



# **Peckham Road Cultural Heritage Desk-Based Assessment**

National Grid Reference Number: 533335, 176726

AB Heritage Project no: 10024

Date: 09 August 2010

## Peckham Road

### Cultural Heritage Desk-Based Assessment

**On Behalf of:** Alumno Miller Camberwell Ltd  
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LONDON  
NW8 6ES

**National Grid Reference (NGR):** 533335, 176726

**AB Heritage Project No:** 10024

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This document has been prepared in accordance with AB Heritage standard operating procedures.

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## Contents

	Page
<b>1 INTRODUCTION .....</b>	<b>1</b>
1.1 Project Background.....	1
1.2 Site Location & Description .....	1
<b>2 AIMS &amp; METHODOLOGY.....</b>	<b>3</b>
2.1 Project Aims.....	3
2.2 Methodology .....	3
2.3 Assessment of the Cultural Heritage Resource .....	4
2.4 Limitations.....	6
<b>3 PLANNING, LEGISLATIVE FRAMEWORK GUIDANCE .....</b>	<b>7</b>
3.1 Scheduled Monuments, Listed Buildings and Conservation Areas.....	7
3.2 Planning Policy Statement 5: Planning for the Historic Environment .....	7
3.3 The London Plan.....	8
3.4 Southwark Local Plan .....	8
<b>4 BASELINE CONDITIONS .....</b>	<b>11</b>
4.1 Key Planning Considerations .....	11
4.2 Consultation .....	11
<b>5 ARCHAEOLOGICAL &amp; HISTORIC BACKGROUND.....</b>	<b>13</b>
5.1 The Prehistoric Periods (c. 750,000 BC – AD 43).....	13
5.2 The Roman Period (AD 43 – AD 410).....	13
5.3 The Early Medieval (AD 410 – AD 1066) and Medieval (AD 1066 – AD 1536) Periods.....	14
5.4 The Post-Medieval (AD 1536 – AD 1850) & Modern (AD 1850 – Present) Periods.....	15
<b>6 ADDITIONAL HERITAGE INFORMATION.....</b>	<b>24</b>
6.1 Historic Significance of Buildings on Site .....	24
6.2 The Sceaux Gardens Conservation Area .....	24
6.3 Previous Site Investigations.....	25
6.4 Site Visit.....	25
<b>7 ASSESSMENT OF EVIDENCE.....</b>	<b>31</b>
7.1 Identified Cultural Heritage Receptors .....	31
7.2 Past Impacts within the Site Boundary.....	31
7.3 Assessment of Archaeological Potential .....	31
<b>8 IMPACT ASSESSMENT .....</b>	<b>32</b>
8.1 Proposed Development .....	32
8.2 Forms of Heritage Impact .....	32
8.3 Impacts of Proposed Development.....	32
<b>9 RECOMMENDED MITIGATION STRATEGY .....</b>	<b>34</b>
9.1 Archaeological Advice.....	34
9.2 Built Heritage Advice.....	34
<b>10 CONCLUSIONS .....</b>	<b>36</b>
10.1 Potential & Impacts .....	36
10.1 Potential & Impacts .....	36
10.2 Recommended Mitigation Strategy.....	36
10.3 Acknowledgements.....	37
<b>11 REFERENCES .....</b>	<b>38</b>
11.1 Documentary Sources .....	38
11.2 Cartographic Sources .....	38
11.3 Electronic References.....	39
11.4 Consultation.....	39

## List of Figures

- Figure 1: Site Location Plan
- Figure 2: Inferred map of early Post Medieval London (c.1660)
- Figure 3: Section of John Roque's Map of the Environs of London - 1744-45
- Figure 4: Section of John Roque's Map of the Environs of London - 1744-45
- Figure 5: London Bomb Damage map showing damage levels
- Figure 6: Old Camberwell Workhouse in Peckham Road
- Figure 7: The Old Vestry Hall, opened 1827
- Figure 8: The new Camberwell Vestry Hall, opened 1874
- Figure 9: 1st Edition OS Map of 1888 Showing Havil Street Workhouse Site
- Figure 10: OS Map of 1914 showing changes to Havil Street Workhouse Site
- Figure 11: Tithe Map of 1837
- Figure 12: Dewhurst Map of 1842
- Figure 13: OS London Town Plan of 1895/96
- Figure 14: Cultural Heritage Features Map
- Figure 15: Proposed Development to Peckham Road North
- Figure 16: Proposed Development to Peckham Road South

## List of Plates

- Plate 1: Southern Elevation of Central House Looking West (top) and East (bottom)
- Plate 2: Front Elevation of Central House Looking East into East House
- Plate 3: Northern Elevation of Central House Looking East
- Plate 4: Looking West into basement excavation behind Central House
- Plate 5: Facing South-East looking into gap where proposed extension to be built
- Plate 6: Looking south into gap between Central and East House
- Plate 7: Facing South-East looking towards East House
- Plate 8: Facing South towards South House
- Plate 9: Facing East looking into basement in front of South House

# 1 INTRODUCTION

## 1.1 Project Background

- 1.1.1 AB Heritage Limited (herein AB Heritage) have been commissioned by Alumno Miller Camberwell Ltd to produce a Cultural Heritage Desk-Based Assessment for the proposed redevelopment of a group of buildings situated on either side of Peckham Road, in the London Borough of Southwark.
- 1.1.2 The buildings on the proposed development site are currently owned by Southwark council and comprise No's. 30-32 Peckham Road (South House) and No's. 33-37 & 39 Peckham Road (West House, Central House and East House). It should be noted that the numbering is very inconsistent and, for the purpose of this report, the numbering used is shown on the site plan (Fig 1), with Central House being numbered No. 37 Peckham Road. All the buildings are situated in the Sceaux Gardens Conservation Area and all are Grade II listed, apart from No. 33 Peckham Road.
- 1.1.3 This report includes a description of the baseline conditions; an examination of available documentary, cartographic and known archaeological evidence; identifies any known and potential cultural heritage receptor(s) within the application site or its immediate vicinity and assess the impact of the proposed development on such a resource.

## 1.2 Site Location & Description

- 1.2.1 The site comprises two areas, with one on the north and one to the south of Peckham Road, immediately to the east and south-east of the Town Hall respectively. The site lies to the east of Camberwell Green in the London Borough of Southwark. Both areas contain 18<sup>th</sup> and 19<sup>th</sup> century buildings, with later additions. Overall the site is centred at National Grid Reference 533335E 176726N. The location of the project is shown on Figure 1.
- 1.2.2 The northern of the two application site is roughly linear in plan, though extends further back from the line of Peckham Road in its western limits. It contains No's. 33, 37 & 39 Peckham Road (West House, Central House and East House) and the land within the red line boundary is largely paved or tarmaced over in this area. The properties in this area were originally separate houses dating to between the late 18<sup>th</sup> / early 19<sup>th</sup> century (though No. 37 – Central House – may have been a semidetached pair). The first property was No. 39 (East House), which was originally built as a school house. It remained as such until, along with the surrounding properties, it was leased to the Royal Navy in 1832, prior to being converted to use as a lunatic asylum known as Camberwell House. In the mid 20<sup>th</sup> century it was purchased by the council and, during the mid 1980's, the interior was completely remodelled.
- 1.2.3 The gap between No's. 37 and 39 was originally undeveloped with a path leading from the surviving gateway on Peckham Road to the north. A lean-to building was added against the flank wall of No. 37 in the mid 20<sup>th</sup> century (RGA, 2009)
- 1.2.4 The southern application area is roughly rectangular in shape and contains numbers 30 – 32 Peckham Road (South House). These were originally built as separate detached houses in the late 18<sup>th</sup> century with large front and rear gardens. The gap between the two properties was filled in during the mid 19<sup>th</sup> century, with various additional extensions. During this time the boundaries between the two gardens was removed. As with northern application site, the properties were converted to institutional use associated with the Camberwell House lunatic asylum, prior to being converted to council offices in the mid 20<sup>th</sup> century.

Figure 1: Site Location Plan



## **2 AIMS & METHODOLOGY**

### **2.1 Project Aims**

- 2.1.1 Early consultation on the results of archaeological research and consideration of the implications of proposed development are the key to informing reasonable planning decisions.
- 2.1.2 The aim of this report is to facilitate such a process. It does this by examining the historic development of the site to gain an understanding of the survival and extent of known or potential cultural heritage receptors that may be impacted by any future proposed development. This enables the development of appropriate responses to quantify the precise nature of the cultural heritage resource, or mitigation aimed at reducing / removing adverse impacts, where necessary.
- 2.1.3 During consultation (Section 4.2) with Chris Constable (Southwark Borough Council Planning Archaeologist) he also requested that the report establish whether the site has been used in the past as part of the workhouse to the west of Havil Street, or whether there may be potential for burials from this institution to be present on site.

### **2.2 Methodology**

- 2.2.1 The assessment has been carried out, in regard to the collation of baseline information, in line with the Institute for Archaeologists' Standard and Guidance for Desk-Based Assessment (2001).
- 2.2.2 This assessment refers to requirements contained in relevant statutory requirements, national, regional and local planning policies and professional good practice guidance.
- 2.2.3 This study has collated and analysed archaeological and historical information within a study area extending 250m from the red line boundary of proposed development.
- 2.2.4 The Greater London Historic Environment Record (GLHER) is one of the primary sources of information concerning the current state of archaeological and architectural knowledge in this area. The information contained in this database was supported by examination of data from a wide range of other sources, principally:
- An assessment of historical and documentary evidence held by Southwark Local History Library on the 2<sup>nd</sup> August 2010;
  - A historic map regression exercise based on cartographic evidence collated from the Southwark Local History Library;
  - An assessment of relevant published and unpublished archaeological sources, including local archaeological journals;
  - A site walkover on 3<sup>rd</sup> August 2010; and
  - Examination of published & unpublished sources listed in Section 11.
- 2.2.5 All cultural heritage features identified from the sources assessed (above) have been described and presented numerically in the Gazetteer of Cultural Heritage Features (Appendix A) and are displayed on the Cultural Heritage Features Mapping supplied by the Greater London Historic Environment Record (Figure 2). Where identified features appear within the text, the AB Heritage reference number is given in square brackets e.g. [AB 142].

## 2.3 Assessment of the Cultural Heritage Resource

### Review of Archaeological Potential and Receptor Value

- 2.3.1 The Archaeological DBA contains a record of the known and potential archaeological resource of an area. Where there is a potential for encountering a particular resource within the application site this is assessed according to the following scale:
- Low - Very unlikely to be encountered on site;
  - Medium - Possibility that features may occur / be encountered on site;
  - High - Remains almost certain to survive on site.
- 2.3.2 Where there is either a known or above medium potential for the recovery of archaeological remains within study area, which may be subject to impact by the proposed development, the significance of this resource is assessed.
- 2.3.3 There is currently no standard adopted statutory or government guidance for assessing the importance of a cultural heritage feature (such as an archaeological asset, a building, structure, settlement / area or park and garden etc.) and this is instead judged upon factors such as statutory and non-statutory designations, architectural, archaeological or historical significance, and the contribution to local research agendas. Considering these criteria each identified feature can be assigned to a level of importance in accordance with a five point scale (Table 1, below).

**Table 1: Assessing the Importance of a Cultural Heritage Site**

SCALE OF HERITAGE RECEPTOR IMPORTANCE	
<b>NATIONAL</b>	The highest status of site, e.g. Scheduled Monuments (or undesignated assets of schedulable quality and importance), Grade I and Grade II* Listed Buildings. Well preserved historic landscape, whether inscribed or not, with exceptional coherence, time depth, or other critical factor(s)
<b>REGIONAL</b>	Designated or undesignated archaeological sites, historic buildings, historic landscapes or assets of a reasonably defined extent and significance, or reasonable evidence of occupation / settlement, ritual, industrial activity etc.
<b>LOCAL</b>	Examples may include burial sites, deserted medieval villages, Roman roads and dense scatter of finds.
<b>NEGLIGIBLE</b>	Comprises undesignated sites with some evidence of human activity but which are in a fragmentary or poor state, or assets of limited historic value but which have the potential to contribute to local research objectives.
<b>UNKNOWN</b>	Examples include sites such as historic field systems and boundaries, agricultural features such as ridge and furrow, ephemeral archaeological evidence etc.

- 2.3.4 The importance of already identified cultural heritage resources is determined by reference to existing designations. For previously unidentified sites where no designation has been assigned, an estimate has been made of the likely importance of that resource based on professional knowledge and judgement.



### Impact Assessment Criteria

- 2.3.5 The magnitude of impact upon the Cultural Heritage resource, which can be considered in terms of direct and indirect impacts, is determined by identifying the level of effect from the proposed development upon the baseline conditions of the site and the cultural heritage resource identified. This effect can be either adverse (negative) or beneficial (positive). The criteria for assessing the magnitude of impact are set out in Table 2, below.
- 2.3.6 In certain cases it is not possible to confirm the magnitude of impact upon a cultural heritage resource, especially where anticipated buried deposits exist. Where possible a professional judgement as to the scale of such impacts is applied to enable the likely Significance of Effects to be established; however, a magnitude level of 'uncertain' is included for situations where it is not appropriate to make such a judgement at this stage of works.

**Table 2: Criteria for Determining Magnitude of Impact**

LEVEL OF MAGNITUDE	DEFINITION
<b>ADVERSE</b>	
<b>HIGH</b>	Major impacts fundamentally changing the baseline condition of the receptor, leading to total or considerable alteration of character or setting – e.g. complete or almost complete destruction of the archaeological resource; dramatic visual intrusion into a historic landscape element; adverse change in the setting or visual amenity of the feature/site; significant increase in noise; extensive changes to use or access.
<b>MEDIUM</b>	Impacts changing the baseline condition of the receptor materially but not entirely, leading to partial alteration of character or setting – e.g. a large proportion of the archaeological resource damaged or destroyed; intrusive visual intrusion into key aspects of the historic landscape; or use of site that would result in detrimental changes to historic landscape character.
<b>LOW</b>	Detectable impacts which alter the baseline condition of the receptor to a small degree – e.g. a small proportion of the surviving archaeological resource is damaged or destroyed; minor severance, change to the setting or structure or increase in noise; and limited encroachment into character of a historic landscape.
<b>NEGLIGIBLE</b>	Barely distinguishable adverse change from baseline conditions, where there would be very little appreciable effect on a known site, possibly because of distance from the development, method of construction or landscape or ecological planting, that are thought to have no long term effect on the historic value of a resource.
<b>UNCERTAIN</b>	Extent / nature of the resource is unknown and the magnitude of change cannot be ascertained.
<b>BENEFICIAL</b>	
<b>UNCERTAIN</b>	Extent / nature of the resource is unknown and the magnitude of change cannot be ascertained.
<b>NEGLIGIBLE</b>	Barely distinguishable beneficial change from baseline conditions, with very little appreciable effect on a known site and little long term effect on the historic value of a resource.
<b>LOW</b>	Minimal enhancement to key historic landscape elements, parcels or components, such as limited visual improvements / reduction in severance or minor changes to use or access; resulting in a small improvement in historic landscape character.
<b>MEDIUM</b>	Changes to key historic elements resulting in welcome changes to historic landscape character. For example, a major reduction of severance or substantial reductions in disturbance such that the value of known sites would be enhanced.
<b>HIGH</b>	Changes to most or all key historic landscape elements or components; visual changes to many key aspects of the historic landscape; significant changes in sound quality; changes to use or access; resulting in considerable welcome changes to historic landscape character.

- 2.3.7 The overall Significance of Effects from the proposed development upon the Cultural Heritage Resource is determined by correlating the magnitude of Impact against the value of the Cultural Heritage resource. Table 3 highlights the criteria for assessing the overall Significance of Effects.

**Table 3: Significance of Effects**

IMPORTANCE	MAGNITUDE							
	ADVERSE				BENEFICIAL			
	HIGH	MED	LOW	NEG	NEG	LOW	MED	HIGH
NATIONAL	Severe	Major	Mod	Minor	Minor	Mod	Major	Ext.
REGIONAL	Major	Mod	Minor	Not Sig.	Not Sig.	Minor	Mod	Major
LOCAL	Mod	Minor	Minor	Not Sig.	Not Sig.	Minor	Minor	Mod
NEGLIGIBLE	Minor	Not Sig.	Not Sig.	Nt.	Nt.	Not Sig.	Not Sig.	Minor

Not Sig. = Not Significant; Nt. = Neutral; Mod = Moderate; Ext. = Extensive

## 2.4 Limitations

- 2.4.1 This report is solely for the use of Alumno Miller Camberwell Ltd. It is prepared utilising information obtained from third party sources and AB Heritage take no responsibility for the accuracy of such information.
- 2.4.2 All work in this report is based on the professional knowledge of AB Heritage consultants and relevant (August 2010) United Kingdom standards and codes, technology and legislation. Changes in these areas may occur in the future and cause changes to the conclusions or recommendations given. AB Heritage does not accept responsibility for advising Alumno Miller Camberwell Ltd or associated parties of the implications of any such changes in the future.
- 2.4.3 Measurements and distances referred to in the report should be taken as approximations only and should not be used for detailed design purposes.
- 2.4.4 This report represents an early stage of a phased approach to assessing the cultural heritage resource of the application site to allow the development of an appropriate mitigation strategy, should this be required. It does not comprise mitigation of impacts in itself.

### 3 PLANNING, LEGISLATIVE FRAMEWORK GUIDANCE

#### 3.1 Scheduled Monuments, Listed Buildings and Conservation Areas

- 3.1.1 Current legislation, in the form of the **Ancient Monuments and Archaeological Areas Act 1979**, provides for the legal protection of important and well-preserved archaeological sites and monuments through their addition to a list, or 'schedule' of archaeological monuments by the Secretary of State for Culture, Media and Sport. This necessitates the granting of formal Scheduled Monument Consent for any work undertaken within the designated area of a Scheduled Ancient Monument.
- 3.1.2 Likewise, structures are afforded legal protection in the form of their addition to 'lists' of buildings of special architectural or historical interest. The listing of buildings is carried out by the Department of Culture, Media and Sport under the **Planning (Listed Buildings and Conservation Areas) Act, 1990**. The main purpose of the legislation is to protect buildings and their surroundings from changes that would materially alter the special historic or architectural value of the building or its setting. This necessitates the granting of formal Listed Building Consent for all works undertaken to or within the designated curtilage of a Listed Building. This legislation also allows for the creation and protection of Conservation Areas by local planning authorities to protect areas and groupings of historical significance.

#### 3.2 Planning Policy Statement 5: Planning for the Historic Environment

- 3.2.1 In England Planning Policy Statement 5 - Planning for the Historic Environment (PPS 5), which was released on 23 March 2010, sets out the Government's planning policies on the conservation of the historic environment. This document replaces Planning Policy Guidance 15: Planning and the Historic Environment (PPG15) published on 14 September 1994; and Planning Policy Guidance 16: Archaeology and Planning (PPG16) published on 21 November 1990.
- 3.2.2 PPS 5 provides policies (HE6-HE12) that are a material consideration in managing and guiding the decision making process on progressing development works (see Appendix B). There are also a range of policies to guide local planning authorities on the preparation of local development documents (HE1-HE5).
- 3.2.3 In short, this government statement provides a framework which:
- requires applicants to provide proportionate information on heritage assets affected by the proposals and an assessment of the impact of the proposed development on the significance of the heritage asset;
  - has a presumption in favour of the conservation of Designated Heritage Assets (which include World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens, Registered Battlefields or Conservation Areas);
  - protects the settings of such designated heritage assets;
  - takes into account the desirability of sustaining and enhancing the significance of heritage assets; and
  - where the loss of whole or part of a heritage asset's significance is justified, provides for the recording of assets and for publication of the resulting evidence.

- 3.2.4 In considering any planning application for development, the local planning authority is bound by the policy framework set by government guidance, in this instance PPS5, by current Development Plan Policy and by other material considerations.

### **3.3 The London Plan**

- 3.3.1 The relevant Strategic Development Plan framework is provided by 'The London Plan: Spatial Development Strategy for Greater London Consolidated with Alterations since 2004' (Feb 2008). It sets out the overarching strategies and policies for development in Greater London, with responsibility devolved to unitary borough councils to ensure that the strategic plan is implemented. The document contains the following policies related to the management of the built heritage and archaeology of London:

#### **Policy 4B.12 – Heritage Conservation**

- 3.3.2 Boroughs should:
- Ensure that the protection and enhancement of historic assets in London are based on an understanding of their special character, and form part of the wider design and urban improvement agenda, including their relationship to adjoining areas, and that policies recognize the multi-cultural nature of heritage issues;
  - Identify areas, spaces, historic parks and gardens, and buildings of special quality or character and adopt policies for their protection and the identification of opportunities for their enhancement, taking into account the strategic London context;
  - Encourage and facilitate inclusive solutions to providing access for all, to and within the historic environment and the tidal foreshore.

#### **Policy 4B.15 - Archaeology**

- 3.3.3 Boroughs in consultation with English Heritage and other relevant statutory organisations should include appropriate policies in their DPDs [Development Plan Documents] for protecting scheduled ancient monuments and archaeological assets within their area.

### **3.4 Southwark Local Plan**

- 3.4.1 From a local perspective the site falls within the London Borough of Southwark. Development control decisions in this area are undertaken in-line with the London Borough of Southwark Unitary Development Plan (UDP), which was adopted in 2007.
- 3.4.2 The Planning and Compulsory Purchase Act 2004 introduced a new development plan system, whereby UDPs will be replaced by a Local Development Framework (LDF). This change is progressing but, until the LDF documents are developed, the London Borough of Southwark UDP remains a 'saved document' and will continue to form the basis of local planning decision making.
- 3.4.3 The UDP contains a number of policies on the historic environment that are relevant to the proposed scheme. These are listed below.

**Policy 3.15 - Conservation of the Historic Environment**

- 3.4.4 Development should preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance. Planning proposals that have an adverse effect on the historic environment will not be permitted.
- 3.4.5 The character and appearance of Conservation Areas should be recognised and respected in any new development within these areas. Article 4 directions may be imposed to limit permitted development rights, particularly in residential areas.

**Policy 3.16 - Conservation Areas**

- 3.4.6 Within Conservation Areas, development should preserve or enhance the character or appearance of the area.

*New development, including alterations and extensions*

- 3.4.7 Planning permission will be granted for new development, including the extension or alteration of existing buildings provided that the proposals:
- i. Respect the context of the Conservation Area, having regard to the content of Conservation Area Appraisals and other adopted Supplementary Planning Guidance / Documents; and
  - ii. Use high quality materials that complement and enhance the Conservation Area; and
  - iii. Do not involve the loss of existing traditional features of interest which make a positive contribution to the character or appearance of the Conservation Area; and
  - iv. Do not introduce design details or features that are out of character with the area, such as the use of windows and doors made of aluminum, uPVC or other non-traditional materials. Where appropriate development in Conservation Areas may include the use of modern materials or innovative techniques only where it can be demonstrated in a design and access statement that this will preserve or enhance the character or appearance of the Conservation Area.

*Implementation*

- 3.4.8 Submission of details demonstrating that a contract for the construction of the replacement development has been let will be required prior to implementation of the development.
- 3.4.9 All applications for development within Conservation Areas will be accompanied by a design statement, including details of any trees to be retained, lost or replaced.

**Policy 3.17 - Listed buildings**

- 3.4.10 Development proposals involving a listed building should preserve the building and its features of special architectural or historic interest.

*Alterations and Extensions*

- 3.4.11 Planning permission for proposals which involve an alteration or extension to a listed building will only be permitted where:
- i. There is no loss of important historic fabric; and

- ii. The development is not detrimental to the special architectural or historic interest of the building; and
  - iii. The development relates sensitively and respects the period, style, detailing and context of the listed building or later alterations of architectural or historic interest; and
  - iv. Existing detailing and important later additional features of the building are preserved, repaired or, if missing, replaced.
- 3.4.12 Listed building consent must be applied for contemporaneously with an application for planning permission for a redevelopment scheme. Submission of details demonstrating that a contract for the construction of the replacement development has been let will be required prior to implementation of the development.
- 3.4.13 All applications for listed building consent will require a design statement, including details of the protection of any retained fabric, and a detailed statement setting out the justification, design approach and methods of any building work to the listed building.

**Policy 3.18 - Setting of Listed Buildings, Conservation Areas and World Heritage Sites**

- 3.4.14 Permission will not be granted for developments that would not preserve or enhance:
- i. The immediate or wider setting of a listed building; or
  - ii. An important view(s) of a listed building; or
  - iii. The setting of the Conservation Area; or
  - iv. Views into or out of a Conservation Area; or
  - v. The setting of a World Heritage Site; or
  - vi. Important views of /or from a World Heritage Site.
- 3.4.15 Outline planning applications are not usually suitable for development affecting the setting of listed buildings, Conservation Areas and world heritage sites. The council will use its powers under Article 3 (2) to require the submission of reserved matters needed to make a decision on the effect of the development on settings and views.

**Policy 3.19 - Archaeology**

- 3.4.16 There is a presumption in favour of preservation in situ, to protect and safeguard archaeological remains of national importance, including scheduled monuments and their settings. The in-situ preservation of archaeological remains of local importance will also be sought, unless the importance of the development outweighs the local value of the remains.
- 3.4.17 If planning permission is granted to develop any site where there are archaeological remains, or there is good reason to believe that such remains exist, conditions will be attached to secure the excavation and recording or preservation in whole or in part, if justified, before development begins.

## 4 BASELINE CONDITIONS

### 4.1 Key Planning Considerations

- 4.1.1 All buildings on site, apart from 33 Peckham Road, are Grade II Listed while the application area lies within the Sceaux Gardens Conservation Area. For this reason proposed development works will require submission of Listed Building Consent and Conservation Area Consent applications.
- 4.1.2 In line with Southwark Unitary Development Plan 3.17 'listed building consent must be applied for contemporaneously with an application for planning permission for a redevelopment scheme'.
- 4.1.3 Furthermore, both consent applications must be supported by a design statement that includes:
- For Listed Buildings includes 'details of the protection of any retained fabric, and a detailed statement setting out the justification, design approach and methods of any building work to the listed building'; and
  - For the Conservation Area includes details of any trees to be retained, lost or replaced
- 4.1.4 In relation to the Listed Buildings on site and the areas designation as a Conservation Area, the Southwark UDP requests 'submission of details demonstrating that a contract for construction of the replacement development has been let will be required prior to implementation of the development'.
- 4.1.5 The legal and best practice requirements for work on designated heritage assets are detailed but relatively straightforward when approached openly. The design team / project management team is advised to review any change they make to their designs against the Southwark UDP policies, to ensure consistency between these works. They are also advised to leave sufficient time for regular review of design proposals by a professionally qualified archaeologist, prior to submission of the application for planning permission, Listed Building Consent and Conservation Area Consent.
- 4.1.6 With regards to the surrounding cultural heritage resource there are no features predating the post-medieval period recorded on the Greater London Historic Environment Record database within the 250m study area. Of these features the earliest appears to be 30, 32 and 34 Peckham Road [AB 4] (South House), which originally formed 3 separate houses dating to c. 1790. The remainder of the cultural heritage gazetteer (Appendix A) is made up of building stock dating largely between the early 19<sup>th</sup> and early 20<sup>th</sup> century.

### 4.2 Consultation

- 4.2.1 Telephone consultation was undertaken with Chris Constable, the Southwark Borough Council Planning Archaeologists (*pers. comm.* 30<sup>th</sup> July 2010). During this Chris confirmed that he would like a search of the Greater London Historic Environment Record to be 250m from the boundary of proposed development. He advised that the documentary and map research should take place at the Southwark Local History Library due to the range of sources they hold.
- 4.2.2 From a research perspective Chris wanted the report to develop a greater understanding of whether the site played any role in the historic development and use of the workhouse, previously situated to the west of Havil Street, as well as establishing whether there is any potential this area was used for workhouse burials. Chris also asked that any evidence gathered during the historic map research for the formation of Peckham Road be referenced.

- 4.2.3 In relation to the Built Heritage two separate pre-application meetings were undertaken between Alumno Developments and the Southwark Council Planning and Conservation Officers. These meetings and subsequent written communication discussed the internal and external changes to the structures. In a letter from Southwark Council on 18<sup>th</sup> March 2010 the Alumno Developments design team were provided with a range of guidance notes on progressing the proposed development, these included information on the suitability of partitioning of rooms which has been taken into account in the proposed development plans.
- 4.2.4 A further letter dated 24<sup>th</sup> June 2010 from Gary Rice (Head of Development Management at Southwark Council) to Alumno Developments was sent in response to a subsequent review of draft proposals. In this letter Gary raised issues regarding the proposed works effect on the appearance of the Listed Buildings in the Sceaux Gardens Conservation Area. A range of recommendations were provided, which have been taken into account in the design process. Confirmation of the suitability of the later design amendments was received from Gary Rice in subsequent email correspondence.
- 4.2.5 Alumno Development also undertook a site visit with Malcolm Woods of English and, separately, Stuart Taylor of the Georgian Group. Both parties were sent plans and 3D images of the scheme. Neither raised specific feedback relating to the interior configuration of the rooms/partitioning, with their comments focused on the exteriors, provision of bike racks and excavation to the rear of South House and new build extensions.



## 5 ARCHAEOLOGICAL & HISTORIC BACKGROUND

### 5.1 The Prehistoric Periods (c. 750,000 BC – AD 43)

- 5.1.1 The prehistoric period was a time of significant environmental change in the British Isles, represented by the alternating warm and exceptionally cold phases and perhaps fleeting seasonal occupation of the Palaeolithic period (750,000 BC – 10,000 BC), through to climatic warming from the Mesolithic (c. 10,000 BC – 4,000 BC) period onwards, which transformed the landscape from a treeless steppe-tundra to birch and pine woodland (WA, 2008).
- 5.1.2 It was with this warming that England witnessed more continuous occupation in the form of mobile Mesolithic hunter-gather communities, inhabiting what was a predominately wooded environment.
- 5.1.3 Evidence of activity during these early periods is largely characterised by finds of flint tools and waste rather than structural remains; however, there are no known remains of this form within the study area or wider environs. One of the best examples of such evidence in central London comes from the edge of what was a prehistoric lake in Bermondsey, revealing Mesolithic flint scatters on what would have been its southern shore.
- 5.1.4 With the onset of the Neolithic (c. 4000 BC – 2000 BC) and continuing through the Bronze Age (c. 2,000 BC – 600 BC) and into the Iron Age (c. 600 BC – AD 43) there is significant change in technology and these periods are represented by, initially, the establishment of farming and, subsequently, of settled agricultural communities (WA, 2008). The dense forests of the Mesolithic were gradually cleared to create arable and pasture-based agricultural land, as well as for the construction of communal monuments. The pace of woodland varied regionally depending on a wide variety of climatic, topographic, social and other factors but the overall trend was one of gradually increasing forest clearance (CGMS, 2010).
- 5.1.5 By the time of the Iron Age large parts of the wider region of the south-east of England is likely to have been varying landscape of marshland, riverine and woodland etc., pocketed by a patchwork of, what could have been, extensive areas of open farmland, settlement activity and communal sites. However, to date, while a number of ephemeral findspots are recorded in the wider region of the site, dating to the prehistoric (WA, 2008), there is no known evidence of prehistoric activity recorded within the 250m Study Area boundary.
- 5.1.6 In view of the absence of finds dating to the prehistoric within the study area and the general paucity of evidence in the wider region the potential for the recovery of complex remains dating to this period is assessed to be **low**.

### 5.2 The Roman Period (AD 43 – AD 410)

- 5.2.1 The Romans occupied Britain from AD 43 and, shortly after their invasion, they created the settlement of Londinium (London) c. 4 km to the north of the site. It is important not to confuse the sites location with its setting within the area of modern London, with the sites location outside of this settlement during the Roman period. The proposed development site was very much geographically separate entity and, while within the potential agricultural and political hinterland of Londinium, which was the provincial capital by the 2nd century AD, it was still some distance outside of the area of activity.
- 5.2.2 In the wider region there is clear evidence of complex Roman activity. One of the more striking examples being the line of Watling Street, a Roman road c. 1.5 km to the north-east of the site,

which partly follows the approximate line of modern Old Kent Road (WA, 2008) between Southwark and Greenwich (CGMS, 2010). This was constructed along a band of high ground in the mid 1st century AD to connect Londinium with Rutupiae (Richborough) on the Kent coast (MoLA, 2009). Often small, rural settlements developed along the line of such major roads, acting as both stop-off points between major towns and markets in their own rights. The line of this communication route is, however, some distance from the site of proposed development and is more an indicator of settlement in the wider region than a pointer to archaeological potential within the site limits.

- 5.2.3 Indeed, there is no evidence of Roman activity within the 250m study area and, overall, the potential for the recovery of complex archaeological deposits dating to this period is assessed to be **low**.

### 5.3 The Early Medieval (AD 410 – AD 1066) and Medieval (AD 1066 – AD 1536) Periods

- 5.3.1 Following the abandonment of the British Isles by the Roman legions in the early 5th century AD the country fell into an extended period of socio-economic decline. *Londinium* was abandoned and, for unknown reasons, the area of early to mid Saxon settlement migrated to *Lundenwic*, to the west of the Roman town, in the area of the Strand and Covent Garden, c. 5 km north / north-west of the site.
- 5.3.2 Little is known about activity within Southwark during the early part of this period, which is commonly referred to as the dark ages. This reflects our lack of knowledge of events and activities at this time due to a reduction in all forms of evidence, from artefactual to first hand documentary sources.
- 5.3.3 This paucity of information is reflected in the wider region surrounding the site as well. The site lies between what were once the separate settlements of Peckham and Camberwell, prior to urban infilling that began slowly from the 18<sup>th</sup> century but rapidly expanded during the 19<sup>th</sup> and 20<sup>th</sup> century.
- 5.3.4 It is known that both Peckham and Camberwell have Saxon origins. The placename Peckham is believed to derive from its location on the River Peck (WA, 2008), while *Camberwell St. Giles* was an important parish in the Brixton hundred of Surrey (<http://en.wikipedia.org/wiki/Camberwell>).
- 5.3.5 The name of Camberwell is believed to refer to some form of spring combined with the Saxon word *cam*, which signifies 'crooked' and was a term meaning 'cripple'. This suggests a site where persons of afflicted health could come for medicinal treatment in the waters of the wells (<http://en.wikipedia.org/wiki/Camberwell>). While this can not be confirmed conclusively, there are a number of springs in the clay hills of this wider region and, it is perhaps telling that, the parish church of Camberwell has from Saxon times been dedicated to St. Giles, the especial patron of cripples (<http://www.british-history.ac.uk/report.aspx?compid=45281>).
- 5.3.6 Both settlements are recorded in the 1086 Domesday Survey as adjoining manors. Peckham is at this time recorded as *Pecheham* and Camberwell recorded as *Ca'brewelle*. It appears Peckham was the smaller of the two settlements, with land for only one plough and two acres of meadow (WA, 2008). Camberwell on the other hand was the larger and more important of the two settlements at the time of the conquest, being described as 'large and well inhabited' and 'a manor of some value' (<http://www.british-history.ac.uk/report.aspx?compid=45281>).
- 5.3.7 In addition, unlike Peckham, Camberwell also had a parish church during the early medieval (MoLA, 2009). Mentioned above the modern parish church of St. Giles Church still stands in the same vicinity, having being rebuilt in stone in 1154 and subsequently rebuilt in 1844 under guidance of the Architect Sir Gilbert Scott following its complete destruction in a fire of 1841.
- 5.3.8 Following the Norman conquest the manor of Peckham was granted to King William I half-brother Odo, Bishop of Bayeux, while the manor of Camberwell was held by his half brother Haimo. The

manor of Camberwell descended to Haimo's son Robert Fitz Haimon and, on the death of Robert in the Seige of Falaise in 1107, it was left to his heir, Mabel (<http://www.british-history.ac.uk/report.aspx?compid=45281>).

- 5.3.9 Mabel was a ward of King Henry I and, as the manor of Peckham was by this point held by Henry's son, Robert of Caen, Henry arranged for Mabel and Robert to be married, uniting the manors of Peckham and Camberwell under royal control into the parish of Camberwell ([www.southwark.gov.uk/info/200159/history\\_of\\_southwark/1034/southwarks\\_historic\\_villages/3](http://www.southwark.gov.uk/info/200159/history_of_southwark/1034/southwarks_historic_villages/3)).
- 5.3.10 By the 13th century, the Surrey Tax Rolls records the total tax paying population of Peckham and Camberwell as 55 people, suggesting a relatively good level of prosperity by this date (WA 2008).
- 5.3.11 There are, however, no archaeological sites recorded on the Greater London Historic Environment Record dating to either the early medieval or later medieval within 250m of the site and, given the information contained in historic documentary sources, it is likely that the site was open fields or wooded throughout this period. For these reasons the potential for the recovery of complex below ground archaeological deposits dating to these periods is assessed as being **low**.

#### 5.4 The Post-Medieval (AD 1536 – AD 1850) & Modern (AD 1850 – Present) Periods

- 5.4.1 As discussed above, the site lay in between the historic settlements of Peckham and Camberwell. By the 16<sup>th</sup> century Peckham, to the east of the site, had become somewhat popular as a wealthy residential area (<http://en.wikipedia.org/wiki/Peckham>), while Camberwell (once the larger of the two) was still recorded as a small farming village surrounded by woods and fields on the road to Croydon well into the early 18<sup>th</sup> century (<http://www.british-history.ac.uk/report.aspx?compid=45281>).
- 5.4.2 However, even during this period, settlement activity in this area was still relatively limited when compared to areas to the north of the site, around the banks of the Thames (Figure 2). The available evidence suggests that the site is likely to have been on the outskirts of the manor of Camberwell, with the centre of this settlement located somewhere between the earliest church of St. Giles and the area that is now Camberwell Green, c. 600m to the west of the site.

**Figure 2: Inferred map of early Post Medieval London (c.1660), showing site outside of main settlement focus (small red circle in south of map – not accurate placement due to scaling inaccuracies)**



- 5.4.3 While varying levels of development occurred in the two historic settlements, the site of proposed development itself appears to have remained relatively isolated and, most likely in open fields, for the majority of the early post-medieval. A section of John Rocque's Map of the environs of London 1744-45 (Figure 3) shows a patchwork of fields. It is noticeable however that small-scale ribbon development is beginning to occur along the road between Peckham and Camberwell at this time.

**Figure 3: Section of John Rocque's Map of the Environs of London - 1744-45**



- 5.4.4 A close-up of the site location on the John Rocque's map (Figure 4) confirms the rural nature of the site surrounding the site. There are structures surrounding the area and, potentially, one in the southern limits of the site, though issues with map scaling and recording methods mean this may not be within the site limits. What is possible is that the structure to the north of Peckham Road is likely to be that of the Vestry, constructed in 1727 (see below).

**Figure 4: Section of John Rocque's Map of the Environs of London - 1744-45**





- 5.4.5 The basic rural, farming character of Camberwell even at the latter part of the 18<sup>th</sup> century may be gathered from the fact that in 1782 the overseers of the parish spent £10 in 'apprehending' caterpillars that had overrun the area (<http://www.british-history.ac.uk/report.aspx?compid=45281>).
- 5.4.6 This began to change around the beginning of the 19th century though. Peckham and Camberwell saw a rapid population increase and an infilling of previously agricultural area. This was fuelled by entrepreneurial developers and improved transport links (WA, 2008).
- 5.4.7 As with much of South London the arrival of the railway from the 1860s and the later introduction of horse drawn trams led to both dramatic changes in the landscape and a population boom in the area ([http://www.southwark.gov.uk/info/200134/peckham/300/the\\_history\\_of\\_peckham/1](http://www.southwark.gov.uk/info/200134/peckham/300/the_history_of_peckham/1)). There was a gradual movement of people from the city of London to these areas, able to take advantage of the ability to travel into London each day for work.
- 5.4.8 The rate of expansion was phenomenal, while London's population doubled between 1841 and 1881, Camberwell's population grew even faster. Between 1801 and 1831 the population had already grown from just over 7,000 to roughly 30,000 people. In the following 40 years it almost quadrupled again to c.110,000 and, in the following 30 years, this number more than doubled to c.260,000 ([www.southwark.gov.uk/info/200159/history\\_of\\_southwark](http://www.southwark.gov.uk/info/200159/history_of_southwark)).
- 5.4.9 By 1888, when Camberwell was included in the county of London under the Local Government Act (<http://www.british-history.ac.uk/report.aspx?compid=45281>) the area had been a predominately urban area for some forty years and, under an Government Act of 1899, it became a metropolitan borough of London. In filling and further development continued through the early 20<sup>th</sup> century and by the outbreak of World War II the area was a dense, urban area of London, broken only by relatively sporadic areas of park and green spaces.
- 5.4.10 Camberwell took a huge toll from enemy action during the war. Not only was there significant loss of life of local inhabitants due to direct military engagement on the battle field the area was very badly hit due to enemy bombing raids. Camberwell suffered the third highest number of V1 hits of all 29 inner London boroughs with a total of 80 hits, equating to 17.8 hits per 1000 acres (the fourth highest density of bombing of all the London boroughs). (London Topographical Society, 2005). The site itself was impacted with all structures present on site at the time suffering 'General Blast Damage' (orange colouring), although this was not structural in nature (Figure 5). This map also shows the close proximity of two V1 bombs, which hit to the west and north-east of the site (denoted by circle).

**Figure 5: London Bomb Damage map showing damage levels**



- 5.4.11 The post-war period saw the erection of large council housing estates, including the Sceaux Garden Estate, which is included in the Sceaux Garden Conservation Area [17].
- 5.4.12 In 1965 the metropolitan borough was abolished and Camberwell joined with Southwark to form Southwark Council (<http://en.wikipedia.org/wiki/Camberwell>).

#### **Havil Street Workhouse**

- 5.4.13 At various times Camberwell has made use of three main workhouse sites: Havil Street (on the opposite side of Havil Street to the site), Gordon Road, and Constance Road ([www.workhouses.org.uk](http://www.workhouses.org.uk)).
- 5.4.14 With regard to the Havil Street Workhouse, the Camberwell Vestry (the equivalent a local governing body / parochial body, with certain limited judicial powers, that was so named because it originally met in the vestry of the parish church), which was responsible for managing distribution of poor relief to people of the parish, in line with the poor laws, erected a workhouse (Figure 6) to the north of Peckham Road in 1727 (RCA, 2009). This was to counteract increasing numbers of poor in the parish. It is possible that John Roque's map of 1744-45 (Figure 4) shows the location of what was the workhouse, immediately to the west of what is likely to be the current site location.

**Figure 6: Old Camberwell Workhouse in Peckham Road**



- 5.4.15 In 1815, with a continuing upsurge in the number of poor, most likely reflecting the demobilisation of some 400,000 men after the Napoleonic Wars and the associated swamping of the labour market, the Havil Street (previously known as Workhouse Lane) Workhouse was replaced by a much larger building in Havil Street (Tames, R (1997). The new workhouse on Havil Street was erected in 1818. It was a long, narrow building of brick, two storeys in height, with an additional basement.
- 5.4.16 Following these works, in 1827 the Camberwell Vestry, which had always carried out its business in either the workhouse or the vestry room of St. Giles's Church, oversaw the construction of a Vestry Hall (Figure 7), to the west of Havil Street.

**Figure 7: The Old Vestry Hall, opened 1827**



5.4.17 The building, however, soon seems to have been outgrown for the purpose it was built for. With ever expanding powers of its local government functions and increasing population levels to manage, the Camberwell Vestry was superseded by a new hall in 1874 (Figure 8). This was a large and imposing edifice on the eastern corner of Havil Street and Peckham Road, immediately to the west of the current site (<http://www.british-history.ac.uk/report.aspx?compid=45281>). Remains of this building can still be seen incorporated into the side of the Town Hall, along Havil Street.

**Figure 8: The new Camberwell Vestry Hall, opened 1874**

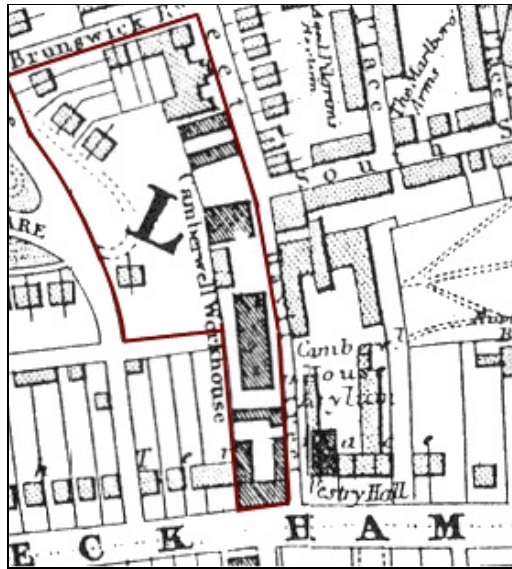


5.4.18 The set out of the site can be seen on the Dewhurst Map of 1842 (Figure 12), which shows the Old Vestry to the west of Havil Street, prior to its relocation, with the Workhouse to the north of it.

5.4.19 While the changes regarding the Vestry Hall were occurring a number of buildings were constructed within the Havil Street workhouse site in 1847 and, over the years, the site became increasingly important as a hospital. In 1873 a large new infirmary was erected at the north of the Havil Street site, at the junction with Brunswick Road.



**Figure 9: 1<sup>st</sup> Edition OS Map of 1888 Showing Havil Street Workhouse Site**



- 5.4.20 Changes to the site followed in 1889-90, with the addition of a new circular ward tower (a design which was very much in the vogue at that time). The site was subject to further development and alterations in the early 20<sup>th</sup> century, reflecting continued improvement in health services.
- 5.4.21 In 1904, on the site of the Old Vestry Hall, an office building was erected to be used as the administration block of St. Giles Hospital [AB 10]. This building was later taken over by Southwark Council and converted for use as Council offices.

**Figure 10: OS Map of 1914 showing changes to Havil Street Workhouse Site**



- 5.4.22 In 1930 the remainder of the Havil Street site was taken over by the London County Council and renamed St Giles' Hospital.



### Area of Proposed Development Site

- 5.4.23 The open landscape of Camberwell during the late 18th and early 19th centuries (see above) was punctuated by a few significant houses. More prominent properties began to line Peckham road while smaller, less prestigious houses were constructed along side streets. However, there appears to have been little or no development activity within the area of the site until the late 18<sup>th</sup> century.
- 5.4.24 In the northern part of the site are No's. 33, 37 & 39 Peckham Road. Together these form West House, Central House and East House.
- 5.4.25 No. 39 (East House) appears to have been constructed c. 1795, under the order of a Mr. Wanostrocht, to function as a boy's school. Known as Alfred House Academy it was completely surrounded by fields. This property is Grade II Listed.
- 5.4.26 Subsequently No. 33 (West House) and No. 37 (Central House) Peckham Road were constructed in the early 19<sup>th</sup> century and may have been semi-detached properties. No. 37 Peckham Road is Grade II Listed but, while of similar date, No. 33 Peckham Road (West House) has had unsympathetic later extensions and additions to its front and rear that have damaged its architectural character and it is not statutorily listed.
- 5.4.27 The site remained a school until 1832 at which time it and several other buildings were leased to the Royal Naval School in 1832. The lease to the Royal Navy lasted 13 years, with the Tithe Map of 1837 (Figure 11) and the Dewhurst Map of 1842 (Figure 12) recording the site layout and occupancy by the Royal Navy respectively (<http://www.british-history.ac.uk/report.aspx?compid=45281>).

**Figure 11: Tithe Map of 1837**



5.4.28 Following the end of the Royal Navy's tenancy of the site and their relocation to Greenwich a licence from her Majesty's Commissioners in Lunacy was granted for the takeover and use of the properties by the Camberwell House Lunatic Asylum. Camberwell House included No's. 33, 37 & 39 Peckham Road (to the north of the road), along with No's 30, 32 & 34 Peckham Road [AB 4] (to the south of the road) (RCA, 2009).

**Figure 12: Dewhurst Map of 1842**

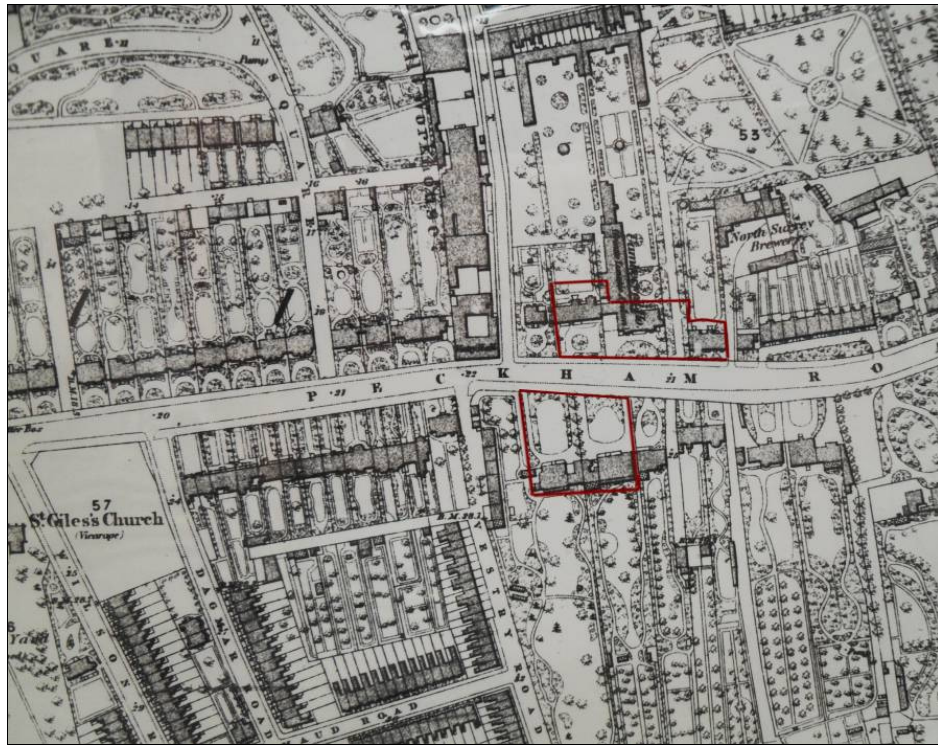


5.4.29 The Lunatic Asylum functioned in these properties from 1846 to 1955, providing recuperation and help to those in need. At their peak the site was a 20 acre pleasure grounds consisting of two sections of fourteen and six acres respectively (South London Observer, 1937), containing wards, rest rooms, a tuck shop, badminton and squash courts, vegetable gardens, a theatre and concert hall, bowling greens, gardens, a chapel, workshops, a bakery, sawmill and more (South London Press, 1955). As part of the development a major extension was built to the rear of No 37 Peckham Road. This has subsequently been demolished, but the rear elevation still retains evidence of the rebuilding of the rear wall.

5.4.30 In the southern part of the site No's. 30 and 32 Peckham Road (South House) were originally constructed in the late 18<sup>th</sup> century as two separate detached houses out of a group of three. All three properties had large front and rear gardens. During the mid 19<sup>th</sup> century that the gap between No's. 30 and 32 was filled in with an extension to the rear of two houses, with bay windows flanking small courtyards. The bays were originally of stone but have since been rebuilt in brick and the courtyards filled in (it appears that the upper floors and roofs of the infill buildings between No's. 30 and 32 Peckham Road were remodelled some time in the 20th century).

5.4.31 Number 32 was extended to the east in the late nineteenth century and, along with No. 30, converted to institutional use as part of the Camberwell House lunatic asylum. In the late 19<sup>th</sup> century No. 32 Peckham Road was extended to the east and, along with No. 32, converted to use as a lunatic asylum in the form of Camberwell House (see above). It was at this time that the dividing line between the two properties was removed. South House is now a Grade II Listed Building.

Figure 13: OS London Town Plan of 1895/96



- 5.4.32 With the advent of the modern, free national health service the use of the site to take in paying residents became more difficult. In 1955 the site of proposed development was taken over by the council and much of the sites furniture, fittings and chattels auctioned. The gardens of Camberwell House to the north of the site were sold and used for the development of the Sceaux Gardens Estate while the gardens to the rear of No's. 30, 32 & 34 [AB 4] Peckham Road became a public park – Lucas Gardens (RGA, 2009).
- 5.4.33 One of the most recent changes occurred during the mid 20<sup>th</sup> century. The gap between No's. 37 & 39 Peckham Road had been undeveloped, with a path leading from the surviving gateway on Peckham Road to the north. It was at this time that a lean-to building was added against the flank wall of No. 37 (RGA, 2009)



## 6 ADDITIONAL HERITAGE INFORMATION

### 6.1 Historic Significance of Buildings on Site

6.1.1 As part of Southwark Council's sale of a number of buildings, which include all structures on the site of proposed development, they commissioned production of a Conservation and Development Brief (Richard Griffiths Architects, 2009). This is a detailed document which, among other things, contains a condition survey of each building, its important features and any later interventions and alterations to the buildings. This work included photos where appropriate and resulted in the production of floor plans defining the period and significance of each room.

6.1.2 The Conservation and Development Brief should be read in conjunction with this desk-based assessment.

#### Conservation

6.1.3 The Conservation and Design Brief (RGA, 2009) identifies a range of factors that should be examined within any proposed development plans. This includes points relating to proposed landscaping and the repair / conservation of the exterior of the buildings.

6.1.4 In No. 30 & 32 Peckham Road the Conservation and Development Brief assess most rooms on the ground floor, along with the stairwells and a small number of rooms on the first floor, to be of between Medium and High significance.

6.1.5 In No. 33 Peckham Road [AB 5] five rooms on the ground floor are assessed as being of Medium Significance, while the stairwell is assessed as being of High Importance.

6.1.6 In No. 37 [AB 6] Peckham Road ground floor entrance is assessed as being of High Significance, while a number of rooms on the ground floor to third floor are assessed as being of Medium Significance.

6.1.7 The Conservation and Design Brief states the following:

- Rooms of High Significance: These rooms should be reinstated to their historic plan form and appearance, reinstating missing features such as skirtings, cornices, doors and window shutters. Any necessary strengthening of floors should be carried out within the depth of the historic construction. It notes that the original plan form of No. 30 has been destroyed by the removal of the original partition between the two rear rooms on the ground floor and this should be reinstated and the modern partitions removed;
- Rooms of Medium Significance: These rooms should be reinstated as far as possible to their historic plan form. Historic features such as skirtings, cornices, doors and window shutters should be restored and extended where they partially survive and where good evidence exists for their historic appearance. Where fire surrounds survive they should be retained; and
- Rooms of Low Significance: Surviving historic features should be preserved as far as reasonably possible when adapting the buildings to accommodate the requirements of new uses and building regulations.

### 6.2 The Sceaux Gardens Conservation Area

6.2.1 The Sceaux Gardens Conservation Area [AB 17] was designated on the 7th September 1968 and extended on 16<sup>th</sup> September 1977. It is centred on the group of 18<sup>th</sup> century buildings located on the

site of proposed development, which are important to the layout of the Conservation Area. It was the initial period of slow growth in this area, when the area was predominantly rural, that attracted low density development or large villas to Peckham Road. The survival of some of these structures is due to their early change of use for education and then collective use as an asylum (RGA, 2009).

6.2.2 The Conservation Area also reflects later Victorian, Edwardian and post-war buildings leading up to the junction with Southampton Way. The Conservation Area also extends southwards along Vestry Road to encompass Lucas Gardens (a public park to the rear of South House) and northwards along Havil Road and Southampton Way, to include the 1950's public housing of the Sceaux Gardens Estate.

6.2.3 The character of the area is reflected by the following:

- A mixed area based on the historic road from Peckham to Camberwell;
- Early development of occasional villas in farmland during the 18<sup>th</sup> century, some of which survive as Council offices;
- Development of housing during the 19<sup>th</sup> century associated with transport improvements in the surrounding area; and
- The importance of Sceaux Gardens Estate as pioneering social housing.

### **6.3 Previous Site Investigations**

6.3.1 A Conservation and Development Brief was produced by Richard Griffiths Architects in April 2009 to provide advice on the most appropriate use for Peckham Road Council Office, which this proposed development site forms part of. This report contains a very detailed record of the internal structure and external photographic record of all buildings within the site boundary. It provided detailed information on the significance of the various buildings, which has been incorporated into this report where appropriate. It should be read in conjunction with this report.

6.3.2 There are no previous below ground archaeological investigations recorded within the 250m study area on the Greater London Historic Environment.

### **6.4 Site Visit**

6.4.1 The assessment included a site visit, carried out on the morning of the 4<sup>th</sup> August 2010 in order to gain a better understanding of the site, the existing land use and to provide further information on areas of past ground disturbance and general archaeological potential.

6.4.2 Observations made on the site visit have been incorporated into this report. A number of photos are shown below to provide some context on the layout of the site.

6.4.3 The first two photos (Plate 1) show the southern elevation to South House. In this area it is proposed to extend and join the existing basement area and undertake some landscaping works in front of West House.

**Plate 1: Southern Elevation of Central House Looking West (top) and East (bottom)**



6.4.4 Part of the works will involve the removal of the wall between East House and the grounds of Central House. This wall is shown on Plate 2 (below). The wall is a red brick composition and is abutted by the current mid 20<sup>th</sup> century extension that lies behind this wall, hence the inclusion of windows in this structure. The majority of the wall lies behind bushes.

6.4.5 Plate 2 also shows the current view through to a modern high rise tower block. The proposed extension would lie in this gap and would remove the view to this modern feature from this side of Peckham Road, creating a more structured break between the 18<sup>th</sup> / 19<sup>th</sup> century properties and the 20<sup>th</sup> century additions.

**Plate 2: Front Elevation of Central House Looking East into East House.**



- 6.4.6 At the rear of Central House (Plate 3) we see the extensive scarring on the face of the building resulting from the 19<sup>th</sup> century extension built in this area, as part of the Camberwell Lunatic Asylum. The grounds and historic fabric of the affected parts of this building will have been severely disturbed in this area.
- 6.4.7 In addition, the plate shows the direct views to the modern Camberwell College of Arts [AB 8] from the grounds of Camberwell House. This shows, along with views on Plate 2 and 7, that modern intrusions are already present within the landscape of the Conservation Area [AB 17]. The proposed extension is to a high standard and is designed to avoid negative views from and into the site in relation to the Conservation Area.

**Plate 3: Northern Elevation of Central House Looking East**





- 6.4.8 Plate 4 shows the basements along the northern elevation of Central House, showing that such structures have precedence in the historic landscape.

**Plate 4: Looking West into basement excavation behind Central House**



- 6.4.9 Plate 5 shows the gap, which currently has a modern extension in it, between East House (on the left) and Central House (on the right), where it is proposed to develop the new extension. The structure is well sited to fill an area already containing a modern development.

**Plate 5: Facing South-East looking into gap where proposed extension to be built**





- 6.4.10 Plate 6 shows the area where the proposed extension is to be built. It shows that the gap already contains a modern extension and has had some limited landscaping, in the form of brick paving.

**Plate 6: Looking south into gap between Central and East House where extension is proposed. Note modern white and black painted construction**



- 6.4.11 Plate 7 shows a view facing south-eastwards, looking across the northern elevation of East House. The vividly coloured forecourt of a petrol station is visible over the boundary wall of this property and demonstrates previous works with unsympathetic vistas surrounding the Conservation Area [AB 17].

**Plate 7: Facing South-East looking towards East House. Note visibility of garage forecourt immediately behind wall**



6.4.12 Plate 8 is a shot facing south, showing the northern face of South House. Apart from changes to the gates of this property and inclusion of a bike parking area there are to be no other works in this area.

**Plate 8: Facing South towards South House**



6.4.13 The final shot is Plate 9. This shows the layout of the basements to the north of South House. Access could not be gained to the rear of South House but this shot demonstrates that the structure is already one used in the design of the existing building.

**Plate 9: Facing East looking into basement in front of South House**





## 7 ASSESSMENT OF EVIDENCE

### 7.1 Identified Cultural Heritage Receptors

- 7.1.1 There are no known buried archaeological remains within the site limits. However, No's. 30 & 32 Peckham Road (South House) and No's. 37 & 39 Peckham Road [**AB 5 & 6**] (Central House and East House) all date to the late 18<sup>th</sup> / early 19<sup>th</sup> century and are Grade II Listed. No. 33 Peckham Road dates to the same period but is not listed due to later alterations that have impacted on its surviving significance.
- 7.1.2 The site and all the buildings in it lie within the Sceaux Gardens Conservation Area [**AB 17**].

### 7.2 Past Impacts within the Site Boundary

- 7.2.1 Cartographic analysis suggests that before the 18<sup>th</sup> century the site was most likely open farmland. Since the late 18<sup>th</sup> / early 19<sup>th</sup> century though the site has been subject to successive phases of rebuilding and alteration during the 18<sup>th</sup>, 19<sup>th</sup> and 20<sup>th</sup> centuries.
- 7.2.2 No's. 30 & 32 Peckham Road (South House) and No's. 33, 37 & 39 Peckham Road (West House, Central House and East House) are all extensive in nature, are all basemented and would have all involved significant ground disturbance within their footprint during construction. This disturbance is likely to have extend some distance out from the buildings, to allow for foundation / basement construction (i.e. at least c. 2m). In addition, a large extension was previously built onto the rear of No. 37 (Central House).
- 7.2.3 When the level of previous development is taking into account, as well as the history of the site, it is concluded within the building footprint and the area immediately surrounding them there is unlikely to be any potential for the survival of complex archaeological remains.
- 7.2.4 The current extension to the east of Central House is also likely to have had some ground impact. In addition, the structure itself has little historic or architectural merit, it is a mid 20<sup>th</sup> century extension and is unremarkable in plan form and arrangement. The building has no special interest and does not contribute to the Conservation Area [**AB 17**].

### 7.3 Assessment of Archaeological Potential

- 7.3.1 Given the absence of known finds within the study area and surrounding area dating from the prehistoric to later medieval periods there is assessed to be a **low** potential for the recovery of complex archaeological material of this date within the limits of proposed development.
- 7.3.2 It is with the gradual encroachment of settlement into this area during the post-medieval onwards that the potential for the recovery of complex archaeological deposits.
- 7.3.3 For this reason there is assessed to be a **moderate to high** potential for the survival of foundations and features associated with previous phases of building on the site, identified on 18th, 19th and 20th century mapping.

## 8 IMPACT ASSESSMENT

### 8.1 Proposed Development

- 8.1.1 The main focus of the proposal is for a range of demolition work and the construction of a four story extension with basement to the east of Central House. In addition to these works there will also be:
- Landscaping works involving ground reduction to the west of East House, in front of the proposed extension;
  - Removal of the dividing wall between East House and the grounds in front of Central House;
  - Soft Landscaping in the space between West House and Peckham Road;
  - Two new areas of external basement along the southern elevation of South House and the extension and combination of basementing to the southern elevation of Central House, to enable access and egress from basement flats;
  - Refitting of internal rooms in South, East, Central and West House to facilitate student accommodation (i.e. remodeling to allow for bedrooms, bathrooms, kitchens / lounge areas;
  - Replacement of 2 sets of gates in gardens of South House for fire access; and
  - Removal of various modern external additions to South House.

### 8.2 Forms of Heritage Impact

- 8.2.1 An archaeological resource can be affected by development in a number of ways: the removal of material during works, the destruction to sensitive deposits caused by the presence of heavy plant, and the alteration of stable ground conditions that may lead to degradation of the quality, and survival of buried archaeological remains.
- 8.2.2 Equally, the built heritage can be affected by development typically in the form of possible demolition or loss of part of a structure or its grounds; increased visual intrusion, noise or vibration; changes in the original landscape; severance from linked features such as gardens, outbuildings etc or through the loss of an amenity.

### 8.3 Impacts of Proposed Development

#### Archaeology

- 8.3.1 It is likely that the proposed construction of Central House and South House involved impacts extending outside of the just the footprint of the building. Given such anticipated disturbance and the low potential for the recovery of archaeological deposits predating the post-medieval it is concluded that the excavation for the basements will result in **no impact** to archaeology.
- 8.3.2 The construction of the extension to the east of central house and the area of soft landscaping to the west of east house is a different matter. Parts of the proposed extension lie in previously undeveloped areas, while other parts lie within the area of a now demolished extension to Central House, which was used during the sites historical use as the Camberwell Lunatic Asylum. Should the proposed extension disturb remains of the former Lunatic Asylum it would potentially form a Low to Medium adverse impact on a resource of local importance. Overall this would equate to a **Minor Adverse** significance of impact.

- 8.3.3 The removal of tarmac and progression of associated groundworks for the creation of soft landscaping between West House and Peckham Road is unlikely to be of significant but may impact on previous remains associated with the 19<sup>th</sup> century institutional usage of the properties on the site. Overall, if this were the case the impacts of proposed work are assessed as having between a Negligible and Low adverse impact on resource of local importance. This would equate to between a **Not Significant** and a **Minor Adverse** significance of impact.
- 8.3.4 Likewise, any additional ground clearance or interventions associated with the construction of new foundations and services in either the northern or southern parts of the scheme have the potential to truncate and/or remove any surviving archaeology, most likely dating to the post-medieval / modern use of the site. These would have a similar level of impact to the removal of tarmac (see above).

#### **Built Heritage**

- 8.3.5 Detailed proposals are in the process of being completed at this stage and are being developed to fit with the existing character of the structures on site. Changes have been made to the emerging design based on communications with Southwark Council Planning and Conservation team that have ensured changes are sympathetic to the internal and external character of the buildings. It is also believed that the new structure and external changes will not affect the character of the Conservation Area [AB 17] in a negative way.
- 8.3.6 In relation to the proposed development the current extension to the east of No. 39 (Central House) has little historic or architectural merit. Dating to the mid 20<sup>th</sup> century it is unremarkable in plan form and arrangement (RGA, 2009). The building has a modern metal roof and a canopy at ground floor. The building has no special interest and detracts from the Conservation Area [AB 17]. Its removal and replacement with a more appropriate construction, that is sensitive to the original buildings it adjoins and that is in keeping with the character of the Conservation Area, is assessed as having a **Minor Beneficial** significance of effect to the overall scheme. The removal of various modern external additions to South House are also considered to enhance the historic built environment through the removal of unsympathetic building material and their replacement with a modern building.
- 8.3.7 The removal of the dividing wall between East House and the grounds in front of Central House is assessed as having a high impact upon a site of local importance. Overall this would constitute a **moderate adverse** significance of effect. The gates to the gardens of South House are a later construction but still form part of the listed status. Their replacement is being progressed through sympathetic design and the replacement of a similar design, though of a larger scale to enable fire truck access. The changes would therefore result in a detectable but low negative impact upon a feature of regional importance, equating to a **Minor Adverse** significance of impact.
- 8.3.8 The remainder of the changes are internal and involve refitting of rooms in South, East, Central and West House to facilitate student accommodation (i.e. remodeling to allow for bedrooms, bathrooms, kitchens / lounge areas. The proposed demolition and development plans have been consulted and cross-referenced against the different designated status of the buildings on site and the varying level of historic significance of various rooms (as assessed in the Conservation and Design Brief (RGA, 2009)). Overall there is concluded to be between a **Not Significant** level of change and **Moderate Adverse** significance of impact.

## **9 RECOMMENDED MITIGATION STRATEGY**

### **9.1 Archaeological Advice**

- 9.1.1 In light of the potential for impacts to buried structural remains associated with the late 18th / early 19th century development of this site it is probable that the local authority would request further investigation in advance of any future development, in order to clarify the likely impact of the development.
- 9.1.2 It is recommended that a strategy be put to the Archaeological Officer for Southwark Borough Council for the excavation of c. 3 to 5 strategically placed archaeological trenches within the area of the proposed extension (to the east of Central House) and soft landscaping with ground reduction (to the west of East House). These would be placed outside of the footprint of the late 20th century structure built onto the east of Central House and would be designed to determine the actual degree of archaeological survival within this area.
- 9.1.3 The results of the field evaluation would enable an informed decision to be made on the need for an appropriate mitigation strategy for any significant archaeological remains on the site.
- 9.1.4 In the area of soft landscaped amenity to the south of West House and in any other areas of intrusive ground clearance or interventions associated with the construction of new foundations and services, in either the northern or southern parts of the scheme, it is proposed that an archaeological watching brief be undertaken during such works to ensure that remains of archaeological significance are not uncovered and destroyed without recording.
- 9.1.5 Such a requirement would be in line with Southwark Borough Council's Policy 3.19 concerning Archaeology.
- 9.1.6 This and any future work in the form of a mitigation strategy would require agreement with the Archaeological Officer for Southwark Borough Council.

### **9.2 Built Heritage Advice**

- 9.2.1 The conservation brief prepared by Richard Griffiths Architects and the data revealed in this brief has defined the likely historic significance of the structures. This process has allowed for the sympathetic design of both internal and external works in relation to the proposed scheme.
- 9.2.2 It is noted that the proposed development will require the submission of Listed Building and Conservation Area Consent applications.
- 9.2.3 In line with Southwark Unitary Development Plan 3.17 'listed building consent must be applied for contemporaneously with an application for planning permission for a redevelopment scheme'.
- 9.2.4 In addition, in relation to the Listed Buildings on site and the application areas designation as a Conservation Area, the Southwark UDP requests 'submission of details demonstrating that a contract for the construction of the replacement development has been let will be required prior to implementation of the development'.
- 9.2.5 The current design work has carefully integrated comments received during discussions held between Alumno Development and the Southwark Council Planning and Conservation Team as well as English Heritage and the Georgian group. This has ensured that sympathetic renovation of internal rooms has been progressed with original room plans being retained and, in certain cases, later insensitive portioning of rooms being removed.

- 9.2.6 To bring the building back to a usable state there has to be certain changes and, due to the importance of the buildings along with the presence of certain rooms of historic importance, it is proposed to undertake some mitigatory works to mitigate any residual negative impacts.
- 9.2.7 Using the room number assigned in the Richard Griffiths Architects report of 2009 it was established where demolition works were occurring in rooms of medium or high historic interest. Based on this it is recommended that Level III Historic Building Recording be undertaken, comprising a measured survey and comprehensive photographic record, of the following rooms prior to works:
- South House Room F23 – Demolition work and removal of doorway in stairwell assessed as being of high significance; and
  - Central House Room G6 – Demolition work in room assessed as having medium significance.
- 9.2.8 A number of rooms are assessed as being of low historic significance but still contain building remains dating to the late 18<sup>th</sup> to mid 19<sup>th</sup> century. In these rooms it is recommended that a Level II Historic Building Recording be undertaken prior to demolition works. This would comprise a descriptive record with a scale plan and general photographic record of the following rooms:
- South House Room G21 - Demolition of part of a mid 19<sup>th</sup> century wall in room assessed as being of high significance. Area assessed as low historic importance;
  - South House Room F17 – Demolition of mid 19<sup>th</sup> century first floor room forming part of link between No. 30 and No. 32 Peckham Road. Area assessed as low historic importance;
  - South House Room S12 – Removal of part of mid 19<sup>th</sup> century wall. Area assessed as low historic importance;
  - South House Room S15 – Demolition of mid 19<sup>th</sup> century second floor room forming part of link between No. 30 and No. 32 Peckham Road. Area assessed as low historic importance;
  - Central House Room S5 – Demolition of door frame, architrave and partition forming cupboard on wall dating to late 18<sup>th</sup> or early 19<sup>th</sup> century. Area assessed as low historic importance;
  - Central House Room B5/ns – Demolition of potential part of wall of late 18<sup>th</sup> or early 19<sup>th</sup> century. Area assessed as low historic importance;
  - West House Room B12/ns – A hole is being punched through a wall dating to early to mid 19<sup>th</sup> century. Area assessed as low historic importance.
- 9.2.9 Finally, in all other rooms where demolition is occurring it is recommended that a general digital photographic record be made prior to works, with a simple description of the room and brief description of the work to be undertaken. This would constitute a Level I Historic Building Recording.
- 9.2.10 In relation to the removal of the dividing wall between the grounds of Central House and East House it is recommended that this be subject to Level II Historic Building Survey in advance of development works.
- 9.2.11 The design team / project management team is advised to constantly review the changes they make to their designs, prior to submission, against the Southwark UDP policies, to ensure consistency between these works.

## 10 CONCLUSIONS

### 10.1 Potential & Impacts

- 10.1.1 AB Heritage were commissioned by commissioned by Alumno Miller Camberwell Ltd to produce a Cultural Heritage Desk-Based Assessment for the proposed redevelopment of No's. 30 & 32 Peckham Road (South House) and No's. 33, 37 & 39 Peckham Road (West House, Central House and East House), in the London Borough of Southwark.
- 10.1.2 The redevelopment is for the construction of student accommodation and involves a range of demolition work and the construction of a four story extension with basement to the east of Central House, along with internal modification of South, East, Central and West House, various landscaping and boundary changes, the creation of new areas of basemementing along the southern elevation of South House and Central House and the replacement of various features.

### 10.1 Potential & Impacts

- 10.1.1 The site lies within the Sceaux Gardens Conservation Area [**AB 17**] and No. 30, 32, 37 and 39 Peckham Road are all Grade II Listed. However, there are no known archaeological remains within the site limits and only one (a demolished post-medieval building) within 250m of the site.
- 10.1.2 This assessment has concluded that there is a **low** potential for the recovery of complex archaeological material, dating from the prehistoric to medieval periods, within the limits of proposed development. From the 17<sup>th</sup> century onwards there is a gradual encroachment of settlement into this area though and by the late 18<sup>th</sup> century the site had been subject to development works. For this reason there is assessed to be a **moderate to high** potential for the survival of foundations and features associated with previous phases of building on the site, identified on 18th, 19th and 20th century mapping.
- 10.1.3 Given the historic potential and known features within the site, it is concluded that works will result in varying impacts upon the archaeological and built heritage resource, resulting in between Not Significance and a Moderate Adverse significance of effect.

### 10.2 Recommended Mitigation Strategy

- 9.2.12 In relation to the potential buried archaeological resource it is recommended that c. 3 to 5 strategically placed archaeological trenches be excavated within the area of the proposed extension (to the east of Central House) and soft landscaping with ground reduction (to the west of East House) to establish the precise survival of archaeological deposits within this area. Depending on whether archaeological remains of significance survive, mitigation works may be required. These may take the form of an archaeological watching brief or full excavation.
- 9.2.13 In all areas outside of this location where intrusive ground works are to be undertaken it is proposed that an archaeological watching brief be undertaken.
- 9.2.14 Such a requirement would be in line with Southwark Borough Council's Policy 3.19 concerning Archaeology.
- 9.2.15 In relation to the Built Heritage the current design work has carefully integrated comments received during discussions held between Alumno Development and the Southwark Council Planning and Conservation Team as well as English Heritage and the Georgian group. This has ensured that the proposed works do not negatively impact the character of the conservation area and that



sympathetic renovation of internal rooms has been progressed with original room plans being retained and, in certain cases, later insensitive portioning of rooms being removed.

9.2.16 There are a small number of residual impacts related to proposed construction works and, to mitigate such effects, it is proposed to undertake the following:

- Level III Historic Building Recording in 2 rooms;
- Level II Historic Building Recording in 7 rooms and on the dividing wall between the grounds of Central House and East House; and
- A general digital photographic record and simple description of each room where demolition / renovation works is to be undertaken, including a brief description of the work.

9.2.17 It is noted that, in line with Southwark Unitary Development Plan 3.17, Listed Building and Conservation Area Consent applications are required 'contemporaneously with an application for planning permission for a redevelopment scheme'. Furthermore, the Southwark UDP requests 'submission of details demonstrating that a contract for the construction of the replacement development has been let will be required prior to implementation of the development'.

9.2.18 The design team / project management team is advised to constantly review the changes they make to their designs, prior to submission, against the Southwark UDP policies, to ensure consistency between these works.

### **10.3 Acknowledgements**

10.3.1 AB Heritage would like to thank Chris Constable of Southwark Borough Council, for his help and advice on the history of this area, along with Stuart Cakebread of the Greater London Historic Environment Record and the staff of the Southwark Local Studies Library for their kind assistance in the compilation of this report.

10.3.2 Thanks are also extended to Ian Stafford and Catherine McKenzie of Alumno Developments for their cooperation in providing background information, proposed development plans and site access.

10.3.3 This report was researched and compiled by Andy Buckley and the Cultural Heritage Features Mapping was illustrated by Amy Tucker.

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### 11.4 Consultation

Telephone consultation between Andy Buckley (AB Heritage) and Chris Constable (Southwark Borough Council Planning Archaeologist), 30<sup>th</sup> July & 4<sup>th</sup> August 2010

## **Appendices**

## Appendix A

### Gazetteer of Cultural Heritage Features

This gazetteer incorporates all archaeological and historical sites identified on the Greater London Historic Environment Record and other sources within a study area of 250m surrounding the site boundaries.

#### Abbreviations:

REF: Greater London Historic Environment Record Monument Unique Identification (UID) Number.

NGR: National Grid Reference.

AB No.	PERIOD	TYPE	NAME & DESCRIPTION	NGR	REF	STATUS
1	Post Medieval	Archaeology	59-73 Havil Street. 4 pairs of semi-detached houses dating to the post-medieval. Demolished c. 1972.	TQ 3321 7698	MLO10111	
2	Post Medieval	Structural	Numbers 3 and 4 Brunswick Park and attached railings. A pair of early 19 <sup>th</sup> century semi-detached houses.	TQ 33085 76834	MLO91808	Grade II Listed Building
3	Post Medieval	Structural	Numbers 1 and 2 Brunswick Park and attached railings. A pair of early 19 <sup>th</sup> century semi-detached houses.	TQ 33102 76835	MLO91807	Grade II Listed Building
4	Post-medieval	Structural	No's. 30, 32 and 34 Camberwell House and attached area railings. Originally 3 houses of c. 1790 they are now linked offices. The interior of all houses is much altered.	TQ 33260 76662	MLO92228	Grade II Listed Building
5	Post-medieval	Structural	No. 33 Peckham Road (Central house). Dated c. 1800 it is now offices. Brown brick with red brick dressings – Numbering Different to that on site.	TQ 33279 76759	MLO92230	Grade II Listed Building
6	Post-medieval	Structural	No. 35 Peckham Road (East house). Dated c. 1800 it is now offices. Brown brick with red brick dressings – Numbering Different to that on site..	TQ 33340 76738	MLO92231	Grade II Listed Building
7	Post-medieval / Modern	Structural	Lamp post in courtyard of number 34 Peckham Road. 19 <sup>th</sup> century. Cast-iron shaft on scrolled tripod base with lion masks. It has a 20 <sup>th</sup> century light fitting.	TQ 33308 76700	MLO92229	Grade II Listed Building

8	Modern	Structural	Camberwell College of Arts and Gate Piers at Entrance. The present listed structures are an 1882 construction, replacing the Wilson Grammer School, which was founded by Edward Wilson, vicar of the parish, in 1615.	TQ 33038 76609	MLO92485	Grade II Listed Building
9	Modern	Structural	Wall and gates fronting St Giles' Hospital Administrative and Ward Blocks. Dated 1904. By E.T. Hall in Arts and Crafts style.	TQ 33109 76888	MLO92314	Grade II Listed Building
10	Modern	Structural	St Giles Hospital, administrative block with attached ward block. Dated 1904. By E.T. Hall. Brick in Flemish bond with stone dressings. Hipped roofs of slate.	TQ 33122 76895	MLO92313	Grade II Listed Building
11	Modern	Structural	Former circular ward for St. Giles Hospital. Dated 1888. By Robert P. Whellock. Dark red brick with stone dressings, the building is circular in plan with polygonal extension to west and smaller north projection. It has tiled steeply pitched roof.	TQ 33192 76921	MLO92073	Grade II Listed Building
12	Modern	Structural	Forecourt wall and railings to number 29 Peckham Road (Southwark council strategic services). Early 20 <sup>th</sup> century. Low wall, curved up at intervals to square piers; red brick with stone copings. Ornamental wrought-iron railings between.	TQ 33215 76726	MLO92227	Grade II Listed Building
13	Modern	Structural	Southwark Council Strategic Services Directorate (No. 29 Peckham Road). Dated 1904. Red brick with stone dressings.	TQ 33219 76763	MLO92226	Grade II Listed Building
14	Modern	Structural	South London Art Gallery (No's. 61, 63 and 65 Peckham Road). 1896-8 (inscribed 1897). By Maurice Adams. Red brick with plentiful white stone dressings, bandings and sculptured ornament.	TQ 33393 76757	MLO92232	Grade II Listed Building
15	Modern	Structural	Forecourt wall and railings to numbers 61, 63 and 65 Peckham Road (South London Art Gallery) dating to c. 1898. Brick and wrought-iron.	TQ 33458 76750	MLO92233	Grade II Listed Building
16	Modern	Structural	Numbers 71 - 77 Peckham Road (odd) and attached railings. Terraced houses of the mid 19 <sup>th</sup> century. Stock brick in Flemish bond with stucco facing to ground floor.	TQ 33476 76784	MLO92234	Grade II Listed Building
17	Post-medieval / Modern	Area	The Sceaux Gardens Conservation Area was designated on the 7th September 1968 and extended on 16 <sup>th</sup> September 1977.	AREA	Southwark UDP	Conservation Area

**Figure 14: Cultural Heritage Features Map**

**Figure 15: Proposed Development to Peckham Road North**



**Figure 16: Proposed Development to Peckham Road South**

## Appendix B

### Planning Policy Statement 5 – Policies of Material Consideration in Guiding Planning Decision.

#### **POLICY HE6: Information requirements for applications for consent affecting heritage assets**

Local planning authorities should require an applicant to provide a description of the significance of the heritage assets affected and the contribution of their setting to that significance. The level of detail should be proportionate to the importance of the heritage asset and no more than is sufficient to understand the potential impact of the proposal on the significance of the heritage asset. As a minimum the relevant historic environment record should have been consulted and the heritage assets themselves should have been assessed using appropriate expertise where necessary given the application's impact. Where an application site includes, or is considered to have the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where desk-based research is insufficient to properly assess the interest, a field evaluation.

This information together with an assessment of the impact of the proposal should be set out in the application (within the design and access statement when this is required) as part of the explanation of the design concept. It should detail the sources that have been considered and the expertise that has been consulted.

Local planning authorities should not validate applications where the extent of the impact of the proposal on the significance of any heritage assets affected cannot

#### **POLICY HE7: Policy principles guiding the determination of applications for consent relating to all heritage assets**

In decision-making local planning authorities should seek to identify and assess the particular significance of any element of the historic environment that may be affected by the relevant proposal (including by development affecting the setting of a heritage asset) taking account of:

- (i) evidence provided with the application;
- (ii) any designation records;
- (iii) the historic environment record and similar sources of information;
- (iv) the heritage assets themselves;
- (v) the outcome of the usual consultations with interested parties; and
- (vi) where appropriate and when the need to understand the significance of the heritage asset demands it, expert advice (from in-house experts, experts available through agreement with other authorities, or consultants, and complemented as appropriate by advice from heritage amenity societies).

In considering the impact of a proposal on any heritage asset, local planning authorities should take into account the particular nature of the significance of the heritage asset and the value that it holds for this and future generations. This understanding should be used by the local planning authority to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposals.

If the evidence suggests that the heritage asset may have a special significance to a particular community that may not be fully understood from the usual process of consultation and assessment, then the local planning authority should take reasonable steps to seek the views of that community.

Local planning authorities should take into account:

- the desirability of sustaining and enhancing the significance of heritage assets, and of utilising their positive role in place-shaping; and
- the positive contribution that conservation of heritage assets and the historic environment generally can make to the establishment and maintenance of sustainable communities and economic vitality by virtue of the factors set out in HE3.1

Local planning authorities should take into account the desirability of new development making a positive contribution to the character and local distinctiveness of the historic environment. The consideration of design should include scale, height, massing, alignment, materials and use.

Where there is evidence of deliberate neglect of or damage to a heritage asset in the hope of obtaining consent, the resultant deteriorated state of the heritage asset should not be a factor taken into account in any decision.

Where loss of significance is justified on the merits of new development, local planning authorities should not permit the new development without taking all reasonable steps to ensure the new development will proceed after the loss has occurred by imposing appropriate planning conditions or securing obligations by agreement.

**POLICY HE8: Additional policy principle guiding the consideration of applications for consent relating to heritage assets that are not covered by policy HE9**

The effect of an application on the significance of such a heritage asset or its setting is a material consideration in determining the application. When identifying such heritage assets during the planning process, a local planning authority should be clear that the asset meets the heritage asset criteria set out in Annex 2.

Where a development proposal is subject to detailed pre-application discussions (including, where appropriate, archaeological evaluation (see HE6.1)) with the local planning authority, there is a general presumption that identification of any previously unidentified heritage assets will take place during this pre-application stage. Otherwise the local planning authority should assist applicants in identifying such assets at the earliest opportunity.

**POLICY HE9: Additional policy principles guiding the consideration of applications for consent relating to designated heritage assets**

There should be a presumption in favour of the conservation of designated heritage assets and the more significant the designated heritage asset, the greater the presumption in favour of its conservation should be. Once lost, heritage assets cannot be replaced and their loss has a cultural, environmental, economic and social impact.

Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Loss affecting any designated heritage asset should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, including scheduled monuments, protected wreck sites, battlefields, grade I and II\* listed buildings and grade I and II\* registered parks and gardens, World Heritage Sites, should be wholly exceptional.

Where the application will lead to substantial harm to or total loss of significance local planning authorities should refuse consent unless it can be demonstrated that:

- (i) the substantial harm to or loss of significance is necessary in order to deliver substantial public benefits that outweigh that harm or loss; or
- (iia) the nature of the heritage asset prevents all reasonable uses of the site; and
- (iib) no viable use of the heritage asset itself can be found in the medium term that will enable its conservation; and
- (iic) conservation through grant-funding or some form of charitable or public ownership is not possible; and
- (iid) the harm to or loss of the heritage asset is outweighed by the benefits of bringing the site back into use.

To be confident that no appropriate and viable use of the heritage asset can be found under policy HE9.2(ii) local planning authorities should require the applicant to provide evidence that other potential owners or users of the site have been sought through appropriate marketing and that reasonable endeavours have been made to seek grant funding for the heritage asset's conservation and to find charitable or public authorities willing to take on the heritage asset.

Where a proposal has a harmful impact on the significance of a designated heritage asset which is less than substantial harm, in all cases local planning authorities should:

- (i) weigh the public benefit of the proposal (for example, that it helps to secure the optimum viable use of the heritage asset in the interests of its long-term conservation) against the harm; and
- (ii) recognise that the greater the harm to the significance of the heritage asset the greater the justification will be needed for any loss.

Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. The policies in HE9.1 to HE9.4 and HE10 apply to those elements that do contribute to the significance. When considering proposals, local planning authorities should take into account the relative significance of the element affected and its contribution to the significance of the World Heritage Site or Conservation Area as a whole. Where an element does not positively contribute to its significance, local planning authorities should take into account the desirability of enhancing or better revealing the significance of the World Heritage Site or Conservation Area, including, where appropriate, through development of that element. This should be seen as part of the process of place-shaping.

There are many heritage assets with archaeological interest that are not currently designated as scheduled monuments, but which are demonstrably of equivalent significance. These include heritage assets:

- that have yet to be formally assessed for designation
- that have been assessed as being designatable, but which the Secretary of State has decided not to designate; or
- that are incapable of being designated by virtue of being outside the scope of the Ancient Monuments and Archaeological Areas Act 1979. The absence of designation for such heritage assets does not indicate lower significance and they should be considered subject to the policies in HE9.1 to HE9.4 and HE10.15

#### **POLICY HE10: Additional policy principles guiding the consideration of applications for development affecting the setting of a designated heritage asset**

When considering applications for development that affect the setting of a heritage asset, local planning authorities should treat favourably applications that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset. When considering applications that do not do this, local planning authorities should weigh any such harm against the wider benefits of the application. The greater the negative impact on the significance of the heritage asset, the greater the benefits that will be needed to justify approval.

Local planning authorities should identify opportunities for changes in the setting to enhance or better reveal the significance of a heritage asset. Taking such opportunities should be seen as a public benefit and part of the process of place shaping.

#### **POLICY HE12: Policy principles guiding the recording of information related to heritage assets**

A documentary record of our past is not as valuable as retaining the heritage asset, and therefore the ability to record evidence of our past should not be a factor in deciding whether a proposal that would result in a heritage asset's destruction should be given consent.

The process of investigating the significance of the historic environment, as part of plan-making or development management, should add to the evidence base for future planning and further the understanding of our past. Local planning authorities should make this information publicly available, including through the relevant historic environment record.

Where the loss of the whole or a material part of a heritage asset's significance is justified, local planning authorities should require the developer to record and advance understanding of the significance of the heritage asset before it is lost, using planning conditions or obligations as appropriate. The extent of the requirement should be proportionate to the nature and level of the asset's significance. Developers should publish this evidence and deposit copies of the reports with the relevant historic environment record. Local planning authorities should require any archive generated to be deposited with a local museum or other public depository willing to receive it. Local planning authorities should impose planning conditions or obligations to ensure such work is carried out in a timely manner and that the completion of the exercise is properly secured.



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