

**ROYAL BOROUGH OF WINDSOR & MAIDENHEAD
PLANNING COMMITTEE**

MAIDENHEAD DEVELOPMENT CONTROL PANEL

16 August 2023

Item: 1

Application No.:	23/00854/LBC
Location:	Cookham Bridge Sutton Road Cookham Maidenhead
Proposal:	Consent for essential maintenance including re-painting of steelwork, structural bearing replacement, structural strengthening, re-waterproofing, re-surfacing and expansion joint replacement.
Applicant:	Ms Roberts
Agent:	Thomas Lambert
Parish/Ward:	Cookham Parish/Bisham And Cookham
If you have a question about this report, please contact: Maria Vasileiou on maria.vasileiou@rbwm.gov.uk	

1. SUMMARY

- 1.1 Listed building consent is sought for essential maintenance, including re-painting of steelwork, structural bearing replacement, structural strengthening, re-waterproofing, re-surfacing and expansion joint replacement to the Cookham Bridge.
- 1.2 The proposals would result in less than substantial harm to the designated heritage asset. The harm to the significance of the designated heritage asset is outweighed by the public benefit identified, namely the long-term preservation of the structure, and therefore the recommendation is that listed building consent is granted.

It is recommended the Committee authorises the Head of Planning:	
1.	To grant listed building consent with the conditions listed in Section 13 of this report.

2. REASON FOR COMMITTEE DETERMINATION

- The application has been submitted by the Local Authority and is classified as a 'Regulation 3' application. As the decision-maker is the applicant, in line with the Council's Constitution, the application is to be determined by the Maidenhead Development Management Committee.

3. THE SITE AND ITS SURROUNDINGS

- 3.1 The application site relates to the Cookham Bridge, a wrought iron structure located on Ferry Lane (A4094) in Cookham. The bridge has a single lane of traffic and two narrow pedestrian footpaths and connects Berkshire on the south side of the River Thames, with Buckinghamshire to the north.

4. KEY CONSTRAINTS

- 4.1 The bridge is Grade II Listed and lies within the Cookham Village Conservation Area. The site also lies within the Green Belt, Flood Zone 3 and the Setting of River Thames.

5. THE PROPOSAL

- 5.1 Listed building consent is sought for the following works:

- repainting of all exposed steelwork;

- installation of two steel trimmer beams (and near surface bars if required) to strengthen the deck ends;
- replacement of the four structural bearings, above the north and south abutments;
- re-waterproofing and re-surfacing of the bridge deck;
- parapet repairs; and,
- replacement of the deck expansion joints.

5.2 During the course of the application, additional information and or clarification was received from the applicant which sought to address comments raised by the Conservation Officer. This related to the following:

- confirmation that the damaged cast iron parapet section would be included within the scope of works, and details of its previous repair works was submitted;
- details of the reinforcement being installed in the concrete slab, these will be as per drawing no. 1000007701-PCL-SBR-ZZ-DE-CB - A5-0009
- confirmation that paint testing would be carried out ahead of the start of works, with the works split into two phases. The first phase would include painting of the end trimmer beam and parapet (inside face only) with abrasive cleaning by hand (ST3) and the main painting element would be deferred until further notice;
- confirmation that the existing masonry brick work would be retained and re-used, where possible, and a standard cementitious mortar used in accordance with the Specification for Highway Works Series 2400, Clause 2404; and,
- confirmation that any cleaning to the abutments would be carried out by clean water spray and light abrasion by hand.

6. RELEVANT PLANNING HISTORY

6.1 Cookham Bridge is a shared heritage asset between the Royal Borough of Windsor and Maidenhead and Buckinghamshire Council. As such, two identical listed building consent applications have been submitted to both Local Planning Authorities. The application submitted to Buckinghamshire Council (application ref. (22/07205/LBC) remains under consideration at the time of drafting this report.

6.3 Relevant planning history is provided below:

Reference	Description	Decision
99/34133/LBC	Bridge Strengthening and Refurbishment.	Approved by the Secretary of State 08.09.1999

7 DEVELOPMENT PLAN

7.1 The main relevant policies are:

Adopted Borough Local Plan

Issue	Policy
Historic Environment	HE1

8. MATERIAL PLANNING CONSIDERATIONS

National Planning Policy Framework Sections (NPPF) (2021)

Section 16 - Conserving and enhancing the historic environment

Supplementary Planning Documents

- Borough Wide Design Guide

9. CONSULTATIONS CARRIED OUT

Comments from interested parties

The application relates to an application for listed building consent. As such, occupiers of adjacent properties were not notified directly of the application.

A site notice advertising the application was posted at the site on 25.04.2023 and the application was advertised in the Local Press on 27.04.2023.

Two comments were received, one objecting and one requesting further information on the application. The comments are summarised as follows:

Comment		Where in the report this is considered
1.	The development would impact the mooring arrangements.	Noted. However, this is a civil matter and would not preclude the determination of the application.
2.	Network Rail requested dates of the proposed works.	Noted. An informative is recommended for the applicant to notify Network Rail.

Statutory Consultees

Consultee	Comment	Where in the report this is considered
Historic England	No objection.	Noted.
Victorian Society	No objection subject to the conditions recommended by the Council's Conservation Officer.	See section 10.
Protection of Ancient Buildings	No comments received.	N/A
Ancient Monuments Society	No comments received.	N/A
Council of British Archaeology	No comments received.	N/A
Georgian Group	No comments received.	N/A
Twentieth Century Society	No comments received.	N/A

Consultees

Consultee	Comment	Where in the report this is considered
RBWM Conservation Officer	Confirmations of details and methodology of works are required. If consent is granted, conditions would be required.	See section 10.

Others (e.g. Parish and Amenity Groups)

Group	Comment	Where in the report this is considered
Cookham Parish Council	Requested research of the original colour and that the bridge is repainted in the original colour.	See section 10. With regard to traffic concerns.

	Wish to record concerns about the considerable disruption this will cause to the village and ask that all issues are alleviated.	This is noted. However, the application seeks listed building consent only and therefore, highways and traffic concerns do not form part of this assessment.
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10. EXPLANATION OF RECOMMENDATION

10.1 The key issue for consideration is:

- i Whether the proposals would preserve the special architectural and/or historic interest of the listed building and where harm is identified, whether there is sufficient clear and convincing justification and public benefit to outweigh the harm.

Impact on the heritage asset

- 10.2 Section 16(2) of the Planning (Listed buildings and Conservation Area) Act 1990 states that 'In considering whether to grant listed building consent for any works the Local Planning Authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'
- 10.3 It is one of the core principles of the NPPF that heritage assets should be conserved in a manner appropriate to their significance. Section 16 of the NPPF addresses proposals affecting heritage assets. Paragraph 199 sets out that 'great weight should be given to the assets' conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance'. The NPPF sets out that the Local Planning Authority should identify and assess the particular significance of any heritage asset. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage assets conservation and any aspect of the proposal.
- 10.4 Policy HE1 of the BLP is relevant and states that the historic environment will be conserved and enhanced in a manner appropriate to its significance and that development proposals are required to demonstrate how they preserve or enhance character, appearance and function of heritage assets, (whether designated or non-designated), and their settings and respect the significance of the historic environment. Heritage assets are an irreplaceable resource and works, which would cause harm to the significance of the heritage asset or its setting, will not be permitted without clear justification in accordance with legislation and national policy.
- 10.5 Cookham Bridge is a Grade II listed structure dating from 1867. It is a cast and wrought iron structure with a continuous wrought iron girder, supported by cast iron pile piers set into concrete at even intervals into the riverbed. The parapet features quatrefoil tracery with a wooden rail above. The tracery detail has also been included with the arched spandrels (between the piers and girders). The bridge abutments are constructed in red bricks with ashlar stone caps and string course. The bridge is finished in a distinctive blue shade.
- 10.7 The bridge crossing was established in place of a historic ferry crossing, connecting the north and south riverbanks of the River Thames and the two counties (Berkshire and Buckinghamshire). The Cookham Bridge Company was established and invited design proposals by Brunel; however, the proposal was found to be too expensive. The design by George Treacher for a wooden bridge was taken forward (circa.1840); however, it did not last long given the ongoing maintenance issues.
- 10.8 The existing iron structure was built by Pease Hutchinson and Co Ltd, a major iron manufacturer and bridge builder. The new structure was built for less than the original wooden structure and became known as "the cheapest bridge on the River for its size". A plaque is fixed to the bridge making reference to Pease Hutchinson and Co.

- 10.9 It existed as a toll bridge until the mid-20th Century, with a historic toll house, also Grade II listed, located on the northern riverbank. It is understood that Berkshire County Council bought the bridge from the Cookham Bridge Company. It remains a shared heritage asset between the two Local Authorities.

Repainting/removal of finishes

- 10.10 All cast iron elements (spandrels and parapets) would be cleaned by mechanical abrasion and the wrought iron elements would be cleaned by abrasive blasting. The new paint coating would accord with current design standards, with the following paintwork proposed:
- light blue for the main superstructure; and,
 - darker blue for the spandrels and detailing.
- 10.11 The removal of the existing paint work has been specified in order to avoid damage to the historic steel elements. This approach is acceptable in principle; however, condition 3 is recommended which would secure further details of the blast cleaning method alongside details of the operating contractor.
- 10.12 The proposed paintwork is acceptable in principle. However, a colour analysis of the paint coating, in order to identify the original colour shades, is secured by recommended condition, with the resulting paint coating to be used, matching the evidence of this colour analysis. Details of the paint removal methodology and paint analysis would be secured by recommended conditions 2 and 3.

Strengthening of the deck ends

- 10.13 The proposed repairs to the bridge would require the installation of two new steel trimmer beams which would alter how the existing structure performs, with structural reliance upon the new beams. The proposed works also state that surface reinforcement bars may be required for additional strengthening. Whilst the stainless-steel bars would not be visible following re-waterproofing and re-surfacing of the carriageway, it would further alter the existing historic structure.
- 10.14 Whilst the proposed installation of the new beams would retain the existing in situ, they would become structurally redundant elements and exist only as aesthetic features of the bridge marking its original structural formation. Given that the works would insert new structural steelwork rather than ironwork in line with the original bridge construction, together with the resultant altered structural performance of the bridge, the proposed works would amount to harm to the heritage asset. However, it is recognised that the maintenance of the existing failed structural elements is limited, and future maintenance could amount to further alterations to the bridge. Detailed information and scaled drawings of any additional strengthening works comprising the insertion of new stainless steel reinforcement bars, would be secured by recommended condition 4.

Structural bearing replacement

- 10.15 The proposal seeks to replace all four structural bearings above the north and south abutments. The inspection report recommends the following works be carried out:
- ‘bearing shelf should be cleaned. Remove the corrosion and debris from the bearing and bearing shelf. Carry out a special inspection to determine the extent of corrosion, lamination, and section loss of steel elements such as steel main beams on top of both abutments and bearings. Remedial works should be based on the findings of the Special Inspections.’
- 10.16 The detail comprised roller bearings, which were subsequently altered to rocker bearings following works in the mid to late 20th Century. The proposed works under the current application would further alter the bearing detail to a spherical bearing, again differing from the original construction of the bridge and resulting in further alteration of the bridge at the

abutment. However, given the previous alterations to the bearing, in this instance this is acceptable.

- 10.17 Condition 6 is recommended to secure details of the removal/cleaning of the water staining and any relevant repairs to the masonry.

Re-waterproofing and re-surfacing

- 10.18 The principle of the proposed re-waterproofing works and re-surfacing of the bridge deck is acceptable.

Parapet repairs

- 10.19 The damaged area of cast iron quatrefoil tracery would be repaired as part of the works. The information submitted with the application sets out that details of the previous works will be used to cast a repair segment which will be welded to the existing parapet. The works are acceptable in principle; however, further detailed information including scaled drawings and methodology of the repairs to the missing section of the quatrefoil parapet are secured by recommended condition 5.

Replacement of the deck expansion joints

- 10.20 The proposed replacement of the deck expansion joints would be in a like for like manner and the principle of the works is acceptable.

Conclusion

- 10.21 The proposal would result in less than substantial harm to the significance of the designated heritage asset and its setting. In line with paragraph 202 of the NPPF, it is necessary to weigh this against any public benefit of the proposal including, where appropriate, securing its optimum viable use.
- 10.22 Whilst it is acknowledged that the proposed works would result in less than substantial harm to the heritage asset, in this case, the works are required for the long-term preservation of this structure. As such, in line with the Planning (Listed Building and Conservation Area) Act 1990, special regard is given to preserving the heritage asset. The identified less than substantial harm to the significance of the designated heritage asset is outweighed by the public benefit identified and therefore, listed building consent should be granted. Due regard has been given to the provisions of Section 16 of the Planning (Listed Building and Conservation Areas) Act 1990.

11 CONCLUSION

- 11.1 For the reasons set out in this report the proposals are deemed to comply with relevant development plan policies. It is therefore recommended that listed building consent is granted subject to the conditions listed below.

12. APPENDICES TO THIS REPORT

- Appendix A – Site location plan and site layout
- Appendix B – Plan and elevation drawings

13. CONDITIONS RECOMMENDED FOR INCLUSION IF LISTED BUILDING CONSENT IS GRANTED

- 1 The works hereby permitted shall be begun before the expiration of three years from the date of this consent.

Reason: To comply with the provisions of Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, as amended, to prevent the accumulation of unimplemented listed building consents and to enable the Local Planning Authority to review the situation at the

end of this period if the development has not begun.

- 2 Prior to the removal of any external finishes to the structure, a paint analysis including confirmation of the proposed colour finishes to the bridge structure, shall be submitted to and approved in writing by the Local Planning Authority and an on site painted sample made available for inspection by the Local Planning Authority Conservation Officer prior to commencement of full repainting works. Thereafter, painting works shall be carried out in complete accordance with the approved details.
Reason: To preserve the special interest of the Listed Building in accordance with Policy HE1 of the Borough Local Plan and the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 3 Prior to the removal of any external finishes to the structure, further details alongside a sample test patch to be inspected by the Local Planning Authority Conservation Officer of the blast cleaning method alongside details of the operating contractor shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in complete accordance with the approved details.
Reason: To preserve the special interest of the Listed Building in accordance with Policy HE1 of the Borough Local Plan and the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 4 Following the completion of the Ferro-Scan of the bridge and prior to the insertion of the new steel trimmer beams, detailed information and scaled drawings of any additional strengthening works comprising the insertion of new stainless steel reinforcement bars, as described under section 4 of the Design and Access Report, shall be submitted to and approved in writing by the Local Planning Authority. All works shall be carried out in complete accordance with the approved details.
Reason: To preserve the special interest of the Listed Building in accordance with Policy HE1 of the Borough Local Plan and the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 5 Prior to any works to the quatrefoil parapet, further detailed information including scaled drawings and methodology of the repairs to the missing section of the quatrefoil parapet, shall be submitted to and approved in writing by the Local Planning Authority. All works shall be carried out in complete accordance with the approved details.
Reason: To preserve the special interest of the Listed Building in accordance with Policy HE1 of the Borough Local Plan and the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 6 Prior to the commencement of works to the abutments, details of the removal/cleaning of the water staining and any relevant repairs to the masonry shall be submitted to and approved in writing by the Local Planning Authority. All works shall be carried out in complete accordance with the approved details.
Reason: To preserve the special interest of the Listed Building in accordance with Policy HE1 of the Borough Local Plan and the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 7 The development hereby permitted shall be carried out in accordance with the approved plans listed below.
Reason: To ensure that the development is carried out in accordance with the approved particulars and plans.

COOKHAM BRIDGE OS-LAYOUT1

1000007701-PCL-SBR-ZZ-DE-CB-0001
1000007701-PCL-SBR-ZZ-DE-CB-0002
1000007701-PCL-SBR-ZZ-DE-CB-0003
1000007701-PCL-SBR-ZZ-DE-CB-0004
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1000007701-PCL-SBR-ZZ-DE-CB-0009
1000007701-PCL-SBR-ZZ-SC-CB-01

Informatives

- 1 The applicant should note that this approval extends only to the works detailed as part of this application. If the works cannot be implemented without a degree of alteration, the applicant is advised to contact the Local Planning Authority to ascertain whether further Consent might be required.
- 2 The Applicant is advised to contact Network Rail regarding the project's arrangements and timescale.

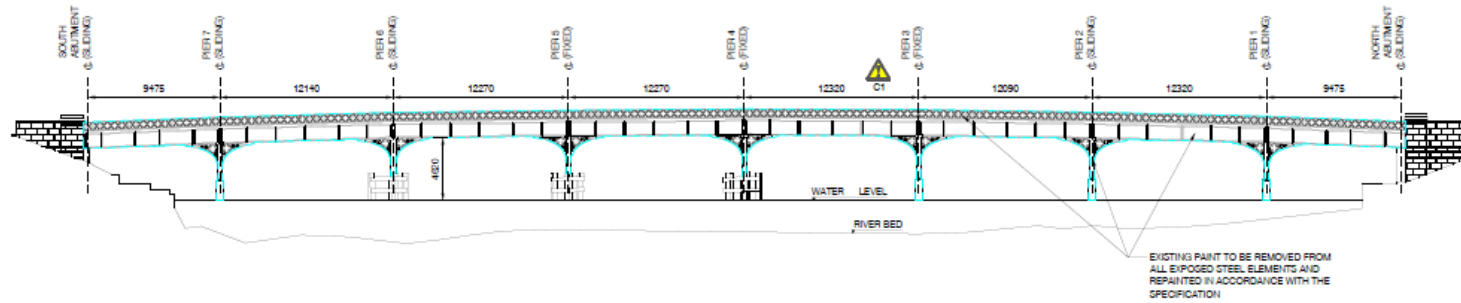
APPENDIX A

SITE LOCATION MAP

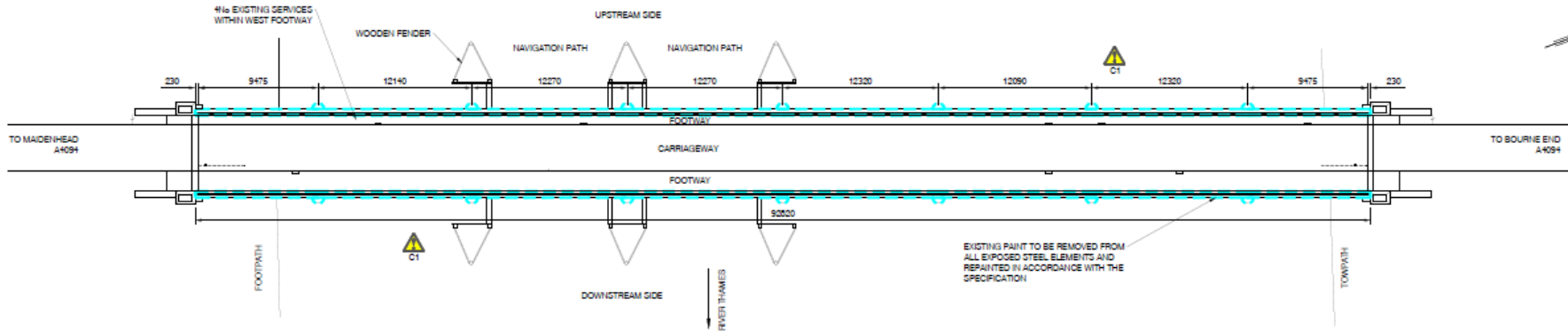


APPENDIX B

PLANS AND ELEVATIONS



WEST ELEVATION
SCALE 1:200



PLAN VIEW
SCALE 1:200