

Committee: Development	Date: 18 th August 2010	Classification: Unrestricted	Agenda Item Number:
----------------------------------	----------------------------------------------	----------------------------------------	----------------------------

Report of: Director of Development and Renewal	Title: Listed Building Consent
Case Officer: Richard Murrell	Ref No: PA/10/00719 Ward: Bow East

1. **APPLICATION DETAILS**

Location: Stone Alcoves to West of Cadogan Gate Entrance, Victoria Park, Bow, London.

Existing Use: Park

Proposal: Cleaning, and re-pointing two stone alcoves. Lifting and re-laying of paving. Replacement of timber seating. Treatment of stonework with anti graffiti coating.

Drawing No./Documents: Drawing Numbers:

2816P/6601
2816P/6602
2816P/6603
2816P/4751

Documents:
Design and Impact Statement dated April 2010

Applicant: London Borough Tower Hamlets (Directorate of Communities, Localities and Culture)

Ownership: London Borough Tower Hamlets
Historic Building: The Stone Alcoves are Grade II Listed

Victoria Park is included on the Register of Parks and Gardens of Special Historic Interest at Grade II.

Conservation Area: Victoria Park

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): Core Strategy and Development Control, Core Strategy LDF (Submission Version) and Government Planning Policy Guidance and has found that:

2.2 The proposed works would result in the sensitive restoration and repair of the Grade II Listed Alcoves, which are currently in a state of disrepair and as such, accord with the aims of saved policy DEV37 of the adopted Tower Hamlets Unitary Development Plan 1998, policies CP49 and CON1 of the Interim Planning Guidance October 2007 and policies 4B.11 and

4B.12 of the London Plan (Consolidated with Alterations since 2004) February 2008, and the guidance set in PPS5 Planning and the Historic Environment, which seek to ensure works to Listed structures preserve features of special historic and architectural interest.

3. RECOMMENDATION

3.1 That the Committee resolve to refer the application to the Secretary of State with the recommendation that were it within its authority to do so this Council would be minded to grant Listed Building Consent and that the Head of Planning and Building Control is granted delegated power to recommend to the Secretary of State conditions to secure the following matters:-

3.2 Conditions

1. Time Limit;
2. Details methodology of cleaning works including monitoring of trial clean;
3. Details of re-pointing, including sample trials;
4. Details of anti-graffiti coating, including sample trials, and a fabric impact assessment to ensure proposal does not inhibit moisture evaporation;
5. Sample of proposed materials for seating; and
6. Any other condition considered necessary by the Director of Development and Renewal.

4. PROPOSAL AND LOCATION DETAILS

Background

- 4.1 The Council's Directorate of Communities, Localities and Culture have developed a project for the comprehensive restoration and improvement of Victoria Park. The project includes both the improvement of the parks existing historic assets and the introduction of new facilities to meet user requirements. The restoration project is currently part of a bid process for Heritage Lottery funding.
- 4.2 Where appropriate various applications for planning permission, conservation area consent and listed building consent have been submitted to the Council. These applications are detailed in the planning history section of this report.
- 4.3 This application for Listed Building Consent is required for proposed restoration works to the Stone Alcoves. The Council's scheme of delegation requires that where the Council is applying for works to a Listed Building that it owns, the application must be brought before Members.
- 4.4 The Council cannot determine applications for Listed Building Consent for works to buildings 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.
- 4.5 The purpose of this report is to allow Members to recommend to the Secretary of State that the Council would be minded to grant Listed Building Consent, were it empowered to do so

itself.

Site and Surroundings

- 4.6 Victoria Park is a fine example of the English landscape park tradition. It is set out with sweeping lawns, informal tree plantings and irregular lakes. The formal axial road pattern adopted on the park's western periphery drew inspiration from the more formal terraces fringing the Royal Parks of West London. Roads in the area are broad and tree-lined, or fringed with the landscaped front gardens, all reflecting and contributing to the park setting.
- 4.7 Plans for the park were originally prepared by Sir James Pennethorne, and it was laid out in the early 1840s. The park was not formally opened, but was taken over by 'the people' in 1845. About 24 acres were added to the park in 1872, more or less bringing it to its present 217 acres.
- 4.8 Victoria Park is designated as Metropolitan Open Land and a Grade II Listed Historic Park. The park is also designated as a Site of Nature Conservation Importance. The Hertford Union Canal runs along the park boundary and forms part of the Blue Ribbon Network. Routes on the Strategic Cycle Network, and the London Cycle Network Plus run through the Conservation Area from west to east.
- 4.9 The Stone Alcoves are located in the eastern section of the park close to Cadogan Gate. The Alcoves are Grade II Listed. The two Alcoves are similar in appearance. The Alcoves are approximately 3.5m in height and 3.5m in width and are octagonal in shape. Wooden seating runs around the inside face of each Alcove. The Listing description states that the Alcoves originally formed part of an earlier London Bridge built in 1760 by Sir Robert Taylor and George Dance the Younger. The bridge was demolished in 1823. In 1860 Mr Benjamin Dixon, a timber merchant of Limehouse, offered the Alcoves to the Park.
- 4.10 This application seeks Listed Building Consent for the repair and restoration of the alcoves. The proposed works are detailed more fully in the Design section of this report.

Planning History

- 4.11 A suite of planning applications has been submitted to facilitate works required in the Victoria Park Masterplan. To date these comprise:-
- 4.12 PA/09/02554 Installation of items of play equipment over 4m high.
Approved: 14 January 2010
- 4.13 PA/09/02555 Installation of new gates and railings at Cadogan Gate Entrance and St Marks Entrance. Formation of new entrance and installation of gates to Grove Road.
Approved: 14 January 2010
- 4.14 PA/09/02556 Re-instatement of Chinese pagoda and two bridges to the restored island within the west lake. Restoration of east lake.
Approved: 15 February 2010
- 4.15 PA/09/02558 Relocation of existing bandstand within east side of park.

Approved: 14 January 2010

- 4.16 PA/09/02748 'Sports Hub' - Erection of single storey building to provide changing facilities, manager's office and public w.c.'s.

Approved: 11 February 2010

- 4.17 PA/09/02749 'Eastern hub' - Erection of a single storey building to provide public w.c.'s, cafe, community meeting room and park manager's office.

Approved: 11 February 2010

- 4.18 PA/09/02750 'Victoria and Alexandra Shelter' - Conversion of existing ancillary park shelter, store and w.c.'s to an all weather facility with enclosed community room, public w.c.'s and ranger station.

Approved: 11 February 2010

- 4.19 PA/09/2557 Demolition of toilet block, sports storage block, deer shelter and one o'clock club buildings.

Approved: 23 February 2010

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 Alterations of Listed Buildings

5.3 Interim Planning Guidance for the purposes of Development Control

Core Strategies: CP49 Historic Environment

Policies CON1 Listed Buildings

CON3 Protection of Historic Parks and Gardens

5.4 Core Strategy 2025: Development Plan Document (Submission Version December 2009)

Policy SP12: LAP 5 & 6 – Making Victoria Park a 21st Century Open Space

5.5 Supplementary Planning Guidance/Documents

None relevant

5.6 Spatial Development Strategy for Greater London (London Plan) (2008)

4B.11 London's Built Heritage

4B.12 Heritage Conservation

4D.14 Biodiversity

5.7 National Planning Guidance

PPS5 Planning for the Historic Environment

PPS9 Biodiversity

- 5.8 **Community Plan** The following Community Plan objectives relate to the application:

A better place for living safely

A better place for living well

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 English warmly welcome the overall Listed Building Consent, but have concerns about the use of anti-graffiti coats that can inhibit moisture evaporation. Recommend that a thorough fabric impact analysis is undertaken as part of the process and conditions to this effect are included on any consents.

Garden History Society (Statutory Consultee)

6.4 No comments received

Natural England (Statutory Consultee)

6.5 No comments received.

7. LOCAL REPRESENTATION

7.1 A site notice was displayed and an advertisement was also inserted in the East End Life newspaper. Given the size of Victoria Park and the distance to the closest residential properties it was not necessary to send neighbour notification letters.

7.2 The number of representations received from neighbours and local groups in response to notification and publicity of the application were as follows:

7.3 No of individual responses: 0 Objecting: 0 Supporting: 0
No of petitions received: 0

8. MATERIAL PLANNING CONSIDERATIONS

8.1 When 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.

8.2 The main issue for Members' to consider is whether the proposed restoration works are appropriate in this respect.

Design and impact on features of historic interest

8.3 London Plan (Consolidated with Alterations since 2004) 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 built assets.

8.4 Saved policy DEV37 of the Unitary Development Plan 1998 (UDP) states that proposals to alter listed buildings or structures will be expected to preserve the special architectural or

historic interest of the building. In particular, it requires that alterations retain and repair original architectural features and that any works are undertaken with traditional materials.

- 8.5 Policies CP49 and CON1 of the Interim Planning Guidance October 2007 (IPG) state 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 two stone alcoves are falling into a state of disrepair. The stonework has become discoloured and subject to graffiti. The wooden seating within the Alcoves is poorly constructed and in places damaged. The application proposes the following works to restore and repair the Alcoves:-

Cleaning

- 8.7 The Alcoves would be cleaned to remove graffiti and dirt. The intention is to give the Alcoves a more even appearance, without 'over-cleaning'. The scheme proposes several different cleaning methods that might be utilised. A condition would require the submission of a finalised methodology of the cleaning works, and allow for the observation of the results of small areas of trial cleaning.

Re-Pointing

- 8.8 Stonework Joints would be re-pointed to ensure on-going stability of stonework and to protect from water-ingress. A condition would require sample trials of the re-pointing to be carried out and approved.

Anti-Graffiti Coating

- 8.9 The scheme proposes the application of a anti-graffiti coating to the Alcoves. This would allow the removal of any future graffiti without the need for specialist equipment. English Heritage have raised concerns about the use of an anti-graffiti coating as it can inhibit moisture evaporation. In line with the recommendation of English Heritage, a condition would require additional detail of the proposed anti-graffiti coating and a fabric impact analysis prior to these works taking place.

Re-laying of the stone paving

- 8.10 The application proposes taking up the existing stone paving and re-laying on a mortar bed. The slabs would be re-laid to ensure that water does not pond within the Alcoves.

Seat Replacement

- 8.11 The application proposes to construct a replacement wooden seat within each Alcove. The seat would be constructed from a European Hardwood and would be finished in a graffiti resistance coating. The seat would be supported by existing mortices cut into the stonework. The uprights would be dowelled into the stone slab floor. A condition would require the submission of material samples and full details of the proposed seat.

Design conclusion

- 8.12 The proposed works would result in the sensitive restoration and repair of the Grade II Listed Alcoves, which have fallen into a state of disrepair. Conditions would secure the use of appropriate materials and the detailed methodology of the execution of the works. With the imposition of these conditions the proposal would accord with the aims of saved policy

DEV37 of the adopted Tower Hamlets Unitary Development Plan 1998, policies CP49 and CON1 of the Interim Planning Guidance October 2007 and policies 4B.11 and 4B.12 of the London Plan (Consolidated with Alterations since 2004) February 2008 and the guidance set out in PPS5 Planning and the Historic Environment, which seek to ensure works to Listed structures preserve features of special historic and architectural interest.

Conclusions

- 8.13 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.