilation grilles, coal hole covers and gratings, sometimes a cast iron decorative railing was installed on the ground floor window sill. Typical examples are illustrated on Sheet 12.

The retention and reinstatement of traditional features, where missing, is encouraged.

Grilles

Properties with semi-basements or coal holes were typically ventilated by a cast iron grille, and floor voids were also ventilated with cast iron grilles (Sheet 6). The casting pattern was sometimes decorative. These details are characteristic of the area and their retention and refurbishment is encouraged. If cast iron features have been lost there may be an opportunity to reinstate appropriate grilles based on the traditional style. Existing examples from adjacent houses should be matched where possible. Specialist metalworkers may hold matching patterns that can be cut to fit and primed in the workshop, with the top coat applied on site. Templates can also be made from original patterns. Alternatively, laser cut steel is now available and traditional patterns can be replicated using computer aided design.

Coal hole covers and gratings

Cast iron coal hole covers and gratings are characteristic of Victorian properties and are still intact in several properties in the Conservation Area and their character enhances the streetscape. They are varied in pattern as illustrated on Sheet 14. Their retention is encouraged. Replacement castings are available in standard patterns and could also be made from a mould of the original castings in the area.

2.8 PAVING AND STEPS

Front areas and front door steps were generally of Yorkstone as illustrated on Sheet 12. Conservation of the original paving is encouraged, and re-use of traditional materials and detailing is encouraged where the original has been lost.

Appraisal

The original paving of the front area and steps are likely to have been Yorkstone. The riser in many instances was an iron ventilation grille as described previously in this document. The door threshold often had a stone sub-sill with a timber sill over, sometimes covered with brass and some examples of this detail remain.

Stone paving

The flagstones inside the entrance porch, paving the entrance area and on the steps were very large slabs of Yorkstone and sourcing replacement slabs today can be problematic, but it is still possible but smaller slabs are considered to be acceptable. Stone can be

either new or reclaimed, from a reliable source. When selecting stone or reconstituted stone it is important to ensure slip resistance in dry and wet conditions; traditional Yorkstone paving had a riven finish and on steps the front surface was dressed to form a rounded nosing, but square edged nosings would also be acceptable.

When maintaining stone surfaces avoid using household detergents and solvents as these can encourage growth of moss and lichen that can become slippery. Surfaces can be scrubbed with a bristle brush and water; specialist stone cleaning products can be used if health and safety precautions are followed.

3.0 ESTIMATED COSTINGS FOR POTENTIAL ENHANCEMENTS

The following table provides indicative budget costs for the potential enhancements described in this document. The column to the right “associated costs” refers to costs that would be necessary to enable the work to be carried out such as scaffolding, rubbish chute and debris netting and the like.

It is included to offer a clear understanding of the implications of these proposals and the likely costs of the facade enhancements which you might be required to include within your planning application to offer public benefits which offset the harm which the introduction of a mansard roof will cause to the character and appearance of the conservation area.

The works proposed have been carefully considered by relevant professionals with extensive experience of works to historic buildings. The costs set out are indicative, the final cost of works being dependent upon the condition of your property, the extent of repairs needed and other matters such as scaffolding costs including the potential for extra lifts or the need to move it around.

They are intended to assist in establishing the costs of those works required to fund enhancements to your property and to broader public realm to satisfy the requirements of the National Planning Policy Framework.

Ref	Description of works	Works budget cost	Associated costs
1	Removal and replacement of the brick parapet (if unstable or if bricks are brittle)	£2,100	£1,300
2	Repair of the parapet including removal and replacement of the coping; replacement of 20 nr spalled bricks and re-pointing the parapet	£1,200	£1,300
3	Form stucco band at high level where none exists and decorate	£950	£1,300
4	Form stucco band and cornice at high level where none exists and decorate	£3,100	£1,300
5	Repair existing stucco and cornice at high level and decorate	£1,250	£1,300
6	Replace the stucco around the first floor windows if missing or beyond repair	£1,050	£650
7	Repair the stucco around the first floor windows if damaged	£350	£650
8	Replace the stucco to the ground floor windows if missing or beyond repair	£950	£300
9	Repair the stucco to the ground floor windows if damaged	£300	£150
10	Replace cornice to bay window at ground floor level if missing – approx 3m long	£3,350	£300
11	Repair cornice to bay window at ground floor level if damaged	£1,050	£300
12	Replace cornice to the porch if missing	£1,010	£300

Ref	Description of works	Works budget cost	Associated costs
13	Repair cornice to the porch if damaged	£850	£300
14	Replace the stucco to the door surround if missing or beyond repair	£950	£300
15	Repair to stucco to the door surround	£350	£150
16	Stucco console: fabricate mould and manufacture a replacement	£500 for a single console	£150
17	Repair console bracket	£400 per console	£150
18	Replace sash windows	£2,100	£270
19	Repair sash windows	£150 to £1,000	£270
20	Replace front door and frame where original has been lost	£2,250	£NIL
21	Repair front door	£500 - £1,000	£NIL
22	Remove door gate and make good finishes disturbed	£200	£NIL
23	Remove cement mortar and re-point in lime mortar (price may increase if existing is hard to extract ; a trial would confirm)	£1,200	£900
24	Replace paving leading to front door	£500	£NIL
25	Replace a single spalled paving with Yorkstone	£120	£NIL
26	Repair threshold and step up to door	£400	£NIL
27	Properties with staircase up to door - Remove covering, lay damp proof membrane; supply and lay new stone	£4,200	£300
28	Properties with steps to basement - lay damp proof membrane; supply and lay new stone	£2,750	£300
29	Cast iron vent in the step or bay window per vent	£400	£NIL
30	Removal and disposal of existing brick wall to the front of the property	£300	£240
31	Make good stone plinth and provide and fix new railings with traditional detailing, lead caulked fixing (prices allow £6 - 8 per rail head assuming steel rail heads on cast iron railing bars; prices can increase depending on pattern) excluding gate and return between properties	£5,400	£240
32	New reconstituted stone plinth plus railings as item 31	£6,200	£240
33	Return between properties say 1.2m long	£2000 per return	£NIL
34	Single gate in steel and cast iron with traditional details, posts and rail heads	£1,300	£NIL
35	Pot guard on window sill in cast iron with two returns (as seen on Roman Road) supply cost from an existing template	£400	£650

Notes on cost table

Your attention is drawn to the following:

1. The costs above exclude VAT.
2. The associated costs are based upon the assumption that each work activity is carried out in isolation of any other works. If several items of work are carried out together then the cost of the associated works such as scaffolding can be shared across several work items.
3. All costs exclude general site overheads such as site cabins, portaloos, shared welfare etc. This cost would be added by a main contractor if carried out as part of more major works.
4. Assumptions have been made concerning the extent of repair works to each area of stucco work. This will vary from house to house.
5. Under item 16 the cost per console would reduce as the number of consoles increase. This is because the majority of the cost is in the taking of site measurements and fabricating the mould. If say 6 consoles can be cast the cost of the mould is split between them.
6. For the sash window repairs under item 19 the costs will vary depending upon the amount of work required. The lower end of the range assumes that a sash cord will be replaced and the window eased and adjusted. The upper end assumes significant work including the removal of one sash off-site for a repair under factory conditions with addition of draught seals.
7. Item 29 – Cast iron vent. If the manufacturer has to make a pattern to cast this then the cost would be significantly more but standard patterns are likely to be acceptable.
8. Items 32-35 – Castings. If a pattern has to be made the cost could be in the region of £5,000 to £8,000 to include a site survey and making a template by a specialist metalworker but this cost could potentially be shared across several properties if coordinated.

4.0 DELIVERY OF FAÇADE ENHANCEMENTS

The enhancement works set out in this document are intended to identify public benefits that will help to justify the harm caused by a mansard roof extension. In order to meet the government's definition of a public benefit for this purpose, the enhancements should arise as a result of the proposed development. That is, they should be delivered alongside the proposed roof extension as a single development scheme. Unfortunately, if enhancement works have already taken place they cannot be said to arise as a result of a proposed mansard roof extension and cannot be used to mitigate any harm that they will cause.

Planning applications will be expected to demonstrate that, as well as featuring an appropriately designed mansard roof extension, they will also provide sufficient façade enhancements to effectively mitigate the harm caused. The guidance in this document provides advice about what enhancements could be included to mitigate harm. Each case will be different, and it is not possible to say exactly which façade enhancements will be required to mitigate the harm caused by the proposed addition of a mansard roof extension. Much will depend on the existing condition of the property and whether any recent façade enhancement works have already been carried out. This should be discussed on a case-by-case basis with the council's Development Management and Place Shaping officers through the pre-application process.

In order to ensure that harm is properly mitigated, the council will use planning conditions to ensure that the proposed enhancement works are delivered alongside mansard roof extensions. This means that planning permission for a mansard roof extension will be granted, but once constructed, the extension cannot be occupied until the enhancement works have been satisfactorily completed.

In some cases, buildings have been subdivided into flats, and it would only be the upper flat that would benefit from a mansard roof extension. Where this is the case, the planning applicant in the upper flat will need to identify enhancement works that could be undertaken to the whole building façade. If the enhancement works do not directly relate to parts of the property that are within the applicant's ownership, the applicant will be encouraged to work with the owner of the other parts of the building to deliver a comprehensive façade enhancement scheme. Alternatively, grant funding (from the streetscape improvement fund) could be made available to the owners of lower floor flats so that they can improve the parts of the building façade that are under their ownership. However, such schemes tend to be expensive and time consuming to implement and would require a greater proportion of collected funds to be spent on administration.

As well as demonstrating how they will deliver façade enhancements, planning applications for mansard roof extensions will also be required to help to deliver off-site streetscape enhancements through a financial contribution. This is explained in more detail in a separate document that is also part of this consultation.

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 for the purposes of construction. Older buildings need to be evaluated individually to

assess the most suitable design and form of construction based on a wide variety of possible variables and safety considerations should be addressed for each project. **The London Borough of Tower Hamlets and Kennedy O'Callaghan Architects do not accept liability for loss or damage arising from the use of this information.**

5.0 ILLUSTRATED FAÇADE ENHANCEMENT SHEETS

Sheet 1 Medway Architectural characteristics of the Medway Conservation Area

The following features are positive attributes of the Conservation Area -

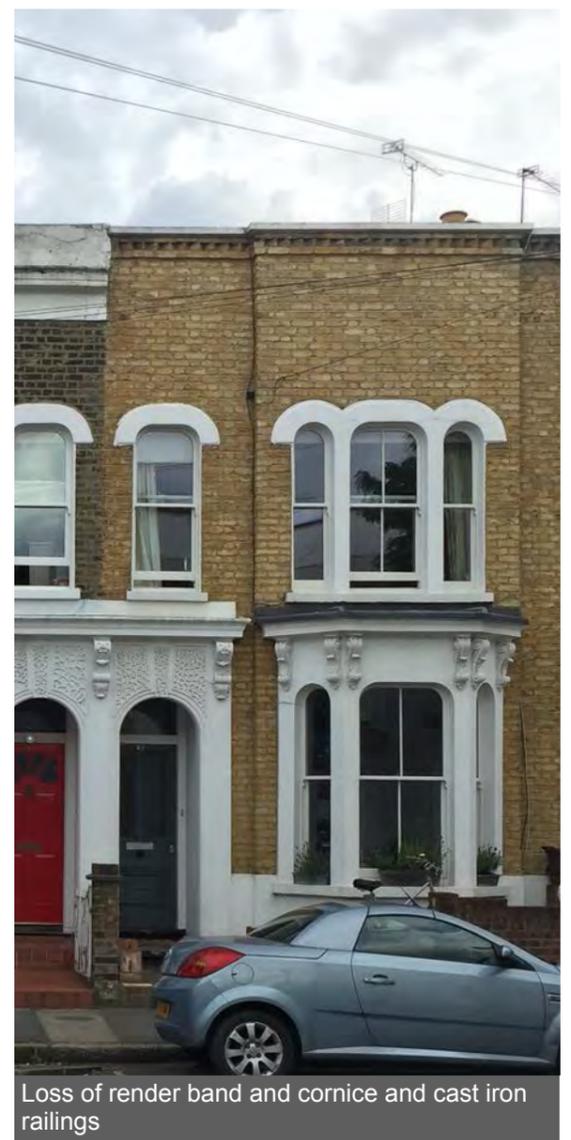
- Continuous line of parapet wall to conceal London roofs
- Cornice (decorative horizontal moulding on parapet)
- Mouldings or brick borders to first floor windows
- Timber sash windows with arched tops and delicate glazing bars
- Embellished stucco surround to recessed front doors
- Decorative mouldings or bay window to ground floor
- Cast iron railings on stone plinth
- Cast iron grilles
- Stone paving

The photographs illustrate where one or more of these characteristics has been lost from each of the properties

There is an opportunity to reinstate lost features when proposing a mansard roof extension as illustrated on the following sheets



Loss of render band and cornice and cast iron railings



Loss of render band and cornice and cast iron railings



Removal of features and rendering the façade can result in a significant change of character



Loss of console brackets on bay window; railings lack traditional details



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

Sheet 2 Medway

Enhancement of cornices and parapets Medway Conservation area

Definitions The numbers correspond to the numbers on the first photo

Copings

1. The Coping is the top course of the wall. Some incorporate a damp proof course such as a creasing tile

Parapet

2. The Parapet is the portion of of the wall above the roof or concealed gutter

Cornice

3. The Cornice is the horizontal decorative moulding made from stucco

Stucco Band

4. The stucco or render band is the flat surface applied to the front of the brick parapet, originally made from lime render and painted

Maintenance and repair

Parapet

Parapets are exposed on both sides and prone to weathering. Stucco requires regular painting to prevent water penetration and a breakdown of the surface or bulging of the stucco. The rendered band should be checked for cracks and tapped to make sure that it is not loose. Repairs should be carried out to match the existing (or in a stiff lime mortar) prior to any work to the cornice.

Cornice

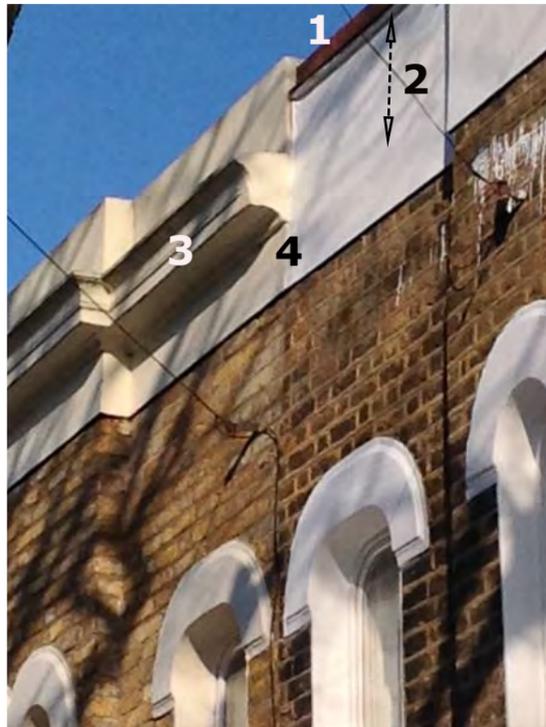
If running a new cornice, the new render band should include a scratch coat on the line of the cornice to provide a key. Cornices can be repaired or reinstated where missing by running a moulding on site. The profile should match the original and the top surface should be sloped to allow water run-off. A template can be made from an adjacent property with an original moulding by mutual arrangement between owners, by a specialist contractor, who then makes up a runner. Fixings are resin fixed into the brickwork at regular intervals and runner guides are temporarily fixed. The moulded profile is run using the guide and is built up in several layers. The ends should be neat enough for a neighbouring property to continue the moulding in the future. Ends of terrace and changes of level require 90-degree angles. Once sufficiently dry, the moulding is painted.

Gutter

Gutters should be swept regularly and biological growth should be removed and treated.

Pointing mortar

Repairs should use lime-rich mortar to allow the bricks to move and breathe and the pointing should not project beyond the face of the brick.



Missing cornice could be renovated using the adjacent cornice as a template



Loss of cornices reduces the architectural character



Post-war image shows the cornices intact
Picture archive <http://collage.cityoflondon.gov.uk/>



The same street in 2016 - the majority of cornices are missing

Sheet 3 Medway

Window and door surrounds in Medway Conservation Area

Definitions - The numbers correspond to the numbers on the first photo

1. Stucco door surround
Decorative feature around the door made from stucco, incorporating flat or embossed panels
2. Cornice
Horizontal moulding above the doorway, made from stucco
3. Console (bracket)
Decorative bracket made from moulded stucco
4. Recess
The depth of set back from the façade to the door frame

Characteristics

The photographs indicate some of the common characteristics of the Medway Conservation Area. There is a strong characteristic of paired doors with stucco hood mouldings and embellished surrounds, and moulded consoles. The doors are recessed in the openings, providing depth and visual interest. The profiles vary from terrace to terrace as the construction of the properties in the Conservation Area spanned over 3 decades (c.1860-1893). The detailed embellishment enhances the character of the Conservation Area.

Maintenance

Stucco architectural features require maintenance and redecoration to protect them from rain and frost. Signs of staining or plant growth are indicators that excessive moisture is present. This can lead to bulging, cracking and premature failure.

Repair

Stucco features can be repaired or re-run to match the existing by specialist contractors. Casts can be made from nearby mouldings by mutual consent with neighbours.

Horizontal surfaces on mouldings were slightly angled to shed water.

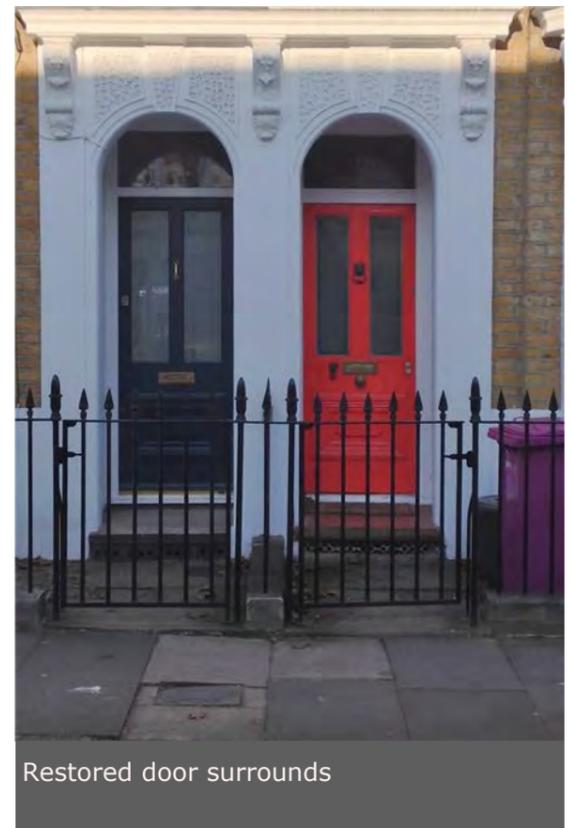
Restoration

Where mouldings have been lost, their restoration is encouraged. Like-for-like reproduction can be achieved using materials to match the existing. Specialist contractors may need to investigate the original details and may need to take a cast of original mouldings from an adjacent property, by mutual consent.

The cornices over doorways were often formed over projecting tile courses to provide support but the detail may vary from property to property. Modern replacement mouldings usually use metal straps epoxy fixed into the brickwork and non-ferrous wire to provide support for mouldings that are run on site.



Door surround (the numbers refer to definitions to the left)



Restored door surrounds



Typical curved stucco moulding over first floor windows in Medway Conservation Area



The curved stucco over the bay window was a typical detail but many are lost



Decorative consoles deteriorate when not well maintained



A typical bay window surround (although window horns are missing)

Enhancement Guidance

Sheet 4 Medway

Timber sash windows in Medway Conservation Area

Features

The numbers correspond with the numbers on the drawing to the right

1. Stucco surround with arched head, painted
2. Curved timber window head and frame
3. Horn integral with top window sash
4. Meeting rail
5. Stone sill

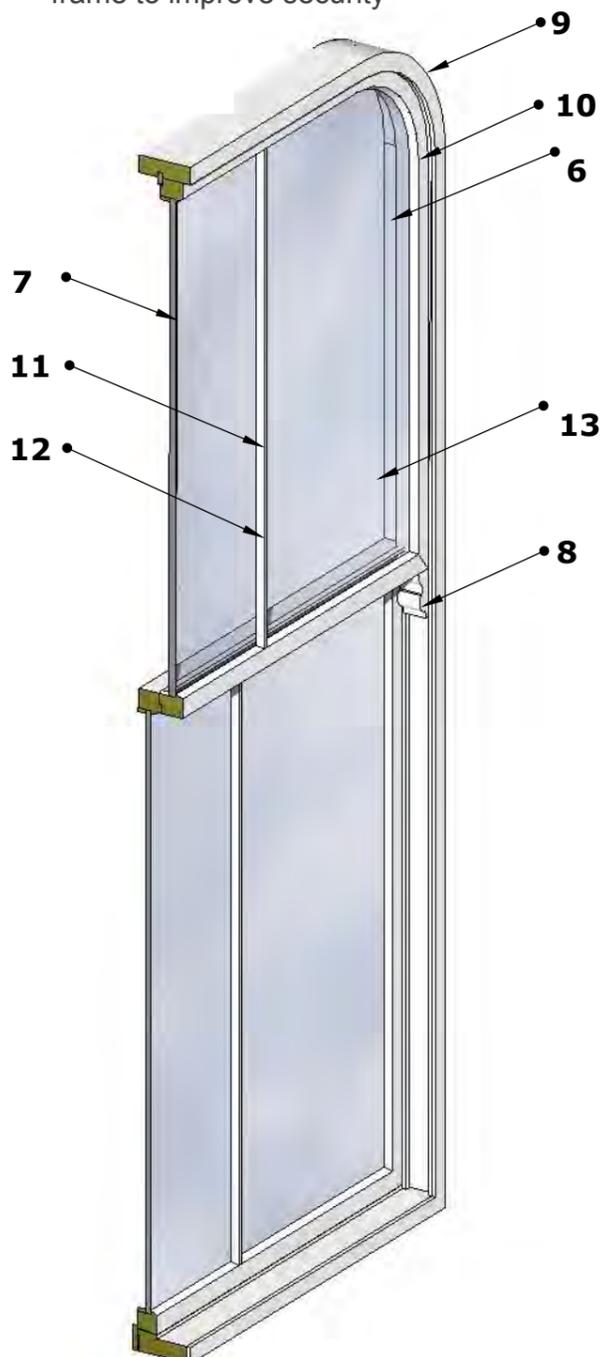
Timber boxed sash window

The numbers correspond with the numbers on the drawing below

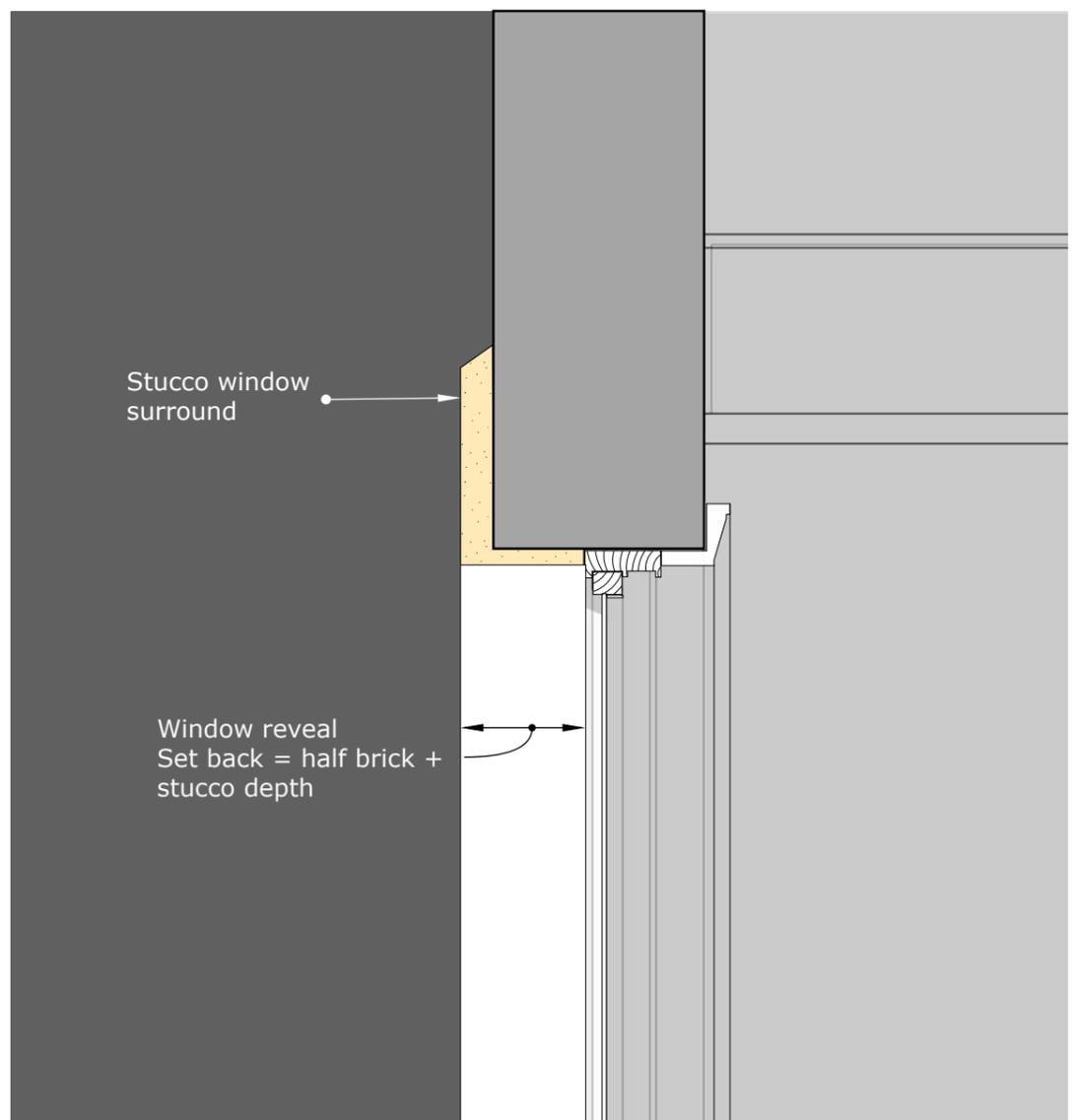
6. Staff bead & parting bead may be replaced with timber bead incorporating a concealed draught excluder brush or rubber strip
7. Original glass looks uneven and should be retained
8. Horns provide strength; these are characteristic of late C19th windows and are often curved
9. Curved heads should be retained / reinstated
10. Box sash timber frame with lead weights; the weights may need adjusting to suit the weight of glass
11. Timber glazing bead with Victorian style profile; it is important to retain the slim profile to suit the Victorian character
12. Linseed oil putty externally
13. Concealed sash locks can be fitted to the internal frame to improve security



Typical timber sash windows in Medway Conservation Area. It is important to retain the curved head. The numbers are explained in the text



Typical timber sash window components



Section through window showing position of window in reveal

Sheet 5 Medway

Doors in the Medway Conservation Area

Appraisal

The original Victorian doors were characteristically recessed in behind ornate stucco surrounds.

The stucco is likely to have originally been painted off-white to resemble stone.

The original doors had two glazed panels and one solid panel beneath with a generous timber moulding. The threshold was often Yorkstone.

The ironmongery is likely to have been brass or cast iron.

Loss of character

Some of the replacement doors have not incorporated the original characteristics.

Bringing doors forward in the surround can lose the depth and modulation of the street.

Adding steel grills or gates in front of the door alters the character of the street by reducing the modelling of the façade.

Repairs

Original doors should be retained and repaired. If glass is broken it can be replaced with laminated glass for added security. Damaged timber can be patched with new timber pieced in. Hinges can be upgraded for improved security. Draught seals can be installed within the frame where they cannot be seen.

Replacement

If an inappropriate door is to be replaced, traditional Victorian style timber doors that match the original surviving doors are encouraged as these are considered the most appropriate.

If the original frame and architrave remain they should be retained. Recesses for old locks can be in-filled with timber if required.

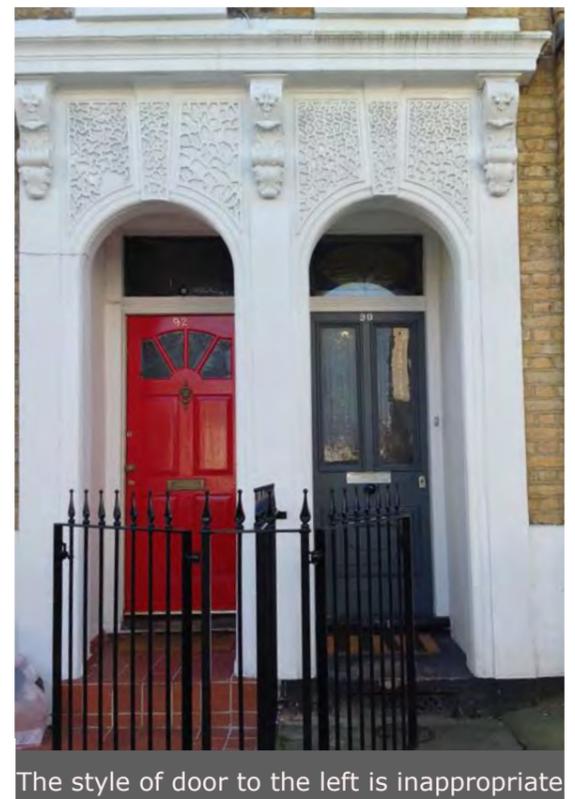
The architrave is an important feature of the door assembly and timber mouldings can be reproduced to match the original.

New doors can be made to suit the site dimensions and to match the original architectural details. Paint charts are available that include Victorian door colours.

Traditional Victorian style ironmongery in brass or cast iron would be the most appropriate.



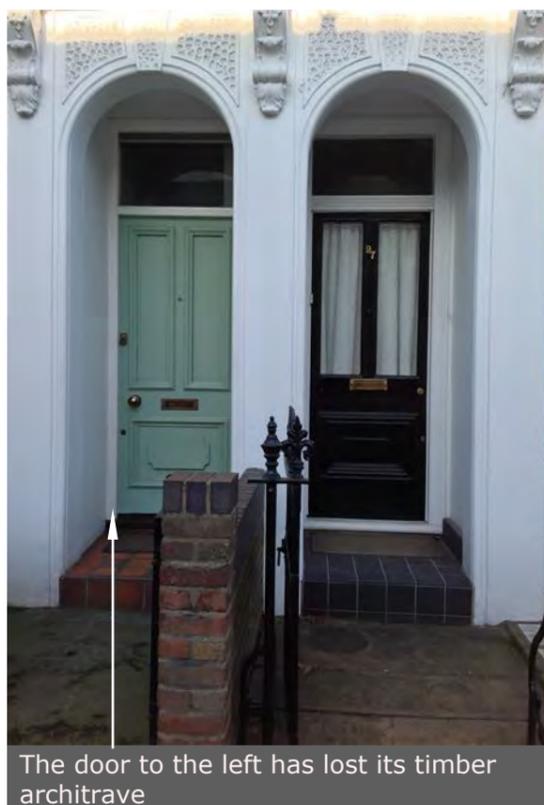
Steel gate reduces façade modelling



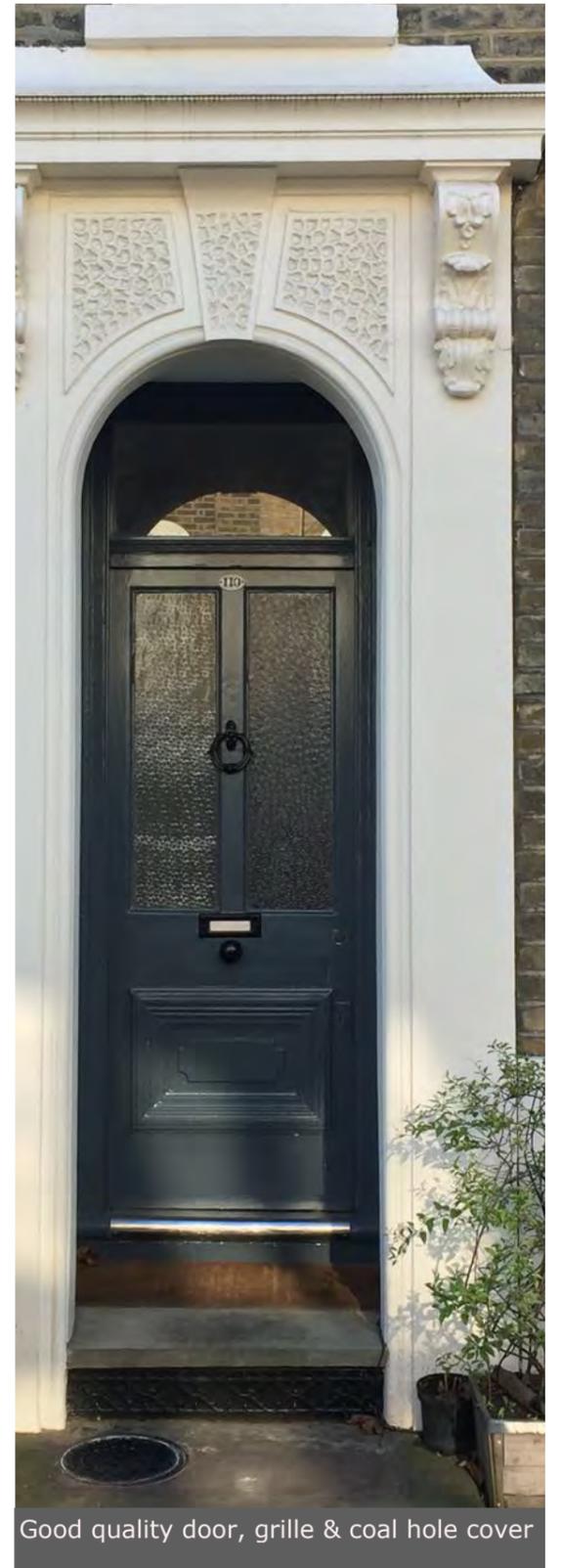
The style of door to the left is inappropriate



Good quality doors in Victorian style



The door to the left has lost its timber architrave



Good quality door, grille & coal hole cover

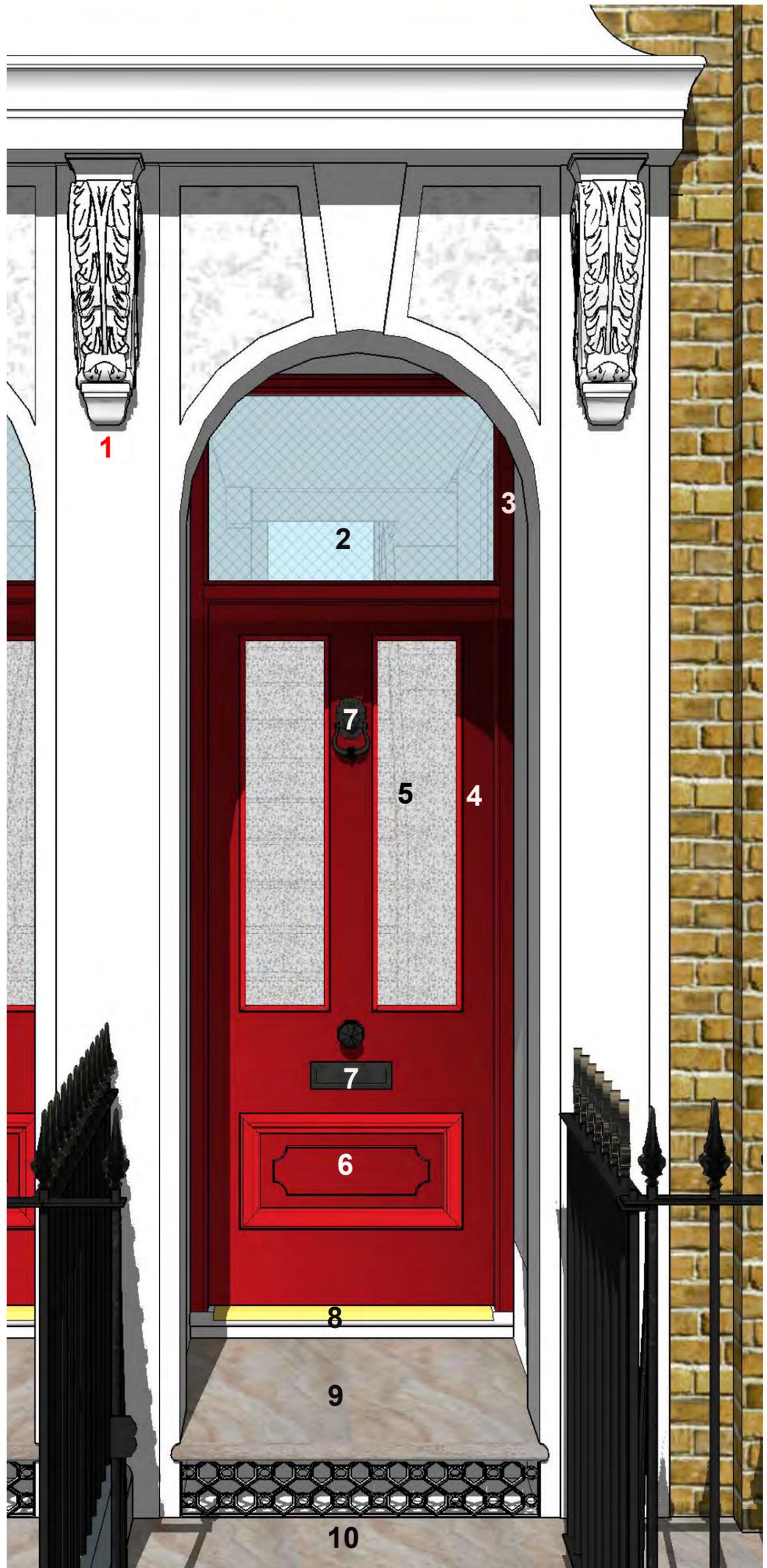
Sheet 6 Medway

Doors in the Medway Conservation Area

Characteristics of typical doors

The numbers below correspond to the numbers in the illustration.

1. Stucco door console bracket
2. Glazed fanlight
3. Timber architrave moulding
4. Timber glazing bead
5. Glass may be laminated for enhanced security and may be stained or obscured glass
6. Timber panel with heavy moulding; the style as illustrated is typical of the original doors in Medway Conservation Area
7. Traditional Victorian style ironmongery was typically in brass or cast iron
8. Timber or brass threshold
9. Yorkstone stair treads
10. Cast iron grille in stair riser to ventilate timber floors or coal hole



Typical door in Medway Conservation Area. The numbers are explained in the text

Sheet 7 Medway

Railings in the Medway Conservation Area

It is likely that the original terraces would have had railings defining the property boundary, with front gates, although some streets have no remaining evidence of railings. It is thought likely that the railings may have been removed wholesale in the war. Photographs available from <http://collage.cityoflondon.gov.uk/> from the 1960s show low level plinths but no railings.

Some properties have replacement railings that were installed post-war and whilst these provide some streetscape enhancement, they are less embellished than Victorian cast iron railings and provide less architectural interest.

9 Selwyn Road has a traditional railing style that enhances the character of the street and the details are a good example of appropriate detailing and are characteristic of the Victorian style (although the gate is missing).

Replacement railings

In Medway all or most of the railings appear to have been lost during the war and there is no precedent for restoration. Therefore a generic style is proposed in the guidance, which is sympathetic to the period style and which would enhance the character of the Conservation Area. Details should match traditional cast iron detailing with no visible welds. The bars should be a minimum of 20mm in diameter with rail heads at least 170mm high. There should be no bottom rail.

Lead caulking of bars into the plinth

Bars were caulked into the stone plinth / base. Pockets were cut into the stone to form a circular recess. This is still the preferred method of installation but cast stone is an accepted alternative to stone. Once each bar is in place, molten lead (or caulking) is poured in carefully, flush with the plinth or filled neatly with stone dust mix to ensure moisture run off.

Rail heads

Rail heads to match Victorian railings that are prevalent in the wider area are available in cast iron from specialist foundries or metalworkers*.



James Hoyle & Son* 7/6/205 or Britannia MN151



Metalcraft MN129 or F H Brundle London style*

Cheaper mild steel rail heads were mass produced post-war. The image below left matches the post-war replacement railings but this rail head is not as characterful as the Victorian rail heads in the area.

Cast iron is preferred because it is easier to achieve the traditional details without visible welds, but steel is cheaper and with careful detailing steel can be acceptable, subject to approval of detail.

*eg. Ballantine, Britannia, Brundle, James Hoyle and Son, Metalcraft, Topp & Co and others but please note, we cannot vouch for any supplier or their products



Strahan Road - inconsistent boundaries



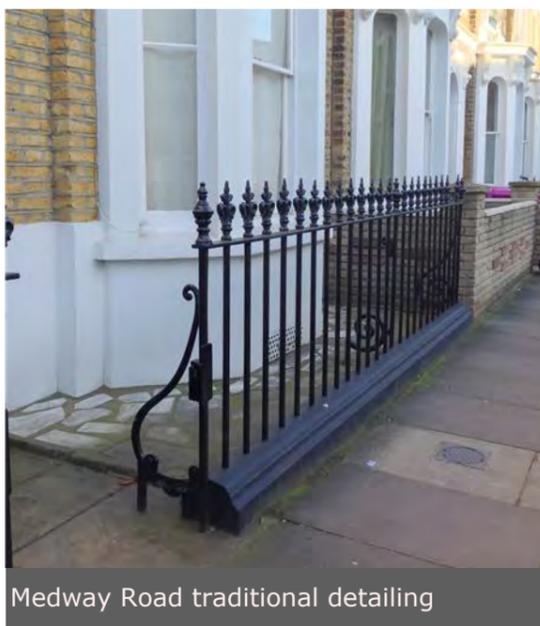
Strahan Road- loss of character



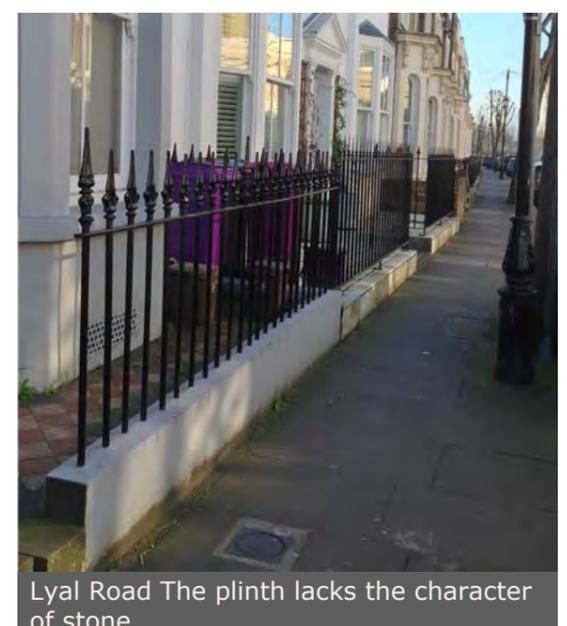
Antill Road replacement railings



Selwyn Road traditional detailing



Medway Road traditional detailing



Lyal Road The plinth lacks the character of stone

Sheet 8 Medway

Railings in the Medway Conservation Area

Non-traditional materials or features designed out of character with the existing buildings will not normally be acceptable. The replacement of existing non-traditional features with traditional alternatives will be encouraged.

There are several specialist ironwork companies that can supply, install and decorate railings using traditional methods and materials to closely match the traditional pattern, details and methods of installation. They would be able to match the details and reproduce rail heads and features to match the original examples that remain in the wider neighbourhood. There would be an economy of scale if metalworkers were to produce the same design for multiple properties, especially if bespoke details were to be produced.

Traditional features

- Cast iron bars set out 150mm from centre to centre
- Ornate cast iron rail heads
- Bars caulked (leaded) into the stone plinth (base) with no bottom rail
- Cast iron gates with rail heads to match the railings, fixed to the gate post on pins.
- Some gate posts have decorative cast iron finials on top
- Decorative cast iron stays (support brackets)
- Cast iron boot scrapers
- Cast iron round bars minimum 20mm in diameter, or fluted bars, or barley sugar pattern. Reinforcement bars are not an acceptable profile
- Top rails let into the stucco door surround rather than surface fixed
- Stone plinth (base) with square or curved profile



3d view of railings



Prototype model drawing of acceptable railings, with 20mm bars caulked into the plinth

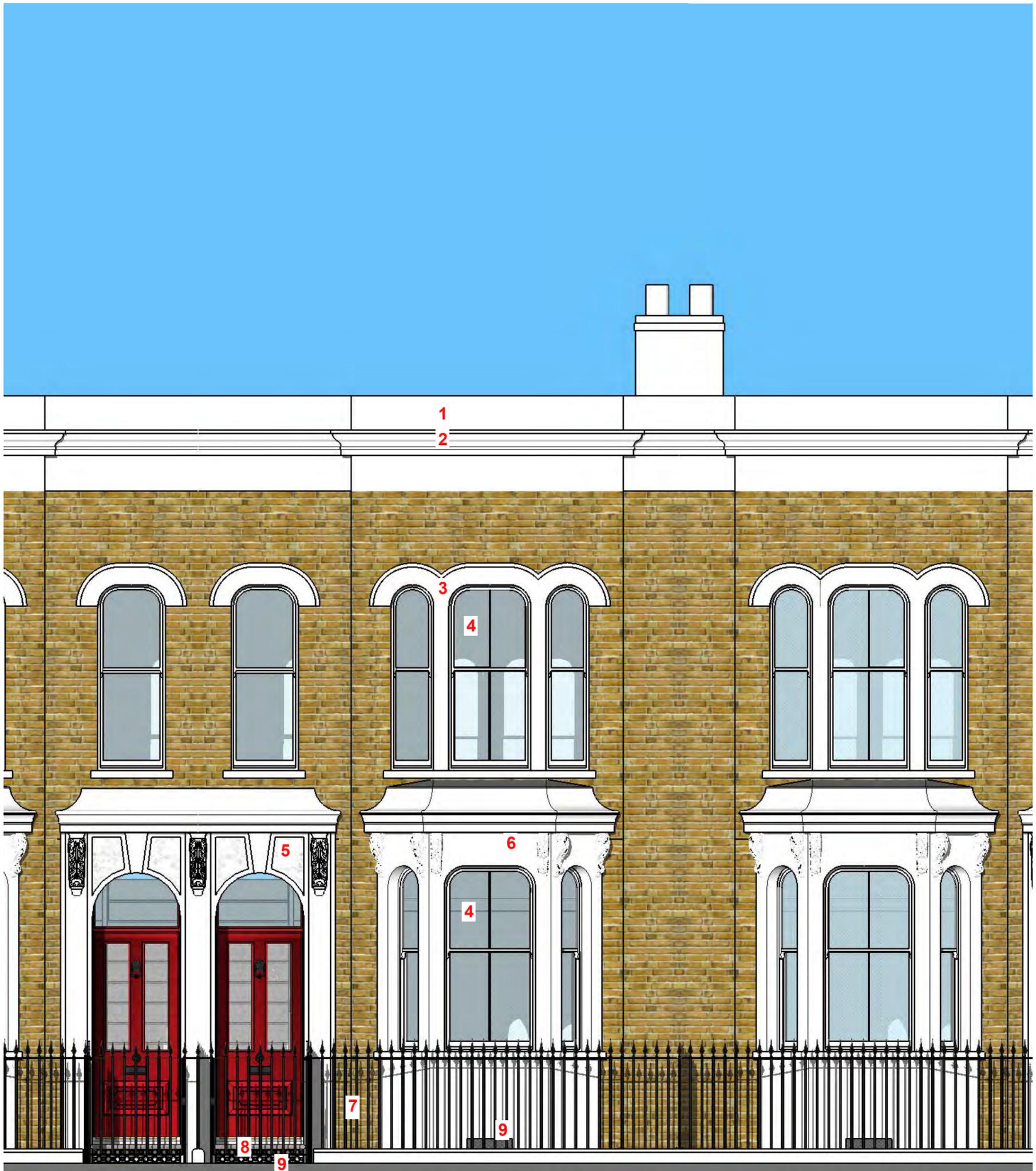
Sheet 9 Medway

Reconstruction of typical house in Medway Conservation Area

Reconstruction of typical house

Original architectural features include:

- 1) Parapet wall to conceal London roof
- 2) Cornice (decorative horizontal moulding on parapet)
- 3) Stucco mouldings around curved first floor windows
- 4) Timber sash windows with delicate glazing bars and curved heads
- 5) Embellished stucco surround to recessed front door
- 6) Bay window rendered and painted off white
- 7) Cast iron railings on stone plinth
- 8) Stone steps and paving
- 9) Cast iron ventilation grilles



This is how a typical property in the Medway Conservation Area might have looked when new

Sheet 10 Medway

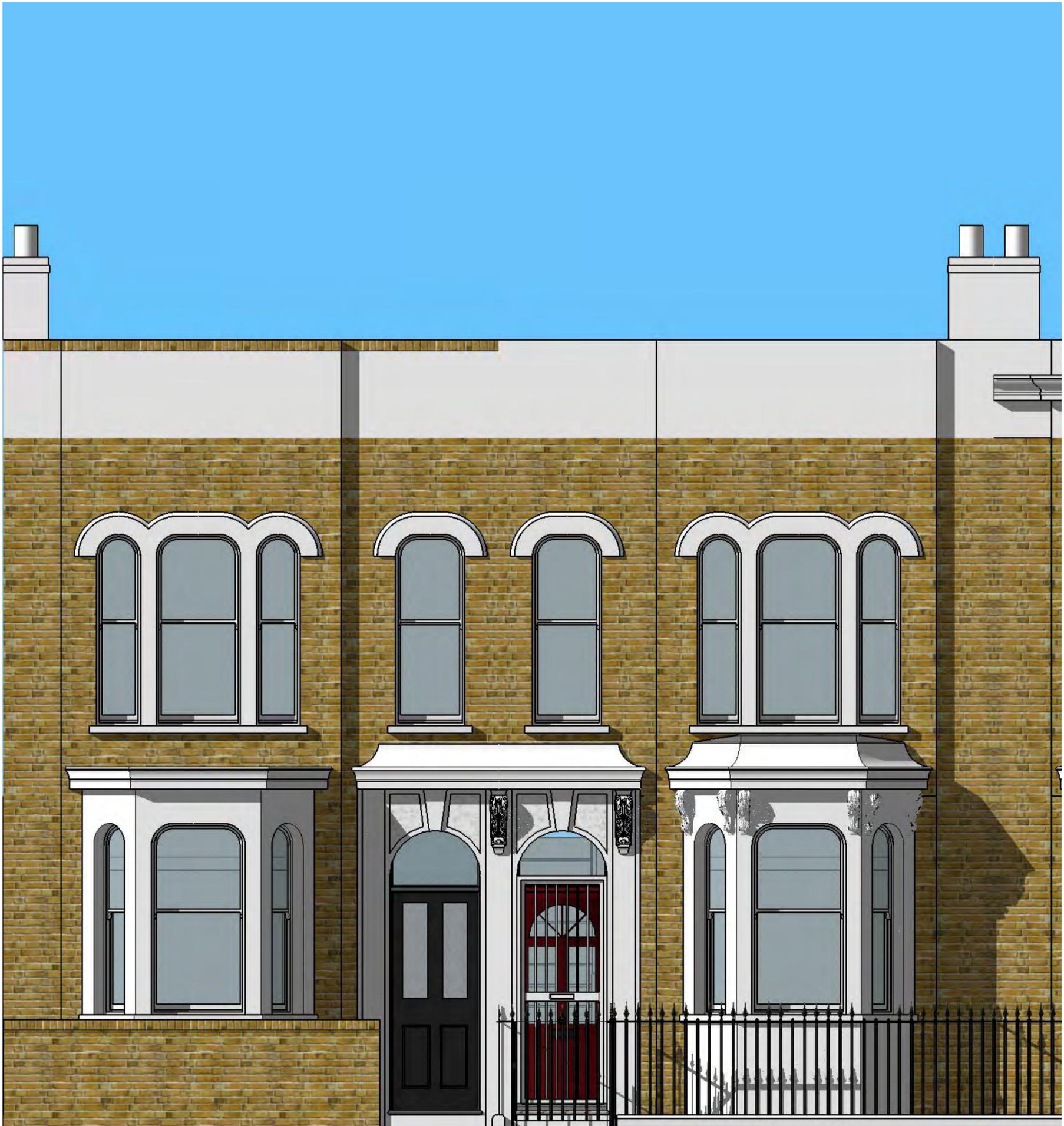
Typical contemporary elevations in Medway Conservation Area

Over time many properties in the Conservation Area have lost architectural features for a variety of reasons.

Cornices need regular redecoration and if neglected they deteriorate quickly requiring extensive repairs. Many properties have lost their cornice.

Replacement windows did not always match the original timber sliding sash windows and frequently top hung or casement replacement windows in timber or plastic were installed, which has detracted from the character of the Conservation Area. In some cases the replacement windows no longer have their curved head.

The cumulative effect of loss of original features reduces the character and integrity of the area



Typically properties in Medway Conservation Area have lost some of their architectural features

Prototype model Elevation Medway

Sheet 11 Medway

Typical extended house with restored features in Medway Conservation Area

When extending properties in the conservation area with a mansard roof, potential harm could be offset by restoring lost architectural features as illustrated below.



Prototype elevation of typical properties in Medway Conservation area with roof extensions and architectural features reinstated

Prototype model Elevation Medway

Sheet 12 Medway

Miscellaneous features in Medway Conservation Area

Pointing

Lime mortar

The original soft London stock bricks would have been bed and pointed using lime mortar. The pointing can be susceptible to damage, particularly when bricks are cleaned, and needs periodic replacement.

Cement pointing

Many properties have suffered from inappropriate pointing in hard cementitious mortar. The problem with this is that it is harder than the soft bricks and so any moisture absorbed by the bricks cannot evaporate out through the joints. Trapped moisture builds up behind the face of the brick and frost-thaw action can accelerate deterioration of the brickwork.

Re-pointing

Most of the properties have been re-pointed using mortar that projects beyond the face of the brick. This does not match the original lime pointing, which was more recessive and therefore less visible than projecting mortar.

Cast iron grilles and coal hole covers

Some properties have coal bunkers ventilated by cast iron grilles placed at the base of the bay window and in the front step riser. These details are characteristic of the area and their retention, refurbishment and restoration is encouraged. Cast iron grilles should be decorated to prevent decay.

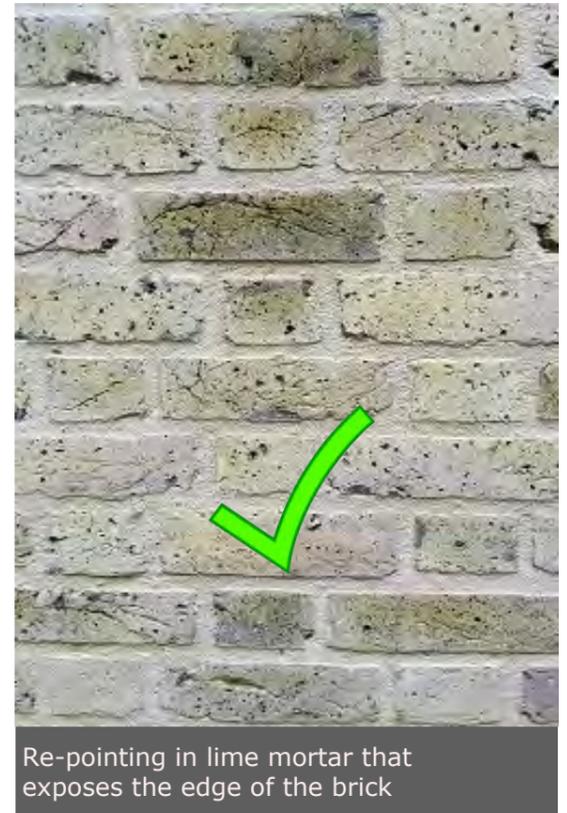
Steps and paving

Most of the steps up to the front door have lost their original detailing or it has been covered over to waterproof the steps, or they have been replaced with concrete. The original paving and steps are likely to have been riven Yorkstone and the steps would have had a projecting nosing. The top riser in some cases was an iron grille to provide ventilation as described above.

The flagstones inside the entrance were large. Indent repairs can be carried out to damaged areas. If the original stone flags are missing, replacement with Yorkstone flags to match the original is encouraged. If necessary, smaller slabs would be acceptable.



Weather-struck cement pointing



Re-pointing in lime mortar that exposes the edge of the brick



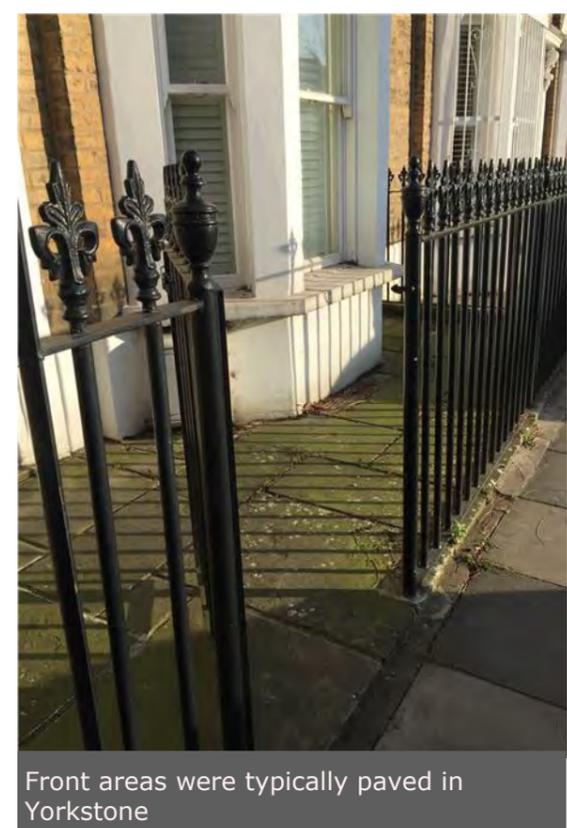
Cast iron grilles to cellar



Cast iron ventilation grilles to coal bunkers



Yorkstone paving

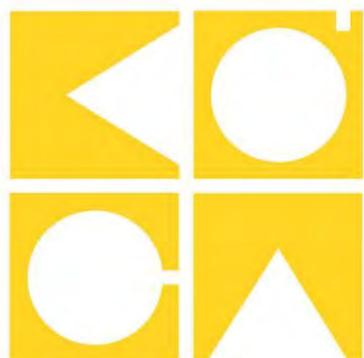
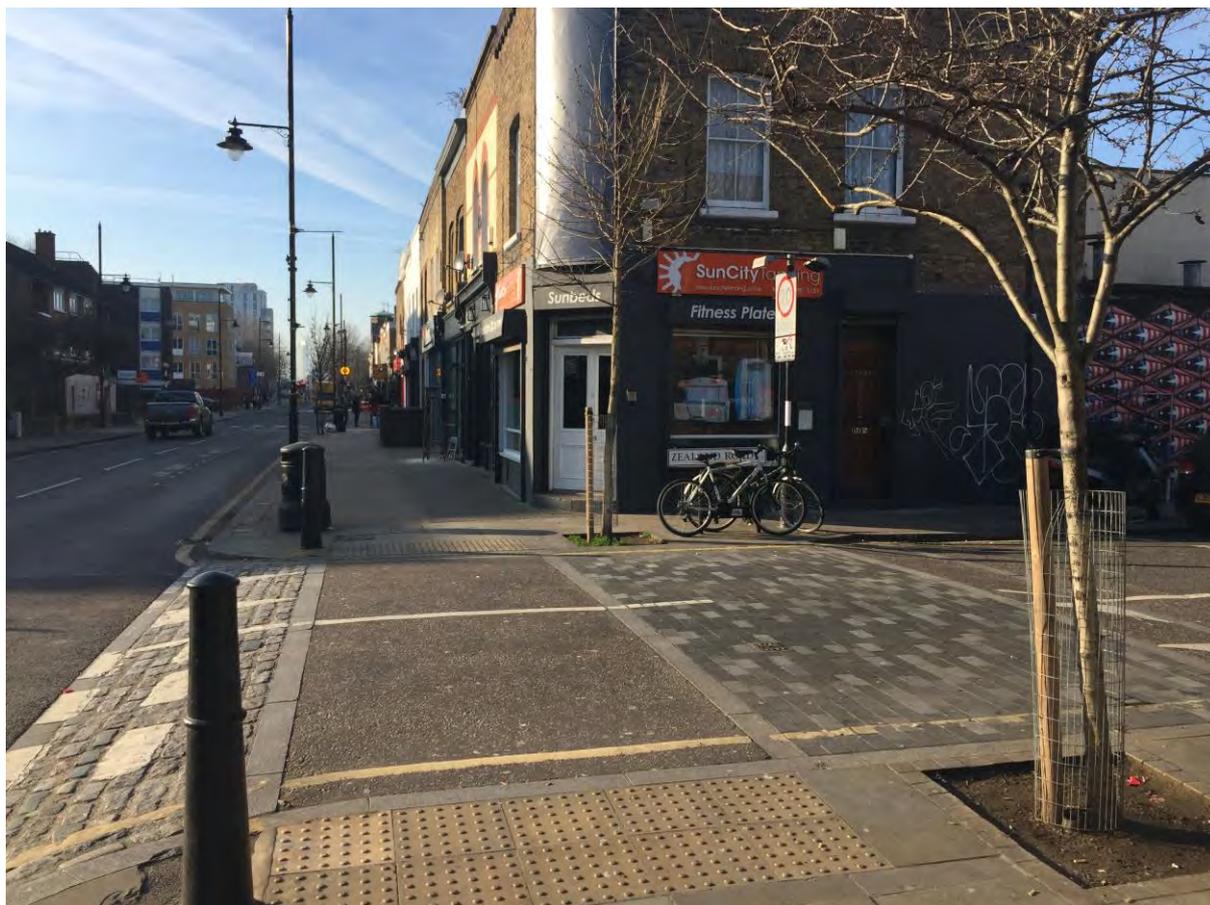


Front areas were typically paved in Yorkstone

Potential for enhancement to streetscape in the Driffield Road and Medway conservation areas

Consultation Draft April 2017

To be read in conjunction with the Conservation Area Character Appraisals



Kennedy O'Callaghan
Architects



TOWER HAMLETS

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1.0 INTRODUCTION

What is this consultation about?

This consultation is seeking views from residents, and other interested parties, on proposed measures to help increase the level of public benefit associated with individual planning applications for mansard roof extensions in the Driffield Road and Medway conservation areas. Public benefits are necessary where it is considered that a development proposal, such as a mansard roof extension, will result in harm to the historic environment. This is explained in further detail below.

How does this consultation relate to the one that was held last year?

Last year we consulted on options for mansard roof extensions in the Driffield Road and Medway conservation areas. These options, which were prepared by architects working on behalf of the council, explored ways to design roof extensions that would minimise the harm that they might do to the character of the conservation areas.

At last year's consultation some residents told us that they supported the idea of mansard roof extensions in the two conservation areas. However, some residents told us that they were concerned that allowing roof extensions would harm the character of the conservation areas.

Council officers carefully considered all of the comments that were received and also looked closely at the roof extension options prepared by the architects. After careful consideration, officers concluded that, overall, they could not recommend that the council adopted an approach whereby mansard roof extensions would generally be considered more favourably. This is because, even though the designs prepared by the architects did what they could to limit potential harm, this was not sufficient to comply with the council's legal obligations to preserve the character and appearance of the conservation areas. This view was presented to the Mayor and his Cabinet their meeting in December 2016. To see the cabinet report (item 5.8 in the reports pack) and appendices [click here](#).

Why would mansard roof extensions cause harm to the conservation areas?

A detailed assessment of the harm that would be caused by mansard roof extensions is included as part of the officers' report to Cabinet, which is available to view on the council's website. This assessment finds that the introduction of mansard roof extensions would cause harm to a number of features that are considered to make a positive contribution to the character of the Driffield Road and Medway conservation areas. Some of the harm, such as the increase in size of the characteristically small scale houses and the loss of historic roof structures would be permanent and would increase as more mansard roof extensions are introduced. Other examples of harm, such as changes to the uniformity of the terraces and a decline in the consistency of the roofline, may eventually reduce over time if the number of extensions reintroduced uniformity. Overall, it was concluded that there would potential for serious harm, particularly in the short to medium term.

Why do planning applications need to deliver public benefit?

The National Planning Policy Framework (NPPF), the government's overarching set of planning policies, states that where a development proposal, such as a mansard roof

extension, would result in harm to the historic environment, the harm must be weighed against the public benefits of the proposal. Harm to the historic environment can be outweighed if a development proposal demonstrates that it would deliver sufficient public benefit. However, the council does have a legal duty to give special regard to the protection of the historic environment, meaning that an appropriately high degree of benefit must be delivered to overcome the harm.

The government defines a public benefit as anything that arises from a development that delivers economic, social or environmental progress. For a development, such as a mansard roof extension, to be justified, public benefits must arise as a direct result of it. The benefit must also be of a nature and scale to be of benefit to the public at large and should not be just a private benefit, which arguably a mansard might be.

Would mansard roof extensions deliver public benefit?

A detailed assessment of the possible public benefits arising from mansard roof extensions is included as part of the officers' report to Cabinet in December 2016. This assessment found that only very limited public benefit would arise from allowing mansard roof extensions.

The report to Cabinet recognises that allowing home extensions may assist some residents by enabling them to accommodate their families within their existing homes without having to move out of the area. The council wants to support families by ensuring that there is a good supply of appropriate housing to accommodate them. However, it was concluded that for the purposes of overcoming harm to the historic environment, this factor could only be given limited weight as a public benefit. This is because it is very difficult to guarantee that the benefit would actually arise as a result of a particular development. It can also be argued that allowing mansard roof extensions may undermine social cohesion by encouraging buy-to-let investment and/or the subdivision of family homes.

Why is there another public consultation?

After carefully considering all of the responses to last year's consultation, council officers could not recommend that the council adopt a more permissive approach to mansard roof extensions. This was because there would not be enough public benefit to outweigh the harm caused to the historic environment. However, in making this recommendation, officers did suggest that, if Cabinet wanted to pursue a more permissive approach to mansard roof extensions, it could recommend that the council explore ways to try and secure additional public benefit, which may help to mitigate the harm caused to the historic environment. Alternatively, it was suggested that Cabinet could decide to accept the harm that would arise from allowing mansard roof extensions, providing it was confident that it would be meeting its legal obligation to have special regard for the protection of the historic environment.

Cabinet agreed to pursue the first of these two alternative options; to introduce measure to mitigate the harm to the historic environment by increasing the level of public benefit associated with this type of development. This alternative approach has not previously been consulted on, and would give rise to financial implications, as well as other considerations, particularly for residents seeking a mansard roof extension. Therefore, it is important that a further public consultation is held to seek the views of residents.

What is being consulted on?

The council has appointed consultant architects and asked them to prepare guidance that identifies, describes and illustrates potential works that could enhance the character of the Driffield Road and Medway conservation areas. These enhancements could be considered to be public benefits that would help to mitigate the harm that would be caused by the introduction of mansard roof extensions, which has already been minimised as far as possible by careful design considerations.

Two different types of enhancement have been looked at:

1. Enhancements that can be made by homeowners to improve the appearance of their properties. These improvements will, in turn, help to improve the character and appearance of the conservation areas generally.
2. Enhancements to streetscape that will contribute to the general improvement of the character and appearance of the conservation areas, these enhancements are specifically heritage related. These improvements could be delivered by financial contributions made through agreements associated with the grant of planning permission.

This document identifies potential streetscape enhancement schemes that may help to improve the special character and appearance of the Driffield Road and Medway conservation areas. If implemented successfully, these schemes could provide a public benefit that may mitigate harm caused by the addition of mansard roof extensions to properties in the conservation areas. The document explains how the enhancement schemes could be funded by financial contributions secured by legal agreements associated with the grant of planning permission for mansard roof extensions.

Potential enhancements to the facades of buildings in both conservation areas are explored in separate documents, which are also part of this public consultation. It is envisaged that planning applications for mansard roof extensions will need to demonstrate how they contribute to both types of conservation area enhancement (façade and streetscape) to deliver an appropriate level of public benefit.

How are these documents to be used?

These documents should be read in association with the revised Medway Conservation Area Character Appraisal and Management Guidelines. The revised appraisal document offers guidance about what is important in terms of the character and appearance of the conservation area and provides a design for a sympathetically detailed mansard. This has been the subject of an earlier consultation.

The current documents set out potential enhancements to the façade and to the public realm and are intended to mitigate the harm which a mansard roof proposal is likely to engender. The documents give detailed advice regarding the type of enhancements which it is expected will accompany proposals for a mansard roof. To ensure a clear understanding of the implications of these proposals a table setting out the likely costs of

the improvements identified both to individual buildings and within the public realm at today's prices has been prepared. The relevant table of costs has been incorporated within this document and within that setting out the envisaged improvement to the public realm. The documents also set out details of the way in which the scheme is to be delivered.

How can I find out more and how can I comment?

The proposed measures for securing additional public benefit will be the subject of a public consultation from **Friday 7 April to Sunday 14 May 2017**.

Two drop-in sessions are being held where the consultation proposals will be displayed and council officers will be available to answer questions:

Date and time	Venue
Thursday 20 April 2017 17.00 to 20.00	Bow Idea Store, 1 Gladstone Place, Roman Road E3 5ES.
Thursday 11 May 2017 14.00 to 17.00	St Paul's Church, St Stephens Road E3 5JL.

Written comments on the proposals can be sent to us by email at:

placeshaping@towerhamlets.gov.uk.

You can also write to us at the following postal address:

The Place Shaping Team
 Place Directorate, Strategic Planning
 Mulberry Place
 5 Clove Crescent
 London
 E14 2BG

2.0 POTENTIAL FOR STREETScape ENHANCEMENTS

2.1 SIGNS AND POSTS

Appraisal

There is a plethora of signage throughout the Driffield Road and Medway Conservation Areas. Most of this is related to car parking and traffic control. There are posts for street name signs, streetlights, telecom and electrical cables, bus stop signs and there are lots of bollards that all contribute to the pavement clutter.

The London Borough of Tower Hamlets Streetscape Design Guide February 2012 encourages the mounting of signs on existing lamp posts to reduce the number of additional posts where possible. Recent improvements have been implemented in this regard. Some of the signs are now fixed to lamp-posts which are detailed to suit the character of the conservation area and this reduces clutter on the pavement. All new posts are supposed to be black. However, several posts remain that are plain mill finished aluminium (sometimes leaning) and these detract from the character of the area.

Guidance

The London Borough of Tower Hamlets Streetscape Design Guide February 2012 encourages the removal of ad hoc signs and suggests that they be fixed to properties where possible.

Suggestions for enhancement:

- Removal of unpainted plain mill finished posts
- Rationalization of pavement-mounted signage to reduce the number of posts and signs where possible

2.2 LIGHTING

Appraisal

The London Borough of Tower Hamlets has implemented a programme of installing 'period' style light fittings throughout the Conservation Area, with larger street lighting on Roman Road and smaller lights on the residential streets. These are regularly spaced on black posts and their appearance is considered to be appropriate.

The lighting in Selwyn Green, in Medway Conservation Area, is not heritage style. Replacement with heritage style fittings may enhance the character of the open space.

Suggestions for enhancement:

- Introduce heritage lighting to Selwyn Green

2.3 PAVING AND ROADS

Paving

Most of the streets are paved with concrete paving slabs, which are readily replaceable, with granite kerbs for durability. Nevertheless, some pavers have been replaced with non-matching paving or with asphalt following work to utilities. Utility services covers are varied in form, as is common throughout London.

Some areas of sustainable drainage (SUDS) have been implemented as part of the traffic calming improvements that have been undertaken by the council.

Suggestions for enhancement:

- Further sustainable drainage and greening of paved areas combined with traffic calming, where feasible

Traffic calming

Traffic calming has been implemented in key areas, with raised tables at the entrance of each street from Roman Road. The design is in a character suitable for the conservation area, in keeping with the London Borough of Tower Hamlets Streetscape Design Guide February 2012. Additional speed bumps and road narrowing was implemented in some streets in January 2017.

2.4 TREES AND PLANTING

There are several roads with street trees off Roman Road in the Driffield Road and Medway Conservation Areas and these trees contribute to the character of the Conservation Area. There are also some newly planted trees.

Tree pits

Where there are trees, black asphalt has been installed around some of the roots whilst others have soil with no topping, and some have sand coloured resin gravel which allows for root growth, or natural gravel where space permits. The resin bound and natural gravel have a softer appearance than asphalt and they allow for root growth.

Suggestions for enhancement to trees and planting:

- Further planting of trees
- Improvements to tree pits
- Replacement of all unfilled tree pits and black asphalt surrounds to trees with resin gravel or natural gravel where space permits
- Identification of any further areas where greening (planting) might be feasible

2.5 OPEN GREEN SPACE

Driffield Road Conservation Area does not have any open green space.

Medway Conservation Area has a green space at Selwyn Green, between Selwyn Road and Athelstane Gardens. This is a fairly small area, surrounded by modern park railings. It has an information board at each of the three entrances, directional signage, modern lighting, tarmac paths and grassed areas and a small play area. There is no park seating as this was removed due to complaints of antisocial behaviour. The Green appears to be well kept.

Suggestions for enhancement to open green space, should further funds become available:

- Do residents have any concerns or suggestions for improvement of the open space?
- Would park benches be appreciated by residents or would they be cause for concern?
- Would heritage style lights improve the setting?
- Would resin bound surfacing be welcomed, to soften the appearance?
- Would a heritage board describing the Bow Heritage Trail be appropriate here?
- Would improvements to planting in Selwyn Green be welcomed?
- Would improved play equipment be welcomed?
- Would outdoor gym equipment or health trim trail be welcomed?

2.6 HERITAGE TRAIL

Bow Neighbourhood has set up a sign-posted Heritage Trail throughout the Neighbourhood, for local people. The trail follows a route through the Bow area passing places of historical interest, marked with oval plaques commemorating any historical person, or incident associated with the place and to link the historic Buildings of Bow. The Bow Heritage Trail passes through the Driffield Road and Medway Conservation Areas.

Further information is available from the Roman Road Trust:

*"We have worked with artists from local Chisenhale Gallery to design a heritage trail map that would encourage local residents and visitors alike to explore Bow and discover its history and heritage. Our heritage trail map is distributed for free at Roman Road Festival and in local shops and cafes. The heritage trail map is the basis of several guided history tours that (are organised for the) Roman Road Festival. The Suffragettes tour sells out within days."*¹

¹ <http://romanroadtrust.co.uk/local-heritage-placemaking/>
<https://www.ideastore.co.uk/assets/documents/Local%20History%20Archives%20Online/walks/bow%20heritage%20trail.pdf>

Suggestions for enhancement to open green space, should further funds become available:

- Would interpretation and/or further directional signs be welcomed?
- Would Roman Road and Selwyn Green be appropriate locations for further signage/interpretation?

2.7 SHOP FRONTS

The shop fronts on Roman Road are very varied, and some historic features are still intact. The Character Area Appraisal states that the opportunity exists to refurbish and upgrade the shopfronts along this thoroughfare. Shopfronts could be enhanced significantly by ensuring the retention and repair of historic and traditional features and by further consideration of signage.

Historic elements such as console brackets and mouldings are a locally distinctive element of the shopfront. Console brackets are ornate brackets between shops, above the shop front, as shown on the illustrated sheets. Where elements such as this are missing, the Council encourages their reinstatement. This can significantly enhance the character and appearance of a shopfront.

In terms of signage Roman Road shop fronts have inconsistent signage. Projecting signs and illuminated signs can detract from the character of the streetscape and provide visual clutter. The Council is implementing a shop front improvement scheme in some parts of Roman Road, which includes rationalizing the signage to reduce visual clutter. It would be beneficial to the character of the area to further rationalize the signage throughout the area.

Suggestions for enhancement, should further funds become available:

- The Council could potentially commission a template of each existing original console and moulding pattern, for loan to shop keepers who want to enhance their property by reinstating missing mouldings
- It would be desirable to set up a grant-funded scheme to reinstate traditional shop fronts, should funding become available. The rationalisation of signage could form a part of this scheme.

3.0 ESTIMATED COSTINGS FOR POTENTIAL ENHANCEMENTS

The following table provides indicative budget costs for the potential enhancements described in this document.

It is included to offer a clear understanding of the implications of these proposals and the likely costs of the improvements which you might by legal agreement be required to contribute to as a result of your planning application. The intention is that the financial contribution agreed will enable public benefits which offset the harm which the introduction of a mansard roof will cause to the character and appearance of the conservation area.

The works proposed have been carefully considered by relevant professionals with extensive experience of works to historic buildings. The costs set out are indicative, the final cost of works being dependent upon the type and extent of work undertaken.

They are intended to assist in establishing the costs of those works required to fund enhancements to your property and to the broader public realm to satisfy the requirements of the National Planning Policy Framework.

Contribution to streetscape improvements

		Driffield Conservation area	Medway conservation area
1	Templates for mouldings and railings for householders. Two patterns allowed.	£8,000	£100
2	Templates for mouldings on Commercial properties including console bracket and cornice over shop front	£10,000	£10,000
3	Sign de-cluttering	£8,400	£13,300
4	Interpretation board excluding artwork	£2,250	£2,250
5	Artwork for the above	£3,000	£3,000
6	New tree planting	£133,500	£615,000
7	Enhancement of tree pits – Resin bound gravel	£75,000	£30,000
	The following works to Selwyn Green		
8	Planting allowance for Selwyn Green including 10 years maintenance for an area of 50m ² . £40/m ² is allowed for the supply only of shrubs and ground cover planting		£25,400
9	Provision of 4 nr heritage street lights in Heritage Green including 50m of service trenching (if required)		£24,000

10	Childrens play area – notional area 25 x 17m with 5 pieces of play equipment by Kompani or equal approved for the age range of 9-16 inclusive of fencing and soft pour surfacing)		£70,000
11	Outdoor health trim trail or similar		£30,000
12	Resin bonded gravel for paths. Approximately 200m ² at £35 per metre ²		£7,000

Notes:

1. Item 1 - The historic railings appear to be two distinct designs. The discrepancy between the prices relates to the fact that there are few original railings in Medway, so the patterns agreed would be standard patterns.
2. Item 3 – An average of £700 per street has been allowed subject to a full survey.
3. Item 5 – The cost of the artwork is dependent upon the client's brief.
4. Item 6 – In the Driffield Conservation area approximately 60% of streets don't have trees. In the Medway Conservation area this figure is approximately 90%. The figures above include for planting of trees for 75% of the streets
5. Item 7 – 150 Nr allowed for Driffield CA & 60 Nr for Medway CA.
6. Item 8 – Two one day visits assumed per annum
7. Item 9 – The costs of the service trenching will vary depending up the surface which is being reinstated. This cost excludes any service diversions necessary.

4.0 DELIVERY OF STREETSCAPE ENHANCEMENTS

The streetscape enhancement works set out in this document are intended to provide public benefits that will help to justify the harm caused by mansard roof extensions. In order to meet the government's definition of a public benefit for this purpose, the enhancements should arise as a result of the proposed development. In the case of streetscape enhancements, the improvements would not arise from a single mansard roof development, but would be provided by financial contributions collected when planning permission for a mansard roof extension is granted.

When applying for planning permission for a mansard roof extension, applicants will be required to enter into a legal agreement with the council to make a financial contribution to a streetscape fund. Such legal agreements are sometimes referred to as planning obligations or Section 106 agreements. They are often attached to planning permissions to make acceptable development that would otherwise be unacceptable in planning terms.

In order to provide sufficient public benefit to overcome the harm to the historic environment, sufficient funds will need to be collected to ensure that the streetscape improvement schemes described in this document can be delivered. The costs described in section three of this document only include the physical works to the various streetscape elements. Additional costs would also be incurred by the implementation and management of the streetscape improvements. In order to ensure that as much funding as possible will be directed to improvement works, and deliver the most public benefit, enhancements that may require the least administration have been selected.

It is very difficult to predict how many applications for mansard roof extensions the Council will receive. However, based on the responses to the last public consultation, it may be expected that around 40 applications would be received in the short term. This is because 42 people contacted us to tell us that they supported proposals for a more permissive approach to mansard roof extensions. If each of these planning applicants is asked to enter a legal agreement to pay £1,000 toward a streetscape improvement fund, a total of £40,000 would be collected that could be spent on streetscape improvements. If 25% of this money were needed to cover administration costs, £30,000 would be available to deliver some of the improvements described in this document. It is thought that, on average, mansard roof extensions in the Driffield Road and Medway conservation areas may add around 17m² extra floorspace to each property. A £1,000 financial contribution would therefore be around £59 per m² of additional floorspace gained.

As well as providing a financial contribution toward streetscape improvements, planning applications for mansard roof extensions will also be required to demonstrate how they would deliver façade enhancements to the property on which the extension would be built. This is explained in more detail in a separate document that is also part of this consultation.

Some of the funding collected for streetscape improvements could be used for a grant scheme for the owners of lower floor flats, who would not be able to build a mansard roof extension, so that they can improve the parts of the building façade that are under their

ownership. However, such schemes tend to be expensive and time consuming to implement and would require a greater proportion of collected funds to be spent on administration.

Note on guidance documents

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

5.0 ILLUSTRATED STREETScape ENHANCEMENT SHEETS

Sheet 1 Streetscape

Shopfronts in Roman Road (Drifffield Road and Medway Conservation Areas)

Definitions

The numbers correspond to the numbers on the photo

- 1) Fascia board
- 2) Console bracket between properties, sometimes with a decorative finial on top
- 3) Stucco cornice moulding with overhang to protect signage
- 4) Stall-riser, traditionally in panelled timber, painted

Appraisal

Traditional shop fronts were made in painted timber, with stucco mouldings above the shop sign. Between the shop signs there were projecting decorative console brackets made of cast stucco. Between these were a flat fascia board on which the sign was usually hand painted. Above the fascia was a stucco moulding to shed water from the fascia. Several of the original consoles and mouldings still remain, on both sides of Roman Road. In some cases the original fascia board is concealed behind newer signs.

Doors and windows were timber-framed. Beneath the shop window the shopfronts had stall-risers, which were made from panelled timber and sometimes they incorporated vents.

Conservation

The conservation of original shop fronts is encouraged. Where shopfronts or their features have been lost, replacement in traditional style is encouraged. Where mouldings are missing, reproduction of original mouldings would be encouraged.

It is possible to reproduce mouldings using a template cast from an original, or using computer aided design with 3-d laser technology to form a resin cast.



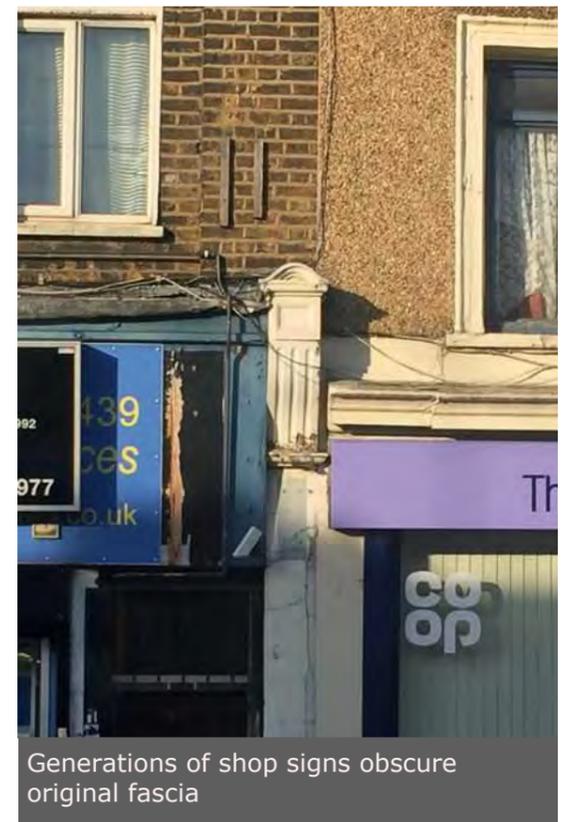
Traditional shopfront features. The numbers are cross referenced in the text



Traditional console with finial on top



Traditional console



Generations of shop signs obscure original fascia



Traditional style reproduction console



Inappropriate shop signs obscure original fascia

Sheet 2 Streetscape

Streetscape in Medway Conservation Area

Refuse bins

Residents in properties on the kerbside collection service can order a purple wheeled bin for recyclable waste. The bins must be stored off the pavement/footpath.

Trees

There are several streets with trees in the pavements which contribute to the character of the Conservation Area. There are also some newly planted trees. The tree pits have a variety of treatments. Some are paved in black asphalt or resin bound gravel flush with the paving. Others have top soil recessed from pavement level.

Options for enhancements

Trees and tree pits

A consistent treatment for tree pits could enhance the character of the streetscape. This would need to be compatible with the narrow pavement widths and able to accommodate tree growth.

Signage

Where traffic control signage is combined with lamp standards, clutter can be reduced. Signs should be black for consistency. Further de-cluttering and improvements to signs would be desirable.

Paving

Enhanced crossovers and pavements with textured paving and porous surfaces have been constructed at some junctions. Extending this treatment to other junctions could enhance the character of the streetscape and improve drainage.

Heritage trail

The Bow Heritage trail could be enhanced with further directional signage and interpretation boards. This would need to be weighed against increasing pavement clutter and Selwyn Green might be a suitable location.

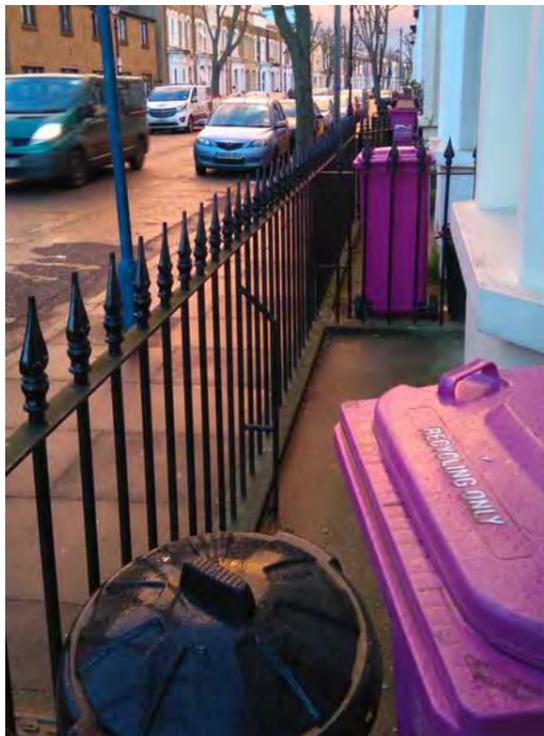
Selwyn Green

The Green could be enhanced with additional planting, new heritage lighting and softer surfacing on the paths to make it a more attractive local amenity.

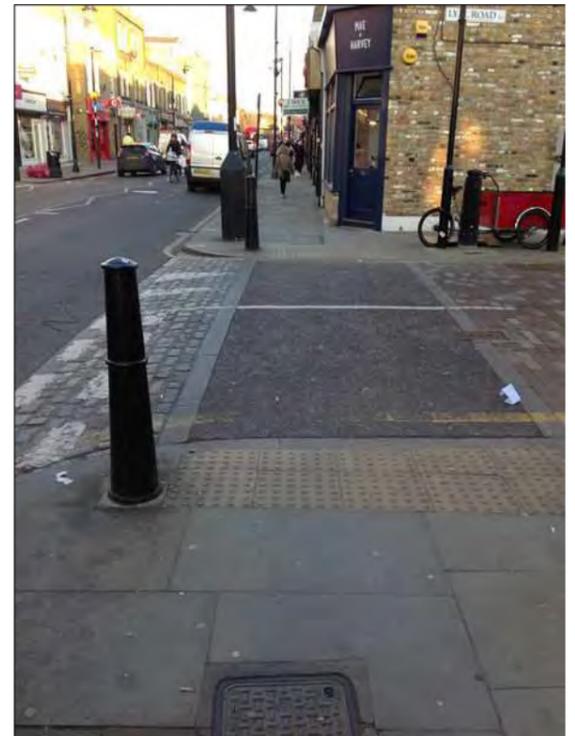
Park benches were removed following issues of noise and anti-social behaviour and their replacement may not be desirable to local residents. The park is a designated locked site.

Replacement play equipment on soft surfacing for young children and natural fitness elements for older children and adults could promote health and wellbeing.

Selwyn Green might be a suitable location for an interpretation panel to describe the history of the Conservation Area.



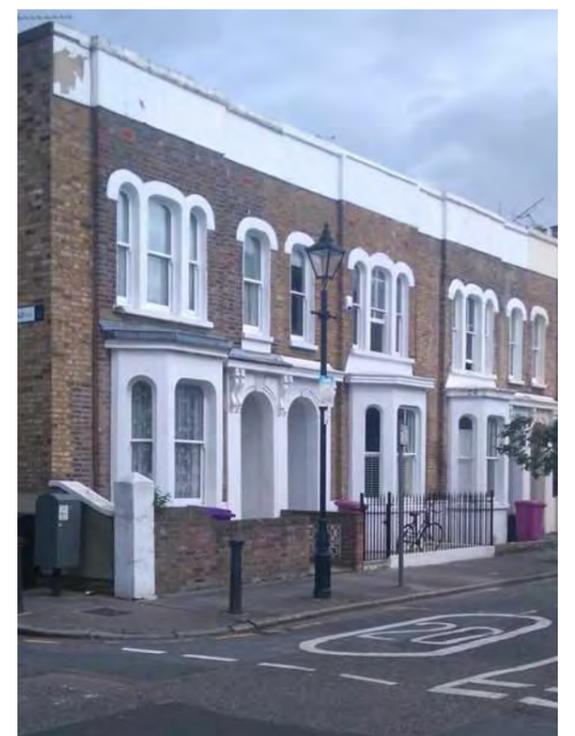
Bins stored neatly behind railings



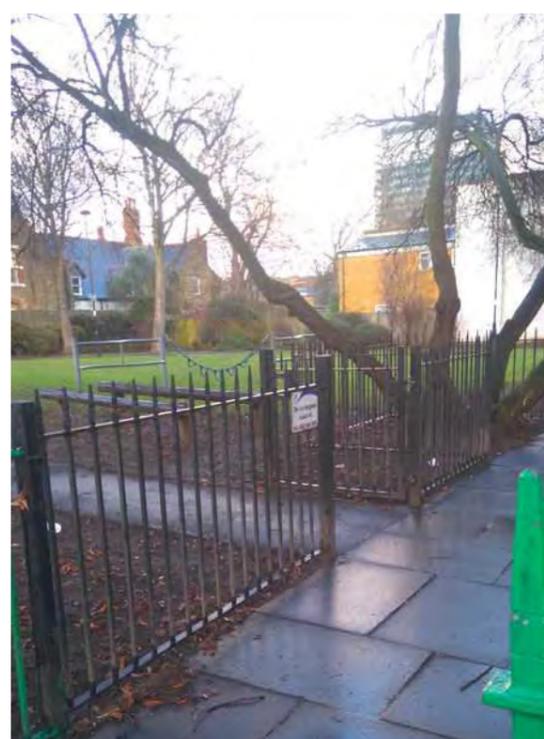
Example of paving enhancements and traffic calming



Street lighting and signage separate. Traffic calming paving adds character



Street lighting combined with signage reduces pavement clutter



Selwyn Green could be enhanced by planting and bound gravel paths and more attractive play equipment



Tree pits could be enhanced by replacing asphalt with bound gravel

Sheet 3 Streetscape Streetscape in Driffield Road Conservation Area

Refuse bins

Residents in properties on the kerbside collection service have a black bin and a purple wheeled bin for recyclable waste. The bins must be stored off the pavement. Storage in the basement lightwell where possible is encouraged.

Trees

There are several streets with trees in the pavements which contribute to the character of the conservation area. There are also some newly planted trees.

Trees pits

In the past the tree pits had a variety of treatments; some were paved in black asphalt, some in resin bound gravel flush with the paving and others have top soil recessed from pavement level. The council has been working on tree pits to accommodate tree growth and to neaten their appearance.

Signage

In some places traffic control signage is combined with lamp standards. This reduces pavement clutter. The council is working towards reducing street clutter and specifies posts to be black for consistency.

Paving

The pavements are generally paved in concrete pavers. Enhanced crossovers and pavements with textured paving have been constructed at major junctions and for traffic calming. The council is working towards increasing areas with porous textured paving and adding grass where possible to enhance the character of the streetscape and improve ground drainage.

Heritage trail

The Bow Heritage trail is signposted but interpretation is limited. This could possibly be enhanced with further directional signage and interpretation boards although this needs to be balanced by the aim of reducing pavement clutter.

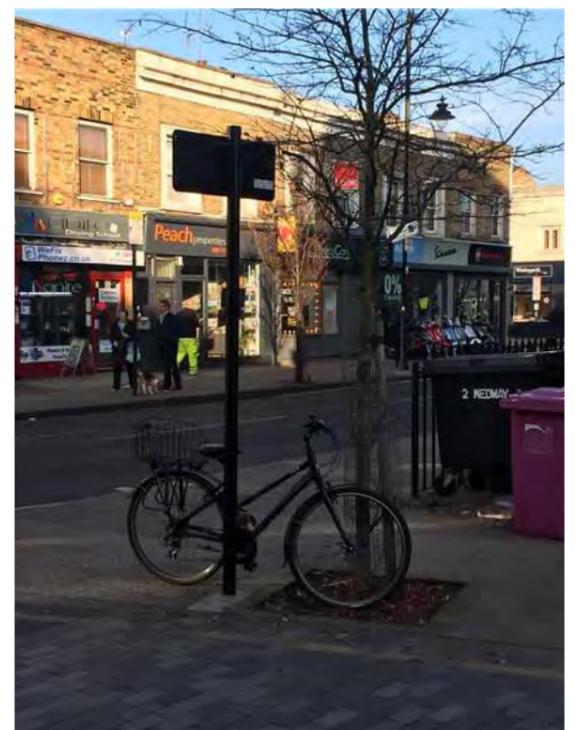
Roman Road

There is a great deal of visual clutter on some parts of Roman Road, with ad-hoc signage and some poor replacement shop fronts that are out of character with the Conservation Area. Conservation of original features is encouraged.

Shopfronts can significantly contribute to the character of the Conservation Area and reinstatement of lost features, traditional detailing and reduction of visual clutter can lead to economic benefit.



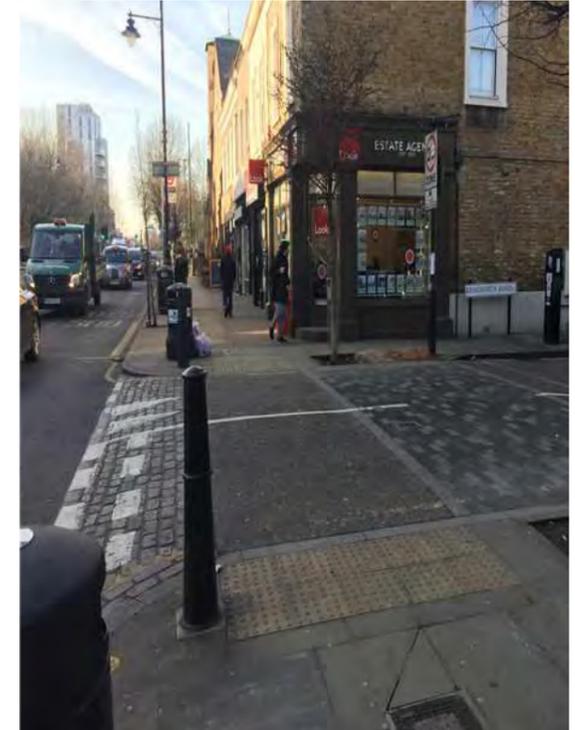
Bins should be stored neatly, in the basement light well where possible



Ad-hoc bikes and bins clutter the street



Bow Heritage Trail signage and combined traffic signs with lamp post



Example of paving enhancements and traffic calming



Traditional features should be conserved and reinstated where missing



Traditional features concealed by layers of signage

APPENDIX 3:

CONSULTATION FEEDBACK

APPENDIX 3: CONSULTATION FEEDBACK

1. Background

- 1.1. Possible improvements to building facades and conservation area streetscape were the subject of public consultation between 7 April and 14 May 2017. Consultation documents were published on the council's website and a letter, notifying residents of the consultation, was sent to every address in Driffield Road and Medway conservation areas. An email was also sent to residents of the two conservation areas who had responded to previous consultations by email, the email provided direct links to the consultation documents. The consultation was also advertised on the council's Twitter feed.
- 1.2. Two drop-in events were held in Bow as part of the consultation. At these events, consultation material was displayed and council officers and the council's design consultants were on-hand to answer any questions and discuss the proposals with members of the public. The two events were held on:
 - Thursday 20 April 2017, 17.00 to 20.00 at Bow Idea Store.
 - Thursday 11 May 2017, 14.00 to 17.00 at St Paul's Church.
- 1.3. In addition to seeking the views of local residents; Historic England, the Victorian Society, the Georgian Group, the Ancient Monuments Society and the Society for the Protection of Ancient Buildings (SPAB) were also contacted. As were Registered Providers who own housing stock in the two conservation areas were also contacted and asked to comment.

2. Public consultation responses

- 2.1. A total of **208** responses were received. The majority were sent by email, with some written comments handed in at the consultation events and a small number sent through the post. Not all of the responses received offered comments on the possible improvements to building facades and conservation area streetscape, but instead commented on the acceptability of mansard roof extensions in general.
- 2.2. **115** responses offered some support for the principle of façade enhancements to mitigate harm caused by mansard roof extensions. **94** responses offered some support for the principle of streetscape enhancements to mitigate harm caused by mansard roof extensions.
- 2.3. **15** responses objected to the use of façade enhancements to mitigate the harm caused by mansard roof extensions. **18** responses objected to the use of streetscape enhancements to mitigate the harm caused by mansard roof extensions.
- 2.4. A number of residents who supported the proposed façade enhancements did so cautiously, on the understanding that they are applied in a 'sensible fashion'. Some respondents questioned how harm and benefit might be quantified and how the assessment of these would be applied consistently and fairly across planning applications. Other respondents questioned if the council would be able to enforce the delivery of façade enhancements.
- 2.5. A number of residents advised that they have already carried out façade improvements to their buildings, commenting that this may limit their ability to provide further enhancements as part of a planning application including a mansard roof extension. Residents also commented that it would seem unfair if historic façade improvements were not taken into account in the balancing of harm for a future application for a mansard roof extension.

- 2.6. A number of residents who supported the proposed streetscape enhancements also did so cautiously, again on the understanding that they are applied in a 'sensible fashion'. Some of the proposed streetscape enhancements were specifically welcomed, and additional suggestions such as lighting to tackle anti-social behaviour, traffic calming measures and cycle storage were also made.
- 2.7. Many of the consultation responses received did not comment specifically on the example of a £1,000 contribution given in the consultation documents. However, a small number of residents commented that this would be a reasonable amount. A small number of residents suggested that the contribution should be greater than £1,000, including one suggestion that it should be 5% of the total build cost of the mansard roof extension.
- 2.8. As noted above some residents objected to the proposal to collect a financial contribution to fund streetscape improvements. This included comments that the types of improvement suggested should be paid for by the council or by financial contributions collected from larger commercial development schemes, rather than from contributions from householder development. It was also suggested that collecting an administration fee to cover the cost of administering the schemes was unreasonable.
- 2.9. **58** responses supported a more permissive approach to mansard roof extensions, but did not offer comments on the proposed enhancements. **14** responses objected to a more permissive approach to mansard roof extensions, but did not offer comments on the proposed enhancements.
- 2.10. Overall, **178** responses supported a more permissive approach to mansard roof extensions and **30** objected to it.
- 2.11. **Nine** responses were received from residents of other conservation areas (four from Clinton Road and five from Tredegar Square). All of these supported a more permissive approach to mansard roof extensions, and six specifically supported the proposed façade and streetscape enhancements. **44** responses did not state which conservation area they related to.
- 2.12. **36** responses indicated that they intended to submit a planning application for a mansard roof extension in the near future.

3. Other stakeholder responses

- 3.1. Historic England commented as follows:

"We remain concerned that the overall proposal still has the potential to create random roof interventions which would undermine the overall consistency of character as it does not facilitate a consistent approach. The impact of isolated or piecemeal roof extensions to compact properties could be significant. In our view, this may result in a greater detrimental impact than a consistent approach in terms of groups of properties undertaken to a set timescale through a Local Development Order.

Proceeding on an individual basis would require applicants to undertake a wider package of repairs and enhancements, presumably conditioned and secured through legal agreement to ensure they are delivered. We must therefore ask how the Council would approach an application from a property in good condition with little obvious public benefit which is seeking to implement a roof extension? The list of public realm and environmental enhancements could potentially be difficult to deliver and would require sufficient funding and coordination to achieve sufficient benefit to justify the potential for "serious" harm.

Ultimately the judgement in respect of whether the public benefit can outweigh the harm to character and appearance rests with Council as local planning authority. However, in our view

the mechanisms suggested within the draft cause concern that these aims are irreconcilable through this approach. Additionally, the proposal could be considered to set an unfortunate precedent which would be hard to resist in other conservation areas. ”

3.2. No comments were received from the amenity societies or Registered Providers.

APPENDIX 4:

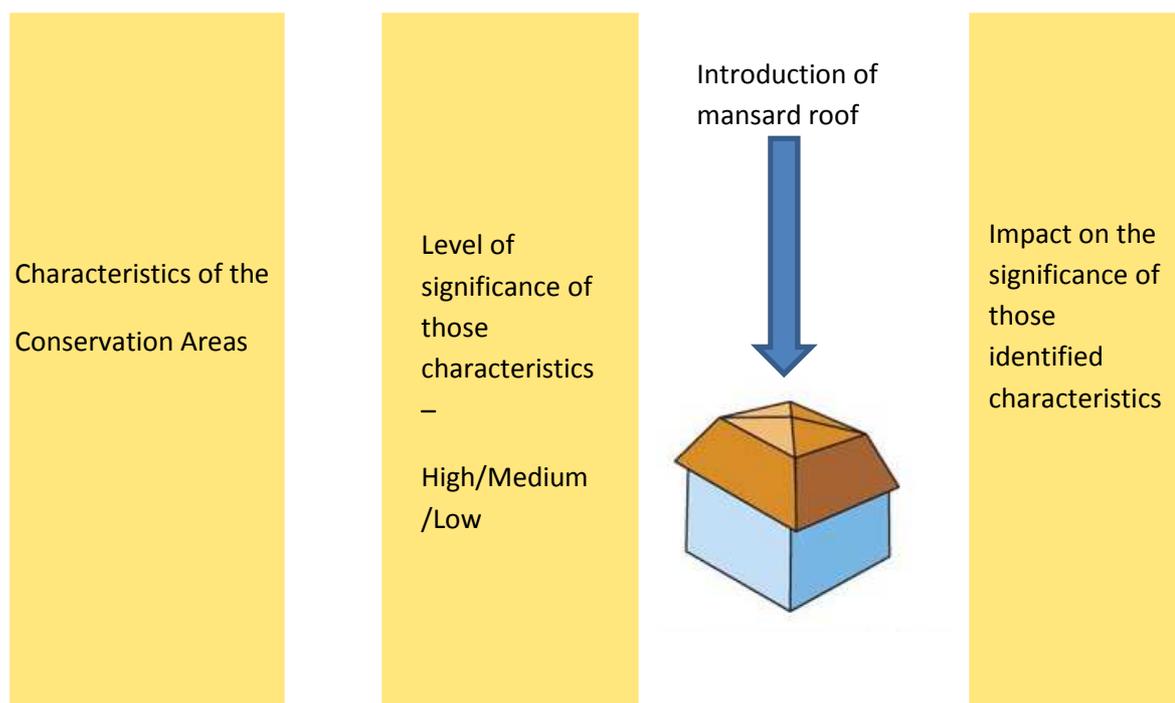
**METHODOLOGY FOR ASSESSING HARM AGAINST
PUBLIC BENEFIT OF THE PROPOSALS**

Methodology for assessing harm against public benefit - 8th 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

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APPENDIX 5A:

ASSESSMENT REPORT (DECEMBER 2016)

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.

Table 1: Assessment of effect of mansard roofs on character elements				
Character element	Sensitivity	Significance	Degree of change	Effect
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.

Table 2: Assessment of benefits potentially arising from mansard roof extensions				
Benefit	Does it deliver economic, social or environmental progress?	Does it flow from the proposed development?	Is it of a nature and scale to benefit the public at large?	What weight should be given to this benefit?
Support social cohesion	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.		
Enable façade improvements	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.
Create/support jobs	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 5B:

UPDATED ASSESSMENT REPORT (MAY 2017)

APPENDIX 5B: UPDATED ASSESSMENT REPORT – HARM vs 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 this approach and weighs those against the harm identified in accordance with the established planning decision making framework.
- 1.1.2. This report is an updated version of one that was appended to a report to Cabinet on 6 December 2016. That report found that adopting a more permissive approach to mansard roof extensions would cause harm to the character and appearance of the Driffield Road and Medway conservation areas. It also concluded that due to the relatively little weight that could be attached to any public benefits that may arise from mansard roof extensions, and the considerable importance and weight that should be attached to the harm to the historic environment, the public benefits would not overcome the harm.
- 1.1.3. This updated report takes account of additional guidance provided in the following documents:
 - Detailed design guidance for façade enhancements in the Driffield Road Conservation Area (Consultation Draft April 2017).
 - Detailed design guidance for façade enhancements in the Medway Conservation Area (Consultation Draft April 2017).
 - Potential for enhancement to streetscape in the Driffield Road and Medway conservation areas (Consultation Draft April 2017).
- 1.1.4. The first two of these documents describe and illustrate enhancements that may be made to individual properties that will help to improve the character and appearance of the two conservation areas by the reinstatement of lost features. The third document identifies

potential streetscape enhancement schemes that may help to improve the character and appearance of the two conservation areas.

- 1.1.5. It is intended that the enhancements identified in the above documents will be delivered alongside proposals for mansard roof extensions to suitable properties in the two conservation areas. The enhancements may provide additional public benefit, which may help to mitigate some of the harm that mansard roof extensions would cause.

1.2. Findings

- 1.2.1. This report finds the following:

- Adopting a more permissive approach to mansard roof extensions would result in harm to the significance of the Driffield Road and Medway conservation areas.
- Some public benefits in the form of supporting social cohesion, improving building façades, contributing to streetscape enhancements and supporting/creating construction jobs may arise. However, the nature of these benefits means that they can 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.
- Overall, the public benefits are not considered to overcome the significant harm associated with adopting a more permissive approach to mansard roof extensions.

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 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 Document 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).
- 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.

Table 1: Assessment of effect of mansard roofs on character elements				
Character element	Sensitivity	Significance	Degree of change	Effect
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
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 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 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

Historical integrity	High - terraces appear much as they did historically	High	Major - however the change will not obliterate the historic integrity	Neutral
Long views	High	High	Moderate - interruptions to the horizontality and consistency of the parapet line	Moderate harm
View from canal towpath	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
Doors and windows	Low	High	None	No effect
Railings	Low	High	None	No effect
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 minimised by careful management
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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 significant to the character of those conservation areas.

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 mansard roof extension. Depending on the number and distribution of mansard roof extensions introduced to the conservation areas, the extent of this harm will vary both spatially 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, 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 (42 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 register 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 distributed unevenly throughout the conservation areas. As such, if these organisations did choose to add mansard roof extensions to their properties

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. It

is difficult to foresee a circumstance whereby mansard roof extensions 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 necessary 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 not considered here. For example, harm to listed buildings or the setting of listed buildings (albeit that there is only one 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 roof 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, a particularly in the short to medium term. There is, however, a prospect that harm would be lessened in the long-term 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.

Table 2: Assessment of benefits potentially arising from mansard roof extensions				
Benefit	Does it deliver economic, social or environmental progress?	Does it flow from the proposed development?	Is it of a nature and scale to benefit the public at large?	What weight should be given to this benefit?
Support social cohesion	Social progress may result through enabling residents to stay in the area, which consequently may support the development of social capital. However, it may also undermine social cohesion by encouraging buy-to-let investment and/or subdivision of family homes.	There is no guarantee that the benefit will flow from the development; 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. The benefit may also be delivered through less harmful forms of development, such as rear and/or basement.	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 there is no guarantee that it would be delivered by allowing mansard roof extensions. Allowing mansard roof extensions may also be detrimental to social cohesion.
Enable façade enhancements	Contributing to protecting and enhancing our built and historic environment.	There is no planning mechanism to guarantee that the benefit will be delivered. The benefit may also be delivered without the need for	In nature, improving building facades would benefit the public. The scale is unknown, individual cases may deliver minimal benefit, but	Limited weight can be given to this benefit. Whilst improved facades would benefit the public, there is uncertainty about whether or not they could

		mansard roof extensions.	collectively the impact may be greater.	be secured through the planning process. Façade enhancements may also be considered to be incidental to the mansard roof extension, as they may arise independently.
Contribute to streetscape enhancements in the common parts of the conservation area	Contributing to protecting and enhancing our built and historic environment.	Financial contributions associated with planning applications could help to deliver streetscape enhancements. There is likely to be a delay between the collection of the funds and the delivery of the benefit.	In nature, enhancing the streetscape would benefit the public. The scale is unknown, significant funds will be needed to deliver even modest enhancements. Modest enhancements will have a limited impact on the conservation area.	Limited weight can be given to this benefit. Enhancements are only likely to have a limited impact on the character and appearance of the conservation area.
Create/support jobs	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.	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. 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.

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. Four possible types of public benefit have been identified. Two of these, enabling façade enhancements and contributing to streetscape enhancements, may be considered to be heritage benefits

as they may contribute positively to the character and appearance of the conservation area. In line with the statutory in section 72 of the Planning (Listed Building and Conservation Areas) Act 1990, special attention to the desirability of preserving or enhancing the character or appearance of conservation areas should be given to any heritage benefits arising from the development of mansard roof extensions.

- 5.3.2. Notwithstanding the above, the heritage benefits arising from a more permissive approach to mansard roof extensions are considered to be materially more limited in scale and overall impact on the conservation area than the impact of mansard roof extensions themselves. There is also uncertainty about whether or not some of the benefits can be secured through the planning process. It may also be argued that some of the benefits are incidental as they may arise independently of proposals for mansard roof extensions.

5.4. Conclusion on harm weighed against public benefits

- 5.4.1. Overall, it is concluded that adopting a more permissive approach to mansard roof extensions would result in significant harm to the character and appearance of the Driffield Road and Medway conservation areas. Notwithstanding the attempt to introduce additional public benefit in the form of façade and streetscape enhancements; the significant harm to the character and appearance of the conservation areas would not be overcome by the likely public benefits.

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APPENDIX 6:

EQUALITY ANALYSIS CHECKLIST

EQUALITY ANALYSIS QUALITY ASSURANCE CHECKLIST

Name of 'proposal' and how has it been implemented (proposal can be a policy, service, function, strategy, project, procedure, restructure/savings proposal)	Adoption of the of the revised Conservation Appraisals for Driffield Road and Medway Conservation Areas enabling roof extensions
Directorate / Service	Development and Renewal Strategic Planning – Place Shaping Team
Lead Officer	Sripriya Sudhakar – Team Leader (Place Shaping)
Signed Off By (inc date)	
Summary – to be completed at the end of completing the QA (using Appendix A) (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>Proceed with implementation</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"> 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).
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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"> - SO22 of the Borough's Core Strategy - SP10, point 2 of the Borough's Core Strategy <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"> - 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> - 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> <p>The proposal would also compromise on addressing the following goals of the Conservation Strategy:</p> <ul style="list-style-type: none"> - Strategy Goal 1: Understanding the significance of the heritage; - Strategy Goal 2: Increasing community pride, ownership and involvement in heritage to promote community cohesion - Strategy Goal 6: Ensuring Effective Protection of the Heritage <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"> 1. Support social cohesion by enabling families to grow into their homes and not have to move. This has potential to lead to a
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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 & 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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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) & (b) above would, at least, mitigate that harm to some degree.

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:

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.
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.

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.

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>
2	Monitoring / Collecting Evidence / Data and Consultation		
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"> 1. Revised Character Appraisal and Management Plan for Driffield Road Conservation area 2. Revised Character Appraisals and Management Plan for Medway Conservation Area.

			<p>The report to Cabinet is supported by:-</p> <ul style="list-style-type: none"> • Summary of Consultation Responses • Methodology for Assessing Harm • Assessment Report - Harm v Public Benefit • Property type and tenure- Driffield Road and Medway <p>They are based on:</p> <ul style="list-style-type: none"> - a survey of the existing fabric with regard to the existing form of roofs and rear extensions; - design work developing options for new extensions with minimum impact on the special character; - an assessment of harm to heritage assets; - an desk top study of public benefits generated by the policy - a series of public consultations conducted by officers.
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.
3	Assessing Impact and Analysis		
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).
4	Mitigation and Improvement Action Plan		
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.
5	Quality Assurance and Monitoring		
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).
6	Reporting Outcomes and Action Plan		
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	Suspend – Further Work Required	Red 
As a result of performing the QA checklist, the policy, project or	Proceed with	Green: 

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.	implementation	
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