

# REGULATORY SERVICES COMMITTEE

6 March 2014

# REPORT

**Subject Heading:**

L0010.13 – Parklands Bridge, Parklands Park, Corbets Tey Road, Upminster – Listed Building consent for the repair and restoration of the Grade II listed bridge (received 26/11/13)

**Report Author and contact details:**

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**Policy context:**

Local Development Framework  
The London Plan  
National Planning Policy Framework  
None

**Financial summary:**

**The subject matter of this report deals with the following Council Objectives**

Ensuring a clean, safe and green borough	[x]
Championing education and learning for all	[ ]
Providing economic, social and cultural activity in thriving towns and villages	[ ]
Valuing and enhancing the lives of our residents	[x]
Delivering high customer satisfaction and a stable council tax	[ ]

**SUMMARY**

This proposal relates to Parklands Bridge, a Council owned, Grade II listed bridge in Parklands Park on the western side of Corbets Tey Road. Listed building consent is sought for the repair and restoration of the bridge.

In all respects, the proposal is considered to accord with the relevant policies contained in the LDF Core Strategy and Development Control Policies Development Plan Document and The London Plan. Approval of the application is therefore recommended, subject to conditions.

## RECOMMENDATIONS

It is recommended that the application and all relevant documentation be forwarded to the Secretary of State for determination in accordance with Section 12 of the Listed Building Act 1990 and regulation 13 of the Planning (Listed Building and Conservation Areas) Regulations 1990 and that should the Secretary of State be minded to grant Listed Building Consent that the conditions and Reason for Approval below be considered in respect of such consent:

1. Time Limit - The development to which this consent relates must be commenced not later than three years from the date of this consent.

**Reason:** To comply with the requirements of Section 18 of the Planning (Listed Building and Conservation Areas) Act 1990.

2. Accordance with plans - The development hereby permitted shall not be carried out otherwise than in complete accordance with the plans as listed on page 1 of this decision notice approved by the Local Planning Authority.

**Reason:** The Local Planning Authority consider it essential that the whole of the development is carried out and that no departure whatsoever is made from the details approved, since the development would not necessarily be acceptable if partly carried out or carried out differently in any degree from the details submitted. Also, in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC61.

3. Methodology for bridge restoration - The repair and restoration works shall be carried out to match the original work in exact accordance with Drawing No. MW-156-01, MW156-02; MW156-03; MW156-04 and the document titled "Parklands Bridge Restoration, MW 156 - Specification for materials and workmanship at Parklands Bridge", dated 26th November 2013.

**Reason:** To preserve the character and appearance of the Listed Building and its setting and comply with Policies DC61 and DC67 of the Development Control Policies Development Plan Document.

4. Materials - The repair and restoration works to the bridge shall be undertaken, as far as is reasonably possible, using matching materials. Details/samples of additional materials, including the rendered brickwork, and supplementary matt finish steel handrails, to be used in the restoration of the bridge shall be submitted to and approved by the Local Planning Authority prior to the

commencement of building. The bridge shall be repaired/restored in strict accordance with the agreed details.

**Reason:** To preserve the character and appearance of the Listed Building and its setting and comply with Policies DC61 and DC67 of the Development Control Policies Development Plan Document.

5. Replacement/retention of render – Where areas of render are stable, efforts should be made to retain these as evidence of the historic fabric and in any event at least one area of render 0.6-0.91 square metres but preferably more shall be retained. Before any of the development hereby permitted is commenced, the 'As built' records of the works shall include a drawing marked up to show the areas of the original render that are planned to be retained, which shall be submitted to and approved in writing by the Local Planning Authority in conjunction with English Heritage.

**Reason:** To preserve the character and appearance of the Listed Building and its setting and comply with Policies DC61 and DC67 of the Development Control Policies Development Plan Document.

6. Replacement/retention of render – In conjunction with condition 5 and within 3 months of the completion of the works hereby permitted, the 'As built' records of the works shall include a drawing marked up to show the areas of the original render that have been retained with at least one area of render 0.6-0.91 square metres but preferably more, which shall be submitted to and approved in writing by the Local Planning Authority in conjunction with English Heritage.

**Reason:** To preserve the character and appearance of the Listed Building and its setting and comply with Policies DC61 and DC67 of the Development Control Policies Development Plan Document.

7. Render thickness and composition - The proposed works feature three layers of render. Before any of the development hereby permitted is commenced, an analysis shall be carried out of a sample of the original render to assess the workmanship and materials used i.e. the number of layers, grading, colour and type of sand used and the type of lime used, for historic and archaeological record and possibly for the purpose of replication. The new work shall then be subject to trials which will determine the most appropriate mix of materials to provide three layers of render and the best colour match, which shall be submitted to and approved in writing by the Local Planning Authority in conjunction with English Heritage. The bridge shall be repaired/restored in strict accordance with the agreed details.

**Reason:** To preserve the character and appearance of the Listed Building and its setting and comply with Policies DC61 and DC67 of the Development Control Policies Development Plan Document.

8. Anti-graffiti measure - Before any of the development hereby permitted is commenced, the effectiveness and appearance of an anti-graffiti coating to the bridge as advised by a specialist shall be submitted to and approved in

writing by the Local Planning Authority and trialled on site in conjunction with English Heritage. A lime-wash top coat could then be applied over the anti-graffiti coating if desired. Thereafter the approved anti-graffiti coating shall be applied to the bridge in strict accordance with the agreed details and retained thereafter.

**Reason:** To preserve the character and appearance of the Listed Building and its setting and comply with Policies DC61 and DC67 of the Development Control Policies Development Plan Document.

9. Archaeology - A) No development shall take place until the applicant (or their heirs and successors in title) has secured the implementation of a programme of Historic Building Recording to English Heritage Photographic Survey standard of the Parkland Bridge in accordance with a written scheme(s) which has been submitted by the applicant and approved by the Local Planning Authority in writing and reports on the works have been submitted to the local planning authority.
- B) If heritage assets of archaeological interest are identified by the Photographic Survey under Part A, then before development commences the applicant/owner (or their heirs and successors in title) shall secure the implementation of a programme of archaeological investigation in accordance with a Written Scheme of Investigation which has been submitted by the applicant and approved by the Local Planning Authority in writing.
- C) No development or demolition shall take place other than in accordance with the Written Scheme of Investigation approved under Part (B).
- D) The development shall not be occupied until the archaeological works have been completed in accordance with the programme set out in the Written Scheme of Investigation approved under Part (B), and the provision for analysis, publication and dissemination of the results and archive deposition has been secured.

**Reason:** Heritage assets of archaeological interest may survive on the site. The planning authority wishes to secure the provision of appropriate archaeological investigation, including the publication of results, in accordance with Section 12 of the NPPF.

## **INFORMATIVES**

1. Statement Required by Article 31 (cc) of the Town and Country Planning (Development Management) Order 2010: No significant problems were identified during the consideration of the application, and therefore it has been determined in accordance with paragraphs 186-187 of the National Planning Policy Framework 2012.

2. In aiming to satisfy condition 9, written schemes of investigation will need to be prepared and implemented by a suitably qualified archaeological practice in accordance with English Heritage Greater London Archaeology guidelines. They must be approved by the Local Planning Authority before any on-site development related activity occurs.

## REPORT DETAIL

### 1. **Site Description:**

- 1.1 Parklands Park is located on the western side of Corbets Tey Road with the Parklands Bridge approximately 122 metres from the edge of the highway. The bridge spans over the existing lake which forms a prominent feature of Parklands Park. The nearest residential properties are approximately 50 metres towards the north with the Corbets Tey School site forming the southern boundary of the park. Parklands Park forms part of the Corbets Tey Conservation Area and Metropolitan Green Belt.
- 1.2 Parklands Park was developed after 1774 and by 1789, under the supervision of Mr Tadlow, the stream, Gaines Brook, which flowed through Cranham and through the Park, had been dug out, dammed and widened to produce a lake for boating purposes. The lake lay to the south at the bottom of the southward incline, and was crossed by the single-span bridge. The highlight of the park today is the bridge across the lake which may have been built by the distinguished architect, James Paine who also designed Gaynes Mansion for Sir James Esdaile in 1771. The bridge appears to have been refaced in stucco circa 1820 – 1840, presumably by the subsequent Victorian owners who demolished Paine's mansion. As a result Parklands bridge now has a Regency or early- Victorian quality to it. The bridge, despite its poor condition, has three elliptical arches spanning the 'river' as it opens up to form the lake. The bridge was originally surmounted by a balustrade of artificial stone with scrolled ends, and flanked by screen walls without balustrades.
- 1.3 The bridge has been deteriorating for a considerable period and is now in a very poor condition. When the decorative balustrade collapsed in the 1970s this was replaced as an urgent but temporary measure with an unattractive modern steel balustrade to meet Health and Safety requirements at the time. The bridge is listed on the Heritage at Risk Register published by English Heritage.
- 1.4 Parklands Park and Bridge are owned and managed by the London Borough of Havering. Following the restoration scheme it is intended the bridge will continue in the same use for park users and fishermen.
- 1.5 Access to the site is via a footpath with its entrance from Corbets Tey Road.

### 2. **Description of development:**

- 2.1 Listed building consent is sought for the repair and restoration of the Grade II listed bridge, known as Parklands Bridge.
- 2.2 The restoration works will involve the removal of defective and non original materials, restoration of original features and re-surfacing of the bridge deck. The existing rendering/stucco which is currently in a poor condition and is proposed to be removed by hand and completely replaced by St. Astier

hydraulic lime mix (NHL 3.5) which is to be lined out to match the existing as a suitable conservation repair.

- 2.3 The existing steel balustrade will be removed and replaced by a new balustrade. The design of the balustrade is based on the surviving fabric and photographic evidence which will resemble the original brick/tile and artificial stone/roman cement. The new elements are to be manufactured from rendered brickwork and reconstructed stone. The height of the new balustrade over the central portion of the bridge does however not comply with the 1.1 metre height guide for Building Regulations. In order to ensure the handrail complies with the relevant regulations, an additional matt finish stainless steel handrail is to be added to the top of the stone handrail.
- 2.4 Where required, the existing brickwork will be repaired by piecing in matching bricks and hydraulic lime mortar (NHL 3.5). The rendering and new balustrade is to be given a hydraulic lime wash finish. The final colour is yet to be agreed but it will be tinted with a traditional earth pigment to match the original.
- 2.5 Existing vegetation on the structure will be carefully removed to avoid causing any damage to the structure of the bridge. Any deep roots will be killed with a systemic weed killer.

### 3. **Relevant History:**

- 3.1 L0004.10 – Listed Building consent for the repair and restoration of a Grade II listed bridge – Approved.  
  
L0004.02 - Renovation/restoration and re-instatement of balustrades – Approved.

### 4. **Consultations/Representations:**

- 4.1 The occupiers of 10 neighbouring properties were notified of this proposal. No letters of representation were received.
- 4.2 The Highways Authority has no objection to the proposals.
- 4.3 The Greater London Archaeological Advisory Service (GLAAS) provides archaeological advice to boroughs in accordance with the National Planning Policy Framework and GLAAS Charter. The above planning either affects a heritage asset of archaeological interest or lies in an area where such assets are expected. The National Planning Policy Framework (Section 12) and the London Plan (2011 Policy 7.8) emphasise that the conservation of archaeological interest is a material consideration in the planning process. Paragraph 128 of the NPPF says that applicants should submit desk-based assessments, and where appropriate undertake field evaluation, to describe the significance of heritage assets and how they would be affected by the proposed development. This information should be supplied to inform the planning decision. If planning consent is granted paragraph 141 of the NPPF says that applicants should be required to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) and to

make this evidence publicly available. This 18th Century bridge, listed grade II and attributed to James Paine, is located within the former landscaped park to the now demolished Gaynes House. Together with the lake, island, boat dock and culvert, the bridge is among the major surviving elements of the park today. Many of its original features still survive despite the bridge currently being on the Heritage at Risk register. The on-going deterioration of the bridge has revealed interesting architectural features which inform our understanding of the monument's building history. These features, along with any new alterations undertaken under the proposed works, should be recorded and the data archived and disseminated. Historic building recording should be to English Heritage Photographic Survey standard as set out in 'Understanding Historic Buildings' EH 2006, providing an informed photographic record of the exterior of the bridge and its setting. There is sufficient information to establish that the development is not likely to cause such harm as to justify refusal of planning permission provided that a condition is applied to require a two-stage process of archaeological investigation comprising firstly historic building recording and secondly archiving and dissemination.

## **5. Relevant policies:**

- 5.1 Policies CP18 (Heritage), DC61 (Urban Design) and DC67 (Buildings of Heritage Interest) of the LDF Core Strategy and Development Control Policies Development Plan Document are considered material.
- 5.2 Policies 7.4 (Local Character) and 7.8 (Heritage Assets and Archaeology) of the London Plan are relevant.
- 5.3 Policies 7 (Requiring good design) and 12 (Conserving and enhancing the historic environment) of the National Planning Policy Framework is relevant.

## **6. Staff Comments**

- 6.1 The main issues in this case are the impact of the proposed alterations on the appearance and historic character of the Listed Building.

## **7. Listed Building Implications**

- 7.1 Policy DC67 advises that an application for listed building consent will only be allowed where it does not adversely affect a listed building or its setting. Government policy contained within the National Planning Policy Framework advises that 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.
- 7.2 In view of the above, the heritage statement recommends that the bridge is carefully restored and repaired where necessary to ensure the bridge retains its genuine character as a historic structure. Staff are of the view that the bridge is presently in a poor condition. The proposed repair and restoration of the Parklands Bridge presents an opportunity to restore the bridge to its original state whilst using the appropriate high standard of workmanship and techniques. The applicant has indicated that the bridge would be restored

using matching brickwork with hydraulic lime mortar with any close jointed rubbed brickwork carefully conserved to meet good conservation practice. English Heritage would prefer to see some of the render retained and appropriate conditions have been suggested to address this issue. The existing steel balustrade will be replaced with a new balustrade, which will reflect the original brick/tile and artificial stone/roman cement appearance. The final colour of the rendering is yet to be agreed but it will be tinted with a traditional earth colour to match the original. Further details of the proposed materials and workmanship could be secured via planning condition. The restoration works will also involve the removal of the vegetation currently growing on the bridge as well as handrails over the new balustrade which will comply with Building Regulations. Staff are of the view that this proposal can be supported and would not adversely affect the listed bridge, its setting or the surrounding Parklands Park which forms part of the Conservation Area. The Council's Heritage Officer was consulted and recommends that consent be granted for the works.

- 7.3 This proposal relates to the repair and restoration of the existing bridge to its original design and would not involve an increase in size or change the general form and design of the bridge. In view of this the proposal would not pose a greater impact on the character or appearance of this part of the Conservation Area.

## 8. **Conclusion**

- 8.1 Having regard to all relevant factors, Staff are of the view that this proposal to repair and restore Parklands Bridge would be acceptable. Staff are of the view that the proposal would not be materially harmful to the setting of bridge or the wider area. For the reasons set out in the report, Staff consider that a grant of Listed Building Consent can be given subject to referral to the Secretary of State. Local Authorities within London do not have delegated powers to grant Listed Building Consent on authority owned buildings.

## **IMPLICATIONS AND RISKS**

### **Financial implications and risks:**

None.

### **Legal implications and risks:**

This application is considered on its merits independently of the Council's interest as applicant and owner of the site.

### **Human Resources implications and risks:**

None.



## **Equalities implications and risks:**

The Council's planning policies are implemented with regard to Equalities and Diversity.

### **BACKGROUND PAPERS**

Application forms and plans received 26/11/2013.

1. The planning application as submitted or subsequently revised including all forms and plans.
2. The case sheet and examination sheet.
3. Ordnance survey extract showing site and surroundings.
4. Standard Planning Conditions and Standard Green Belt reason for refusal.
5. Relevant details of Listed Buildings, Conservation Areas, Article 4 Directions.
6. Copy of all consultations/representations received and correspondence, including other Council Directorates and Statutory Consultees.
7. The relevant planning history.