

<b>Committee:</b> Development	<b>Date:</b> 31 <sup>st</sup> March 2010	<b>Classification:</b> Unrestricted	<b>Agenda Item Number:</b>
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<b>Report of:</b> Director of Development and Renewal	<b>Title:</b> Listed Building Application
<b>Case Officer:</b> Ila Robertson	<b>Ref No:</b> PA/10/00213
	<b>Ward:</b> Blackwall and Cubitt Town

## 1. APPLICATION DETAILS

<b>Location:</b>	Greenwich Foot Tunnel, London, E14
<b>Existing Use:</b>	Public Foot Tunnel
<b>Proposal:</b>	Alterations and refurbishment of the Foot Tunnel including: <ul style="list-style-type: none"> <li>(a) Repair and refurbishment of original features</li> <li>(b) Replacement of glazed roof rotundas.</li> <li>(b) Replacement of cladding to lift shafts.</li> <li>(c) Installation of glass doors to lifts.</li> <li>(d) Installation of lighting, CCTV, PA Speakers and public help points.</li> <li>(e) Installation of LED's at internal perimeter of the rotunda.</li> </ul>
<b>Drawing Nos/Documents:</b>	
<b>Applicant:</b>	London Borough of Greenwich
<b>Ownership:</b>	London Borough of Tower Hamlets and Greenwich
<b>Historic Building:</b>	Grade II Listed Building
<b>Conservation Area:</b>	Island Gardens

## 2. SUMMARY OF MATERIAL PLANNING CONSIDERATIONS

- 2.1 The Local Planning Authority has considered the particular circumstances of this application against the Council's approved planning policies contained in the London Plan (Consolidated with Alterations since 2004), the London Borough of Tower Hamlets Unitary Development Plan 1998 and associated supplementary planning guidance, the Council's Interim Planning Guidance (2007), the Core Strategy Submission Document December 2009, and Government Planning Policy Guidance and has found that:
- 2.2 It is considered that the proposed repair and refurbishment works will be sympathetic to the special character and historic interest of the foot tunnel and will enable the restoration of a number of original features in the tunnel. The works will allow for an improved safety, accessibility and environment for users. As such the proposal accords with saved policy DEV37 of the Unitary Development Plan 1998, policies CP49 and CON1 of the Interim Planning Guidance October 2007, policies 4B.11 and 4B.12 of the London Plan Consolidated with Alterations February 2008 and National Guidance in PPG15 Planning and the Historic Environment which seek to ensure that works to a listed building pay special regard to the desirability of preserving the building or its setting, or any features of special interest.

## 3. RECOMMENDATION

- 3.1 That the Committee resolve to refer the application to the Government Office for London with

the recommendation that the council would be minded to grant Listed Building Consent subject to conditions as set out below:

#### Conditions

1. Three year time limit.
2. Execution to match the adjacent original work.
3. Schedule of lighting works (including the type and colour of illumination) to the rotunda, lift shaft entrance/ staircase and tunnel.
4. Further Details of glazing to rotunda, design of the helpoints, repair and new works to the timber panels in the lift car (including glazing, handrails and ventilations grilles), and handrails (including fixings) and cladding to the lift shaft staircase.
5. Method statement for cleaning of glazed brickwork.
6. Method Statement for repair and refurbishment of brick work to the rotunda.
7. Any other planning condition(s) considered necessary by the Corporate Director Development & Renewal.

## 4. PROPOSAL AND LOCATION DETAILS

### Background

- 4.1 The works to the foot tunnel have been commissioned by the London Borough of Greenwich following a successful application for Community Infrastructure Funding. The aim of the refurbishment works is to encourage better accessibility, improved safety and an improved environment for users through the tunnel. The programme for the works are planned to tie in with the 2012 Olympic rehearsals.

### Proposal

- 4.2 The council is prohibited from granting itself Listed Building Consent to do works to a Listed Building that it owns. Regulation 13 of the Planning (Listed Building and Conservation Areas) Regulations 1990 requires that such applications are referred to the Secretary of State, together with any representations received following statutory publicity.
- 4.3 The proposed works include a large part of restoration and maintenance works which generally would not require listed building consent as they form part of the ongoing maintenance program for the structures. The principle area of works can be summarised into four main areas, being the rotunda/ top works, the stair and lift shaft, tunnel works and lift works.
- 4.4 The works to rotunda comprise of cleaning, replacement and repair of damaged features, repointing of brick work and the replacement of the glazing to the rotunda.
- 4.5 The stair and lift shaft works comprise of the replacement of the lift shaft cladding, new strip lighting fixtures, replacement of doors and ceiling gratings and new hand rails.
- 4.6 The works to the tunnel comprise of a new service console to serve the tunnel and a new lighting scheme.
- 4.7 The proposals also seek to refurbish the lift cars by repairing and replacing the timber wall and ceiling panels to the lift cars. A new lighting scheme is proposed for the cars with new handrails and ventilations grilles.
- 4.8 The improvements also include the installation of a new CCTV system, help points and PA system throughout the tunnel.

- 4.9 The applicant has confirmed that the foot tunnel would be open during the day and 24 hours on the weekend. However, during the weekday the hours will be restricted from 6am to 9pm. This would be a temporary arrangement and the part closure would be affective from April 2010 to March 2011.
- 4.10 Furthermore, the applicant has confirmed that during the above hours there will be two options available to users. The Thames Clipper Service will be available until approximately 1.00am providing access from Mast Pond Wharf Pier to Greenwich, which will accommodate cyclists and pedestrians. Secondly, the DLR service from Island Gardens to Cutty Sark will be available to 1am as well for pedestrians and cyclist with fold down bikes.

### **Site and Surroundings**

- 4.11 The foot tunnel is located at the bottom of the Isle of Dogs within the Island Gardens open space. The park forms part of the buffer zone for the World Heritage Site at Greenwich and the tunnel is Grade II Listed. The tunnel is accessed by both a spiral staircase and lift
- 4.12 The foot tunnel provides pedestrian and cycle access under the Thames River and is an important north to south link for local residents, commuters and tourists.
- 4.13 The tunnel is classified as a public highway therefore it is accessible 24 hours a day. A lift service is provided by an attendant at limited hours being 7am-7pm Monday to Saturday and 10am-5.30pm Sundays.

### **Planning History**

- 4.14 The following planning decisions are relevant to the application:
- 4.15 ID/90/00080 Listed Building Consent for the replacement of the lift and the lift enclosure approved on the 1<sup>st</sup> October 1990.

## **5. POLICY FRAMEWORK**

- 5.1 The following policies are relevant to the application:
- 5.2 **Unitary Development Plan 1998 (as saved September 2007)**  
Policies: DEV37 Works to a Listed Building
- 5.3 **Interim Planning Guidance for the purposes of Development Control**  
Core Strategies: CP49 Historic Environment  
Policies: CON1 Listed Buildings
- 5.4 **Spatial Development Strategy for Greater London (London Plan) (2008)**  
Policies: 4B.11 London's Built Heritage  
4B.12 Heritage Conservation
- 5.5 **National Guidance Documents**  
PPG15: Planning and the Historic Environment

## **6. CONSULTATION RESPONSE**

6.1 The views of the Directorate of Development & Renewal are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.

6.2 The following were consulted regarding the application:

**English Heritage (Statutory Consultee)**

6.3 No objection, considers that the application should be determined in accordance with national and local policy guidance and on the basis of your specialist conservation advice.

**Historic Royal Parks (Statutory Consultee)**

6.4 No comments received.

**Transport for London (TfL)**

6.5 The foot tunnel provides an important link for both pedestrians and cyclists between the north and south sides of the Thames. The closure of the tunnel for improvements works, whilst welcome, will cause serious disruption to those wishing to use the facility. Therefore, alternative provisions to cross the river should be fully explored with an alternative route provided during the closure of the foot tunnel. (**Officer comment:** please refer section 4.9-4.10 and 7.4 of the report regarding the closure of the tunnel).

**LBTH Highways**

6.6 The refurbishment works will not have an adverse impact on the road network and indeed when completed the Tunnel could ease vehicular congestion through improving the attractiveness of crossing the River by non-car means.

6.7 It is recommended that the London Borough of Greenwich consult our Asset Management team in Highways before any the works commence on site.

**7. LOCAL REPRESENTATION**

7.1 A total of 63 neighbouring properties within the area shown on the map appended to this report were notified about the application and invited to comment. The application has also been publicised on site and in the East London Life. The number of representations received from neighbours and local groups in response to notification and publicity of the application were as follows:

No of individual responses:	2	Objecting:	2	Supporting:	0
No of petitions received:		0 objecting			
		0 supporting containing			

7.2 The following local groups/societies were consulted:

1. The Victorian Society
2. The Georgian Group
3. The Greenwich Society

7.3 The following issues were raised in representations that are material to the determination of the listed building application, and they are addressed in the next section of this report:

1. Lighting to the tunnel would have adverse impacts on the special character of the tunnel.

7.4 The following issues were raised in representations, but they are not material to the determination of the listed building application:

1. Public access to the foot tunnel during the works. (**Officer Comment:** *In determining listed applications the Government advises that consideration should be limited to desirability of preserving the building or its setting, or any features of special interest. Consequently, concerns about access during construction cannot be considered. However, as set out in section 4.8-4.10 of the report the applicant has considered this as part of the proposals and any closures would be limited outside of the peak times).*
2. Investigations for providing two lifts at each end to improve accessibility of the lifts (**Officer Comment:** *As detailed above the Council is limited to what it can consider as part of assessing the application and the scheme must be considered as submitted. Notwithstanding, this it is considered that the provision of the two lifts at each end would be problematic in terms of the high amount of cycle users and would result in impacts on the historic fabric of the original lift shaft and lift cars which would not be appropriate).*

## 8. MATERIAL PLANNING CONSIDERATIONS

8.1 The main planning issues raised by the application that the committee must consider are:

- Built Heritage and Design

### **Built Heritage and Design**

8.2 In determining listed building consent applications, section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990, requires that special regard should be paid to the desirability of preserving the building or its setting, or any features of special interest.

8.3 Government has set out guidance in PPG15 – Planning and the Historic Environment to apply in determining listed building applications. This document sets out four main criteria that should be taken into account:

- (i) The importance of the building, its intrinsic architectural and historic interest, and rarity, in both national and local terms.
- (ii) The particular, physical features of the building which is of particular interest and value.
- (iii) The buildings setting and its contribution to the local scene.
- (iv) The extent to which the proposed works would bring substantial benefits for the community.

8.4 Saved policy DEV37 of the Unitary Development Plan 1998 (UDP) states that proposals to alter listed buildings will be expected to preserve the special architectural or historic interest of the building. In particular, it requires that alterations retain and repair the original internal architectural features and that any works are undertaken with traditional materials.

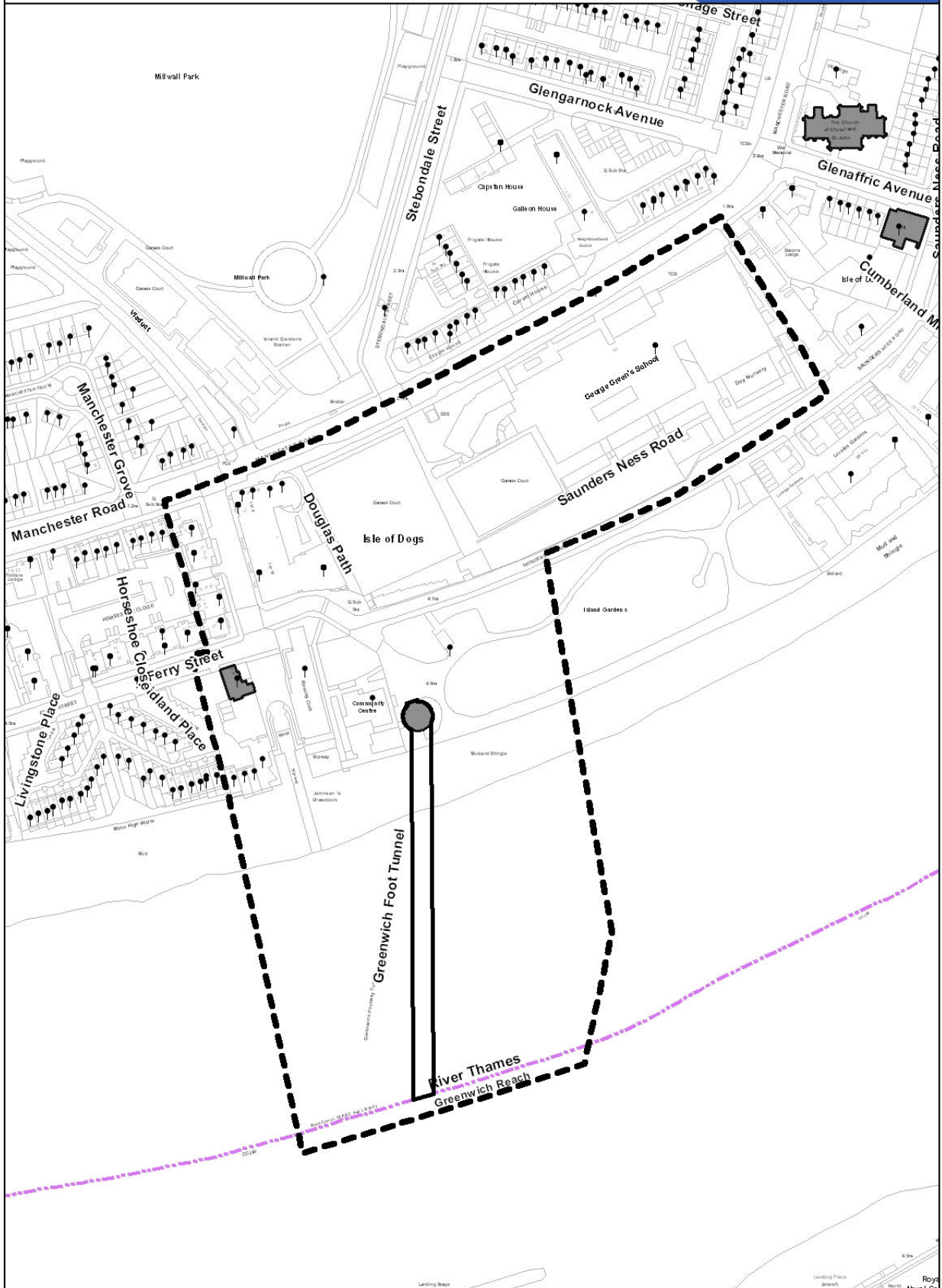
8.5 This position is continued within policies CP49 and CON1 of the Interim Planning Guidance October 2007 (IPG) which states that any works to listed buildings will only be supported if they do not have an adverse impact on the character, fabric or identity of the building and if they are appropriate in terms of design scale, detailing and materials.

- 8.6 The London Plan (Consolidated with Alterations) February 2008 policies 4B.11 and 4B.12 state that Boroughs should seek to enhance and protect the historic environment and promote the beneficial use of the built assets.
- 8.7 The proposed works to the tunnel are necessary to improve the appearance, accessibility and safety of the foot tunnel. The tunnel has not had improvement works completed on it for a considerable length of time and works would be a benefit to the users of the tunnel and to tourism within both our borough and in Greenwich.
- 8.8 It is considered that the works are generally minor in nature and would allow for the restoration and repair of a number of original features in the building. The new elements and repair are considered acceptable and appropriate for this important structure.
- 8.9 English Heritage has advised that they do not have any objection to the proposed works.
- 8.10 The Councils Conservation Officer has advised that the proposed works are acceptable and would be appropriate to the special character of the building subject to conditions.
- 8.11 In respect to concerns regarding the lighting of the proposals these have been reviewed by Council Conservation officers and it is agreed that the lighting scheme needs to be appropriate to the structure. As such it is recommended that the lighting scheme needs to be conditioned to ensure that the colour of illuminance and placing of lighting is appropriate.
- 8.12 It is recommended that a number of additional conditions are included on the consent to ensure that further details are provided about certain elements of the refurbishment and to ensure that the works are undertaken and executed to respect the historic fabric of the building.
- 8.13 Overall, it is considered that the proposed refurbishment works will be sympathetic to the special character and historic interest of the foot tunnel and associated structures. It is considered that the proposed repair and refurbishment works will be sympathetic to the special character and historic interest of the foot tunnel and will enable the restoration of a number of original features in the tunnel. The works will allow for an improved safety, accessibility and environment for users. As such the proposal accords with saved policy DEV37 of the Unitary Development Plan 1998, policies CP49 and CON1 of the Interim Planning Guidance October 2007, policies 4B.11 and 4B.12 of the London Plan Consolidated with Alterations February 2008 and National Guidance in PPG15 Planning and the Historic Environment which seek to ensure that works to a listed building pay special regard to the desirability of preserving the building or its setting, or any features of special interest.

## **Conclusions**

- 8.14 All other relevant policies and considerations have been taken into account. The Secretary of State can be advised that this Council would have been minded to grant Listed Building Consent for the reasons set out in the SUMMARY OF MATERIAL PLANNING CONSIDERATIONS and the details of the decision are set out in the RECOMMENDATION at the beginning of this report.

# Planning Application Site Map



Planning Application Site Boundary



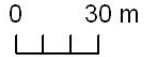
Statutory Listed Buildings



Consultation Area



Land Parcel Address



1:2,750

This Site Map displays the Planning Application Site Boundary and the neighbouring Occupiers / Owners who were consulted as part of the Planning Application process. The Site Map was reproduced from the Ordnance Survey mapping with the permission of Her Majesty's Stationary Office (c) Crown Copyright