



**REPORT of
DIRECTOR OF PLANNING AND REGULATORY SERVICES**

to

NORTH WESTERN AREA PLANNING COMMITTEE

11 JUNE 2018

Application Number	LBC/MAL/18/00413
Location	Stow Maries Aerodrome Hackmans Lane Cold Norton Essex
Proposal	Structural stabilisation works to buildings 29, 31, 32, 33, 33A and 34 replacement and repair of existing timber windows and doors.
Applicant	The Trustees - Stow Maries Great War Aerodrome Trust
Agent	Mr Daniel Whent - Purcell
Target Decision Date	01.06.2018
Case Officer	Yee Cheung
Parish	COLD NORTON
Reason for Referral to the Committee / Council	The Listed Building Consent has been called in by Cllr White on the grounds of public interest

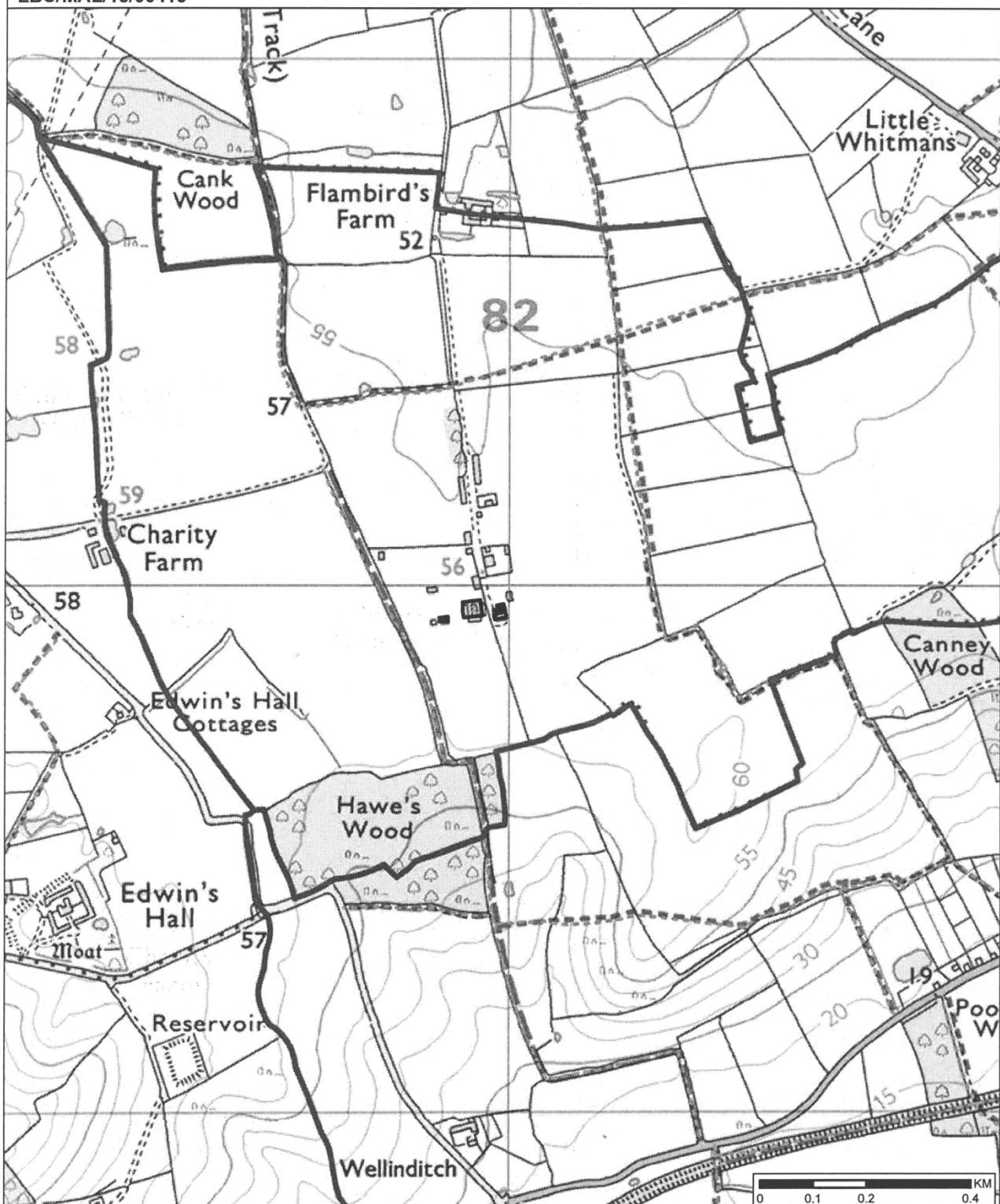
1. RECOMMENDATION

GRANT LISTED BUILDING CONSENT subject to the conditions as detailed in Section 7 of this report.

2. SITE MAP

Please see overleaf.

Officers Mess, Stow Maries Aerodrome, Hackmans Lane, Cold Norton
 LBC/MAL/18/00413



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 Maldon District Council 100018588 2014

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Scale: 1:10,000

Organisation: Maldon District Council

Department: Department

Comments: NW Committee 18/00413/LBC

Date: 30/05/2018

MSA Number: 100018588

3. SUMMARY

3.1 Proposal

- 3.1.1 The Stow Maries Great War Aerodrome (SMGWA) is located off a private track from Hackmans Lane. The aerodrome is understood to be the most complete WWI aerodrome in Europe, and is therefore of outstanding architectural and historic and significance. The site is also a designated conservation area and twenty-four of the surviving buildings are Grade II* listed.
- 3.1.2 The SMGWA was purchased from the previous private owners in 2013 with funding from the National Heritage Memorial Fund and other local and national government sources. The site is now under the custodianship of Stow Maries Great War Aerodrome Trust and is open to the general public where it runs as a charitable and educational establishment.
- 3.1.3 Listed Building Consent is sought for the structural stabilisation works to buildings 29, 31, 32, 33, 33A and 34 and the replacement and repair of existing timber windows and doors that are located within the Stow Maries Aerodrome complex. The works includes the following:-
- The installation of a reinforced concrete floor and structural steel work to stabilise the external walls to allow temporary propping to be removed to building 29.
 - The installation of a reinforced concrete floor and structural steel work to stabilise the external walls to allow temporary propping to be removed to buildings 31, 32 & 33.
 - To building 33A removal of existing asbestos roof, repair and reconstruction of partially missing section of walls, installation of corrugated cement fibre roofing and installation of structural concrete floor and internal structural support frame.
 - The repair and replacement of decayed timber windows and doors to the officers mess building 34.

3.2 Conclusion

Listed Building Consent is sought for structural stabilisation work proposed to buildings 29, 31, 32, 33, 33A and 34. The works proposed are considered essential for the preservation of these fragile buildings and forms a part of the activities and tourism provided at the aerodrome. The proposal for the buildings has been assessed against relevant planning policies at a local and national level and is considered to be acceptable subject to conditions.

4. MAIN RELEVANT POLICIES

Members' attention is drawn to the list of background papers attached to the agenda.

4.1 National Planning Policy Framework 2012 including paragraphs:

- 7, 8, 9, 14, 17, 28, 56, 57, 126, 131

4.2 Maldon District Local Development Plan approved by the Secretary of State:

- S1 - Sustainable Development.
- S7 - Prosperous rural economies.

- S8 - Settlement Boundaries and the Countryside.
- D1 - Design Quality and Built Environment.
- D3 - Conservation and Heritage Assets.
- E5 - Tourism.

4.3 Relevant Planning Guidance / Documents:

- National Planning Policy Guidance (NPPG)
- National Planning Policy Framework (NPPF)

5. MAIN CONSIDERATIONS

5.1 Principle of Development

- 5.1.1 Policy D3 of the LDP states that heritage assets are a finite resource which requires careful management and protection to ensure that they are preserved for the interest and enjoyment of current and future generations. Heritage assets are the cherished and precious reminders of the past, and provide a sense of place, pride, and identity in their locality. The Council places great value on the significance and quality of the historic environment and its ability to promote tourism, commerce, business and a desirable environment to live, work, visit and enjoy. To preserve the history and character of the District, the Council will seek to ensure that heritage assets continue to contribute to our cultural, social and economic life as a beneficial and sustainable resource.
- 5.1.2 Listed Building Consent is sought for structural stabilisation works to buildings 29, 31, 32, 33, 33A and 34 and to replace and repair of existing timber windows and doors. As Stow Maries Aerodrome is an important heritage site which attracts visitors, far and wide, into the District thus contributing to the local economy, the proposal would accord with policy D3 ‘Conservation and Heritage Assets’, subject to other material considerations which will be discussed in the officer report below.

5.2 Impact on the Listed Buildings

- 5.2.1 The aerodrome contains a group listing of 24 buildings. These are Grade II* Listed. Policy D3 of the LDP and the core planning principles and guidance in the NPPF all seek to ensure the protection of heritage assets such as listed buildings, including their settings. This includes considerations such as design and visual impact.
- 5.2.2 The structural stabilisation work, re-instatement of missing roofs, tiles and the replacement of windows and doors proposed to buildings 29, 31, 32, 33 and 33A would not result in harm being caused to the listed buildings.
- 5.2.3 Historic England has assessed the current applications and advised that *the proposed works are primarily to introduce secondary structure to allow removal of temporary propping, structural repair and appropriate reinstatement. The works will allow the buildings to be conserved, and will improve both their appearance and that of the wider aerodrome site, providing a benefit to the public who visit the site and who provide the Trust with their key revenue by way of admission charges. As such, the proposals should be seen as part of the wider project to give Stow Maries a sustainable future.*

- 5.2.4 In policy terms the core planning principle of the NPPF are observed in paragraph 14 and 17 which proposes a presumption in favour of sustainable development, which includes the need to ‘conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life for this and future generations’ (para 17).
- 5.2.5 NPPF paragraph 128 requires the applicant to describe the significance of any heritage assets affected (both designated and non-designated) and that the level of detail should be sufficient to understand the potential impact of the proposal on their significance. As noted above, this has been fully addressed in the documentation accompanying this application. the proposal also accords with paragraph 131 of the NPPF which states that when determining planning applications, account should be taken of ‘the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation’ and, ‘the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality.’ As such, the proposal should be recommended for an approval.
- 5.2.6 The Conservation Officer has also assessed the application and advised that the structural stabilisation work proposed to buildings 29, 31, 32, 33 and 33A is considered essential for the preservation of these fragile buildings. The methodology devised has been the subject of numerous discussions between Historic England, the architects and engineers acting on behalf of the Trust, and the conservation officer, and is agreed to represent the least intrusive solution. The external appearance of the buildings will not be altered, and internal steelwork will be concealed by future lining out.
- 5.2.7 Out of all the buildings, it is necessary to dismantle the original internal partitions in Building 33 in order to install the reinforced concrete floor, but all the original joinery from these partitions will be carefully removed and stored for reuse when the partitions are reinstated as part of future work. Meetings have been held between Conservation Officer and the Applicant and it is understood that the intention is to fund the reinstatement of the partitions with funding from the Heritage Lottery Fund (HLF). For this reason, it is not proposed to reinstate the partitions immediately. This raises a potential conflict with paragraph 136 of the NPPF which states:
- Local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred*
- 5.2.8 In order to comply with paragraph 136, it is advised that a condition could be used requiring that the partitions and their associated joinery to be reinstated in their original positions within two years of the commencement of the work. The Conservation Officer has relayed this with the Applicant, who has verbally agreed that two years should allow sufficient time to secure the additional funding.
- 5.2.9 It is noted on the submitted plans that the two rooms at the southern end of Building 33 retain original corner fireplaces, which are not shown on the drawings. They will have to be removed in order to install the new floor but should be reinstated as part of the future restoration work. The Conservation Officer has advised that a condition

should be used, requiring that measured drawings and photographs are made of the fireplaces before they are dismantled, to inform their future reinstatement.

- 5.2.10 With regard to the reformation of the missing elements of the roof and walls to Building 33A. these works will restore this building's original form and stabilise its structure. This will represent a clear benefit to the listed building, and will enhance the character and appearance of this part of the conservation area.
- 5.2.11 In relation to the officer mess Building 34, the windows which it is proposed to replace have unfortunately decayed to the extent that they are now beyond salvage, and for this reason, the Conservation Officer has raised no objection to their replacement.
- 5.2.12 The only harmful element of the proposed work is the demolition and reconstruction of the internal partitions and fireplaces to Building 33. The proposal would involve some loss of historic fabric, but is clearly and convincingly justified by the need to stabilise the structure of the building, and the proposed reuse of the joinery elements. The appearance of these parts of the building in their rebuilt state will replicate the original appearance. To use the terminology of the NPPF and Policy D3 of the Maldon LDP, it is advised that the reconstruction of the internal partitions to Building 33 will cause "*less than substantial harm*" to the significance of the heritage asset. The degree of harm in this instance is limited and justified by the public benefit of securing the preservation of the building.
- 5.2.13 Based on the information submitted, it is considered that all of the other works proposed are judged to cause no harm to the significance of the listed buildings or the conservation area. The proposal is therefore in accordance with Section 12 of the NPPF and policy D3 of the LDP.
- 5.2.14 In accordance with sections 16(2) of the *Planning (Listed Buildings and Conservation Areas) Act 1990*, the Council must have special regard to the desirability of preserving the listed building or its setting or any features of special architectural or historic interest which it possesses. The Conservation Officer considers that the proposal would be consistent with this requirement. Further Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the Council to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. Again, the Conservation Officer has considered that this application is consistent with this requirement.

5.3 Design and Impact on the Character of the Area

- 5.3.1 The location of the site outside of a defined settlement means that it is essential for any new development to protect and enhance the character and appearance of the district's landscape in accordance with Policies S1 and S8 of the Local Development Plan (LDP). Policy D1 of the LDP requires any new development to respect and enhance the character and local context and make a positive contribution, the list of criteria includes, amongst other things, (a) architectural style, use of materials, detailed design features and construction methods; (b) Height, size, scale, form, massing and proportion; and (e) historic environment particularly in relation to designated and non-designated heritage assets.

5.3.2 The buildings 31, 32, 33, 33A and 34 are currently present on site and the structural stabilisation work proposed is considered essential to preserve these fragile buildings. It is not considered that the result of the works proposed would cause demonstrable harm to the character and appearance of the buildings or the wider landscape setting. Majority of the works proposed would be internal by the installation of reinforced concrete floor and steel framing with the exception of building 33A where it is proposed to re-instate missing roofs and internal walls. For building 34 (officer mess building), the proposal seeks the replacement of existing decayed timber windows and doors which would match what was originally on the building. The visual impact of the development would be negligible. In this respect, it is considered that the proposal would accord with Policy D1 of the LDP as the proposal would preserve and enhance the existing buildings.

5.4 Effect upon Character / Appearance of Conservation Area

5.4.1 The entire site of the aerodrome is designated as a conservation area. It is therefore, essential to ensure that any new development, whether of a permanent or temporary nature, protects or enhances the special interest of the conservation area. Policy D3 of the LDP sets requirements in aiming to protect conservation areas as a form of heritage asset and the NPPF equally seeks to protect heritage assets, recognising the importance of their designation.

5.4.2 As detailed above, the proposal for the structural stabilisation work proposed is not considered to result in harm to the character and appearance of the locality, given its position of the existing buildings and the nature of the structure. The position of the buildings would be as existing and does not affect important views, landscape features or open spaces in the conservation area, and the design of the building are of traditional appearance. Therefore, it is considered that there is no conflict with the policies aiming to protect the conservation area. The Conservation Officer and Historic England were both consulted regarding this application. Both the Conservation Officer and Historic England have raised no objection to the Listed Building Consent.

5.5 Other Consideration

5.5.1 Comments have been noted from Stow Maries Parish Council stating that there are no conditions being proposed or restated about site access / egress or traffic management conditions applicable to either the building itself or to the wider airfield site location of which the buildings forms a part. As this Listed Building Consent only relates to the structural stabilisation works to buildings 29, 31, 32, 33, 33A and 34 replacement and repair of existing timber windows and doors, it would be considered unreasonable and disproportionate to impose conditions that relates to the wider area of the site and especially when the proposal would not affect the site access / egress or traffic management of the airfield.

5.6 Relevant Site History

- **FUL/MAL/09/00050** – Change of use of Buildings 3 & 4 to workshop and ancillary office accommodation (B1 use). Approved 27.05.09.
- **FUL/MAL/09/00237** – Emergency services access way. Approved: 22.05.2009

- **FUL/MAL/09/00239** – Renovation of building 15 for visitor centre & museum including re-roofing. Approved: 26.03.2009
- **FUL/MAL/09/00250** – Re-instatement of airfield and erection of aircraft hanger. Approved: 15.06.2009
- **CON/MAL/09/00251** – Demolition of dwelling and grain store in order to erect 2 no. aircraft hangers. Approved: 22.05.2009
- **FUL/MAL/09/00252** – Conversion of former MT building and cart shed to B1 business use and model flying club accommodation. Approved: 29.05.2009
- **FUL/MAL/09/00300** – Proposed Aircraft Hanger. Approved: 12.06.2009
- **FUL/MAL/09/00413** - Construction of 3 ponds and related access-ways. Approved: 10.07.2009
- **FUL/MAL/09/00696** - Renovation of former pilots ready rooms and erection of 2no. wind socks. Approved: 06.10.2009
- **FUL/MAL/09/00699** - New and replacement huts for WW1 Museum. Approved: 06.10.2009
- **FUL/MAL/11/00429** - Erection of temporary aircraft hangar. Approved: 28.09.2011
- **FUL/MAL/14/00574** - Retrospective application for erection of temporary hanger (3 years) for storage and maintenance of historic aircraft. Approved: 08.10.2014
- **LBC/MAL/14/00575** - Retrospective application for erection of temporary hanger (3 years) for storage and maintenance of historic aircraft. Approved: 08.10.2014
- **LBC/MAL/15/00830** - Proposed alterations to reinstate the existing brick pier to the West elevation of the MT shed to match the existing adjacent exactly and to install additional wind bracing to the metal rafters of the MT shed to provide lateral support to the roof and the gable walls. Proposed reinstatement of existing slate cat-slide roof to the South end of the West elevation of the RE workshop. Approved: 09.11.2015
- **LBC/MAL/15/00832** - Proposed works for the careful demolition of the existing non-original timber framed and corrugated iron clad cart lodge to the North of the MT Shed. Approved: 09.11.2015
- **FUL/MAL/16/00306** - Change of use of buildings 3 & 4, vehicle workshop (for high performance engines) to museum & museum shop. Approved: 20.06.2016
- **LBC/MAL/16/00307** - Change of use of buildings 3 & 4, vehicle workshop (for high performance engines) to museum & museum shop. Approved: 20.06.2016
- **FUL/MAL16/01142** –Planning application for operational arrangements for the use of the Airfield at Stow Maries Great War Aerodrome including hours of operation, restrictions on the number of take offs and landings, and arrangements for Special Public Event days. Refused: 27.07.2017

- **LBC/MAL/16/01143** - Planning Application for operational arrangements for the use of the Airfield at Stow Maries Great War Aerodrome. Pending Consideration
- **LBC/MAL/16/01155** - Proposed works to the existing officers mess building to carefully remove the existing decayed asbestos roof covering and replace with a profiled cement fibre board to match the existing profile: works to the south elevation to infill existing enlarged openings to install new doors, windows and entrance canopy to reinstate the facade to the original appearance. Approved: 20.12.2016
- **FUL/MAL/17/01071** - Variation of conditions 13 & 14 on approved planning permission FUL/MAL/09/00250 (Re-instatement of airfield and erection of 2 no. aircraft hangers to match former buildings on site). Pending consideration
- **FUL/MAL/17/01120** - Retention of temporary hanger for display, storage and maintenance of historic aircraft. Approved: 10.01.2018
- **LBC/MAL/17/01121** - Retention of temporary hanger for display, storage and maintenance of historic aircraft. Grant Listed Building Consent: 10.01.2018
- **FUL/MAL/17/01456** - Proposed change of use from vacant building to B1 office use, Stabilisation works, replacement metal framed windows and demolition of existing non-original timber framed extension. Approved: 13.02.2018
- **LBC/MAL/17/01457** - Proposed change of use from vacant building to B1 office use, Stabilisation works, replacement metal framed windows and demolition of existing non-original timber framed extension. Grant Listed Building Consent: 13.02.2018
- **FUL/MAL/18/00337** - Removal of conditions 2, 3, 4, 5 & 6 on approved planning permission **FUL/MAL/16/00306** (Change of use of buildings 3 & 4, vehicle workshop (for high performance engines) to museum & museum shop) – Pending consideration

6. CONSULTATIONS AND REPRESENTATIONS RECEIVED

6.1 Representations received from Parish / Town Councils

Name of Parish / Town Council	Comment	Officer Response
Cold Norton Parish Council	No comment on this Listed Building Consent	Noted
Stow Maries Parish Council	No objection to the LBC but no conditions were being proposed or restated about site access / egress or traffic management conditions applicable to either the building itself or to the wider airfield site location of which the buildings forms a part	Noted

6.2 Statutory Consultees and Other Organisations (*summarised*)

Name of Statutory Consultee / Other Organisation	Comment	Officer Response
Historic England	No objection to the planning application and the Listed Building Consent	Noted

6.3 Internal Consultees (*summarised*)

Name of Internal Consultee	Comment	Officer Response
Environmental Health Services (EHS)	EHS raised concerns in 2014 about the use of the hanger for maintenance of historic aircraft and the risk of disturbance to the occupiers of Broadacres. However, since planning permission was granted EHS has received no complaints. EHS has therefore no objections to the proposal	Noted
Conservation Officer	No harm to the significance or the setting of the Grade II* listed buildings and the conservation area	Noted in the report

6.4 Representations received from Interested Parties (*summarised*)

6.4.1 No letters of representation have been received at the time of writing this report

7. PROPOSED CONDITIONS

- 1 The development hereby permitted shall begin no later than three years from the date of this decision.
REASON:- To comply with Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.
- 2 The development shall be carried out in accordance with the following approved plans and documents: 236118 001; 236118 100; 236118 103; 236118 109; 236118 110; 236118 203 REV A; 236118 204 REV A; 236118 205 REV A; 236118 215; and 236118 216; 236118 300
REASON:- For the avoidance of doubt as to the extent of this permission.
- 3 Prior to the commencement of any works to building 33, measured drawings and photographs of the two corner fireplaces inside Building 33 shall be

submitted to the Local Planning Authority for approval prior to them being dismantled.

REASON:- In order to ensure the preservation and use of features of historic interest in accordance with Policies S1 and D1 of the Maldon District Local Development Plan and Government guidance contained within the National Planning Policy Framework

- 4 The internal partitions, associated joinery and fireplaces to Building 33 shall be reinstated to their original positions entirely replicating the fireplaces surveyed, recorded under the terms submitted of Condition 3 of this consent within 2 years from the date of the commencement of any works to building 33 as hereby approved this Listed Building Consent.

REASON:- In order to ensure the preservation and use of features of historic interest in accordance with Policies S1 and D1 of the Maldon District Local Development Plan and Government guidance contained within the National Planning Policy Framework