Development Management - Delegated Officer Report

Application Number: AWDM/0797/12 **Recommendation – Approve**

Site: **Terminal Building, 14 Cecil Pashley Way, Shoreham (Brighton City) Airport, BN43 5FF**

Proposal: **External repair and refurbishment, including area of re-render to all elevations; over-covering of flat roof with new waterproof system; replacement of two lantern lights; and refurbishment of the Air Traffic Control Tower.**

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Date of site visit: 10.10.11 (by CH)

Neighbours checked: Y

Additional neighbour notifications: N

Proposal, Site and Surroundings

Planning permission and Listed Building Consent are sought for the refurbishment, including external repairs, to the Grade II* Listed Terminal Building at Shoreham Airport. This application does not seek consent for any internal changes to the building. [A separate application for Listed Building Consent will be submitted in due course for the alterations inside the building that the applicant wishes to make.]

The works proposed comprise:-

- The replacement of two roof-mounted lantern lights to the east and west side of the air traffic control tower, with 2 No. Paradome Xspan thermally enhanced lantern rooflights by Langley Roofing Systems manufactured in 18 no. bays pitched at 30º with 0.5m high vertical glazing (polyester powder-coated black aluminium frame with polycarbonate glazing);

- Overlaying of existing grey painted felt roof with elastomeric bitumen membrane, colour No.30 Slate Grey.
- Hacking out cracks to external surface render where in need of repair to a depth of 25mm and re-point, and re-render and decorate to match existing building.
- Refurbishment of timber and steel 'Critall' windows, doors, frames and fixed lights and redecoration to match.
- Replacement of external fascia cladding and roof material to modern Air Control Tower.

The application is supported with a full schedule of works, a Design and Access Statement, and a Heritage Statement.

Relevant site history

- ADC/0291/07 - New air traffic control tower and fire station building (to north of existing hangars); alterations and refurbishment of existing airport terminal building; 2 mixed use buildings with class A1/A2/A3 and visitor centre on ground floor with offices on first and second floors; three-storey B1 office building and hangar building with ancillary offices (existing municipal hangar demolished); relocated fuel facility; extended apron; parking areas including car and coach parking area adj. riverbank; pedestrian and vehicle access and hard/soft landscaping. Pending
- ADC/0292/07 – Associated application for LBC for alterations and refurbishment of airport terminal building (including removal of modern air-traffic control unit and replacement with replica of original with new lantern roof; removal of service enclosure on south side; re-rendering of walls etc). Approved 04.07.07.

Although the above history represents only the most recent planning activity for the site, it is evident that a number of extensions and alterations have been undertaken over the years. Of significance to the current proposals is the replacement of parts of the original roof lanterns, addition of parapets and the addition of a panelled render system to the entire front of the building.

Consultations

English Heritage: Recommend that the application be determined in accordance with national and local policy guidance, and on the basis of expert conservation advice.

Twentieth Century Society: No comments received.

Lancing Parish Council: No objections to either application.

Shoreham Society: No comments received.

Representations

Third parties: No third party objections received regarding either application.

Relevant Planning Policies

Adopted Adur District Local Plan 1993-2006 (ADC 1996): AB7-9, AT9.
South East Plan (GOSE 2009): CC1, CC6, BE1, BE6, SCT3
National Planning Policy Framework (CLG 2012)

Planning Assessment

Principle

Local Plan Policy AB7 states that listed building consent for alterations to a listed building will only be permitted where it is considered that the character of the listed building would not be adversely affected. The reinstatement or replication of original features of listed buildings is encouraged by Policy AB8 and the use of materials consistent with those originally used is required by Policy AB9.

Local Plan Policy AT9 supports the continued use of Shoreham Airport as a General Aviation airfield and the provision of facilities necessary for the safety and operational efficiency of the Airport.

The Design and Access Statement advises that the proposed restoration of the Grade II* listed Terminal Building will ensure that the vital function of the airport terminal remains unchanged, and that that the works are required to retain the building in sound weatherproof condition to extend the life of the building.

The Terminal Building is Grade II* Listed. The listing was originally made as Grade II in 1984 but was upgraded to II* in July 2007. The listing describes in detail the former function of the building, and it's interior. In terms of the exterior it describes the symmetrical north and south elevation of the building, with specific reference to the two wings either side of a central three-storey pavilion. It also states the importance of the curvilinear and curved ends to the wings.

The overall symmetrical feel of the building is intact, and the terminal building still has the horizontal emphasis in its original windows and floor proportions, with the tiered appearance and curvilinear lines being synonymous with the architectural period. However it is evident from close up inspection that the external appearance of the building is suffering from lack of repair, leaking roof areas, rust bleeding from the external staircases, external cracking and poor matching of rendered areas.

<u>Overlaying existing asphalt roof</u>

The Council's Principal Building Control Officer has expressed concern that overlaying the existing asphalt roof with the proposed elastomeric bitumen membrane may trap water vapour within the building, with the associated risk this could lead to corrosion of the steel frame, potentially worsening the condition of the building. The preference would be for the existing asphalt roof covering to be removed, an assessment of damage to the building structure arising from water penetration undertaken followed by suitable remediation works, and an asphalt roof re-laid. The applicant has indicated

that the cost of this work is prohibitive. Meanwhile, the building is continuing to suffer from water penetration with the risk of further damage to the building occurring over the Winter if works are not carried out.

Thus, whilst Council officers continue to have reservations about the proposed waterproofing measures, a compromise solution has been agreed involving the introduction of breather vents, positioned at intervals on the main flat roof areas which would allow moisture vapour to escape. The Council's Conservation Architect is satisfied that precise details of the number, position and specification of breather vents could be dealt with as a condition of permission.

Replacement roof lanterns

The existing roof lanterns appear to be only partly original to the time of the erection of the Terminal Building. From inspection it is evident that the framework of the lanterns is no longer structurally sound with a number of the side uprights having blown.

The applicant states that whilst the listing refers to the two lanterns as original, they appear to be not. They consist of a hybrid of painted metal vertical/side sections with an aluminium patent glazing system which would not have existed at the time the building was built in 1934/35. It is stated that the lanterns are in poor condition beyond repair, and existing access and repair are currently very difficult because of their proximity to existing elevations. Their removal will allow for maintenance to the immediate flashings and waterproofing to prevent water ingress. On the basis that delay to the works would result in further deterioration of this important heritage asset, and that repair of the existing structure is not possible, it is considered that the works are justified.

The impact of the replacement of the roof lantern with a more modern design will depend on how visible they are from ground floor level, and the interior of the building. Currently the two internal flat panel roof lights, which act as a decorative horizontal element from inside the building, have been boarded over, to prevent further damage from falling debris. The glazing in the roof lanterns is cracked and in places missing.

The proposals would result in the increase in height of the mounting parapet that the roof lantern will sit on top of. The plans show this to be by the addition of a continuous timber wall plate, to enable a secure method of fixing. The wall plate would be 75mm in height, and would mirror the depth of the wall below as shown on plans S/26387/02 & 04. Once the internal boards are removed and the lanterns are instated, it is not considered that the increase in height of this detail will alter the overall views of the lanterns from ground floor.

The use of clear glass rather than wired obscured glass, will allow for a greater sense of light to those using the interior of the terminal building, it will allow for a view of the sky and planes when they are directly overhead, and it is considered that this would enhance the setting of the building, and its ambience.

The structural framework of the lantern itself is proposed to be aluminium with a black powder coated finish, and would replicate the dimensions of the existing framework in terms of its overall size. Whilst the proposals will not have the zinc detailing to the exterior, of the later roof section, it would be very similar to the width and bulk of the framing as seen from the interior. The subdivided windows themselves are currently of metal 'Crittall' design along with the vertical sections (most having blown, and seized open, held together with black paint and sealant), whereas the proposed replacements would have a thicker general appearance. None of the lantern panes will be openable. The Council's Principal Building Control Officer has stated that the original rooflights would have been openable, but there is no clear evidence to support this.

The overall height of the lanterns would match those of the existing and would be no taller in comparison to the surrounding parapets and flank walls of the three-storey central pavilion. From the exterior of the building in nearby views the proposed lanterns would be clearly of a newer design owing to the more regular black powder coated finish. The patina of the existing lantern structure is a light grey coloured zinc, however this is not particularly visible from ground level, owing to the surrounding parapets. It is concluded therefore that the external appearance and character of the listed building would not be adversely affected by the replacements.

<u>Refurbishment of metal and timber windows and doors, replacement of fascia cladding and roof material to modern control tower and repairs and re-rendering of exterior elevations</u>

It is considered that the proposed works to repair and redecorate the exterior of the building as described in the detailed specification submitted with the application(s) will be to the benefit of the character and appearance of the listed building. The works would restore the building to a state closer to its original appearance, and would not impact the existing use or the setting of the building or alter any of its historic character.

Details of the external paint colour (if not matching the existing) should be agreed by condition.

It is concluded that listed building consent and planning permission should be granted.

Recommendation

AWDM/0797/12–

APPROVE for the reason:-

The proposed works for external repair and refurbishment, including the replacement of the two roof lanterns, hereby approved would not detract from the special historic and architectural importance of the listed building and would help safeguard the viability of Shoreham Airport. The proposed development would consequently not conflict with the saved policies of the Adur District Local Plan (AT9) or the policies of the South East Plan (CC1,

CC6, BE1, BE6, SCT3) or the National Planning Policy Framework (CLG 2012)

Subject to conditions:-

1. Standard 3 year time limit
2. Approved plans (and specification)
3. No development shall take place unless and until precise details of the number, position and specification of 'breather vents' to be installed on the flat roof of the building have been submitted to and approved in writing by the LPA. Thereafter the development shall be carried only in accordance with the approved details.
4. No development shall be carried out unless details and samples of the external paint colours of the redecorated doors, windows and external render have been submitted to and approved in writing by the LPA.

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GRANT CONSENT for the reason that:-

Whilst the specification for the overlaying the existing asphalt roof without further investigation of potential harm to the fabric of the building caused by water ingress is not ideal, this is outweighed by overriding concerns about continuing damage to the building that would likely arise as a result of delays in carrying out urgent repair work and refurbishment. The proposed works will result in some loss minor of historic detail but would preserve the character of the listed building, its setting and the important features of special architectural and historic interest which it possesses, and would therefore accord with the relevant saved policies of the Adur District Local Plan (AB7-9) or the policies of the South East Plan (BE6) or the National Planning Policy Framework.

Subject to Conditions:-

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3. No development shall take place unless and until precise details of the number, position and specification of 'breather vents' to be installed on the flat roof of the building have been submitted to and approved in writing by the LPA. Thereafter the development shall be carried only in accordance with the approved details.
4. No development shall be carried out unless details and samples of the external paint colours of the redecorated doors, windows and external render have been submitted to and approved in writing by the LPA.
5. Safeguard LB during works and make good any damage

The Local Planning Authority has acted positively and proactively in determining these applications by identifying matters of concern within the applications (as originally submitted) and negotiating, with the Applicant, acceptable amendments to the proposal to address those concerns. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in

favour of sustainable development, as set out within the National Planning Policy Framework.

Is recommendation contrary to letter(s) of representation? N

Case Officer: Jo Morin Date: 21 Dec 2012

Authorised by: Gary Peck Date: 21 December 2012