

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

MAIDENHEAD DEVELOPMENT CONTROL PANEL

20 March 2024

Item: 4

Application No.:	24/00050/VAR
Location:	Cookham Bridge Sutton Road Cookham Maidenhead
Proposal:	Variation (under Section 19) of Condition 7 to substitute those plans approved under 23/00854/LBC for the Consent for essential maintenance including re-painting of steelwork, structural bearing replacement, structural strengthening, re-waterproofing, re-surfacing and expansion joint replacement with amended plans.
Applicant:	Mr Lymn
Agent:	Mr Thomas Lambert
Parish/Ward:	Cookham Parish/Bisham And Cookham

If you have a question about this report, please contact: Maria Vasileiou on 01628 796478 or at maria.vasileiou@rbwm.gov.uk

1. SUMMARY

- 1.1 A variation under Section 19 of the Planning (Listed Buildings and Conservation Areas) Act 1990 is sought to vary condition 7 (approved plans) of listed building consent ref. 23/00854/LBC. The proposed amendments comprise the replacement of the structural bearing and the partial re-painting of the 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 the variation of the listed building consent is granted.

It is recommended the Committee grants the variation (under Section 19) of Condition 7 of listed building consent ref. 23/00854/LBC 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 the Thames.

5. THE PROPOSAL

- 5.1 Listed building consent was granted under application ref. 23/00854/LBC for essential maintenance including re-painting of steelwork, structural bearing replacement, structural strengthening, re-waterproofing, re-surfacing and expansion joint replacement.
- 5.2 The current application seeks a variation of this listed building consent under Section 19 of the Planning (Listed Buildings and Conservation Areas) Act 1990 to vary condition 7 which requires the development to be carried out in accordance with the approved plans. The proposed changes to the extant consent include the following works:
- the structural bearing replacement; and,
 - partial re-painting of the bridge.

6. RELEVANT PLANNING HISTORY

- 6.1 Cookham Bridge is a shared heritage asset between the Royal Borough of Windsor and Maidenhead and Buckinghamshire Council.
- 6.2 Relevant planning history is provided below:

Reference	Description	Decision
99/34133/LBC	Bridge Strengthening and refurbishment.	Secretary of State 08/09/1999
23/00854/LBC	Consent for essential maintenance including re-painting of steelwork, structural bearing replacement, structural strengthening, re-waterproofing, re-surfacing and expansion joint replacement.	Permitted 17/08/2023
23/02386/CONDIT	Details required by Condition 4 (Near surface bars), 5 (Repair to parapet) and 6 (Removal/cleaning to abutments) of Listed Building Consent 23/00854 for Consent for essential maintenance including re-painting of steelwork, structural bearing replacement, structural strengthening, re-waterproofing, re-surfacing and expansion joint replacement.	Approved 22/02/2024

7 DEVELOPMENT PLAN

- 7.1 The main relevant policies are:

Borough Local Plan (BLP)

Issue	Policy
Historic Environment	HE1

8. MATERIAL PLANNING CONSIDERATIONS

National Planning Policy Framework Sections (NPPF) (Dec 2023)

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 the variation to a 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 11th January 2024 and the application was advertised in the Local Press on 19th January 2024.

No comments were received during the course of this application.

Statutory Consultees

Consultee	Comment	Where in the report this is considered
Historic England	No comments.	Noted.
Victorian Society	No comments received.	N/A
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	No objection, subject to recommended condition.	See section 10.
Buckinghamshire County Council	No objection.	Noted.

Others (e.g. Parish and Amenity Groups)

Group	Comment	Where in the report this is considered
Cookham Parish Council	No objection. Request that comprehensive research is done to establish the original colour of the bridge and that it is repainted in that original colour.	See section 10.

10. EXPLANATION OF RECOMMENDATION

- 10.1 Listed building consent (ref. 23/00854/LBC see section 6) has been granted for works to the bridge. This consent is extant and this is a material consideration in the determination of the current application. There have been no material changes in policy or circumstance since the

granting of this consent. The works approved under this consent are still considered acceptable and in compliance with the Development Plan.

- 10.2 The provisions of Section 19 of the Planning (Listed Buildings and Conservation Areas) Act 1990 state that “any person interested in a listed building with respect to which listed building consent has been granted subject to conditions may apply to the local planning authority for the variation or discharge of the conditions.”
- 10.3 The principle of the development remains acceptable and the assessment below therefore focuses on the changes to the scheme and the overall impact. The key issue for consideration is:
- i Whether the proposals would continue to 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

- 10.4 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.’
- 10.5 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 205 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.
- 10.6 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.
- 10.7 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.
- 10.8 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.
- 10.9 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.

- 10.10 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.

Structural bearing replacement

- 10.11 The proposed variation comprises the replacement of the existing wrought iron trimmer beams. The application has been submitted alongside a statement of justification for the works which highlights the condition of the existing beams.
- 10.12 As part of regular inspection regime, it was identified that the Trimmer girders (beams) which support the concrete deck above had suffered from extensive corrosion in comparison to the remaining transverse girders. The primary cause for this was exposure to road salts leaking through the expansion joints and behind the deck. As part of application ref. 23/00854/LBC, essential maintenance works required on the bridge included bearing replacements at the abutments. To carry out the bearing replacement, the only feasible method of replacement was to place hydraulic jacks beneath the existing trimmer girders, due to ground stability. At the time of submission, this was considered a feasible option. However, upon further inspection, the statement confirmed that loss on the hidden side of the beam was more extensive than anticipated. The girder was distorted, of a diminished load capacity and therefore in a failed state and, as such, the bridge cannot be re-opened to traffic without replacement. With the above in mind, the applications now seek to replace the trimmer girders (beams) to a similar size to the existing and designed to support the bridge whilst the works are carried out and ultimately therefore allow for the reopening of the bridge to traffic.
- 10.13 The proposed replacement would result in loss of historic fabric which would amount to harm to the heritage asset; however, consideration should be given towards the long-term preservation of the structure.

Repainting

- 10.14 Under application ref. 23/00854/LBC, listed building consent was granted for the replacement of the bridge. This consent required that comprehensive research was carried out prior to repainting in order to establish the original colour of the bridge and that it be repainted in that original colour. The information submitted to the Local Planning Authority confirmed that the original colour was cream. However, as it now stands, these works at present are not to be carried out and the intention is only to paint the new beams in the same colour as the existing structure, the blue (BS 20 E 51). Given that the current intention is not for the bridge to be repainted in full at this time, this is acceptable and the colour would be secured by recommended condition.

Conclusion

- 10.15 The proposal would result in less than substantial harm to the significance of the designated heritage asset and its setting. In line with paragraph 208 of the NPPF, it is necessary to weigh this against any public benefit of the proposal including, where appropriate, securing its optimum viable use.
- 10.16 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, a variation to the 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 the variation to the listed building consent is granted subject to the conditions listed below. All conditions have been reconsidered and applied afresh and are necessary and reasonable in all respects in accordance with national guidance for conditions. Where applicable, conditions have been adjusted to reflect details already approved.

12. APPENDICES TO THIS REPORT

- Appendix A – Site location plan and site layout
- Appendix B – Plans and Elevations
- Appendix C – Proposed works replacement trimmer beam and beam connections

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

- 1 The works hereby permitted shall be begun before the expiration of three years of the date of approval of listed building consent ref. 23/00854/LBC.
Reason: 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 Excluding the works covered by condition 3, the new beams shall be finished to match the existing structure, in a blue shade only, reference: BS 20 E 51.
Reason: To preserve the special interest of the Listed Building in accordance with Policy HE1 (Borough Local Plan, February 2022) and the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 3 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.
- 4 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.
- 5 All works shall be carried out in complete accordance with the approved details under application ref. 23/02386/CONDIT.
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 All works to the quatrefoil parapet shall be carried out in complete accordance with the approved details under ref. 23/02386/CONDIT.
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 All works to the abutments shall be carried out in complete accordance with the approved details under application ref. 23/02386/CONDIT.

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.

- 1 The development hereby permitted shall be carried out in accordance with the approved plans listed below.

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
1000007701-PCL-SBR-ZZ-DE-CB-0005
COOKHAM BRIDGE OS-LAYOUT1
1000007701-PCL-SBR-ZZ-DE-CB-0006 Rev. C1
1000007701-PCL-SBR-ZZ-DE-CB-0012 Rev. P01

Reason: To ensure that the development is carried out in accordance with the approved particulars and plans.

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.