

<b>Reference:</b>	17/01914/LBC	
<b>Ward:</b>	Milton	
<b>Proposal:</b>	Various repairs and maintenance to include continued ironwork replacement, pile cap refurbishment, bearing refurbishment and joint articulation, refurbishment of timber deck boards and lateral restraint connection refurbishment (Listed Building consent)	
<b>Address:</b>	The Pier, Western Esplanade, Westcliff-on-Sea, Essex, SS1 1EE	
<b>Applicant:</b>	Southend-on Sea Borough Council	
<b>Agent:</b>	Mr Neil Chaston, Hemsley Orrell Partnership	
<b>Consultation Expiry:</b>	24 <sup>th</sup> November 2017	
<b>Expiry Date:</b>	26 <sup>th</sup> December 2017	
<b>Case Officer:</b>	Abbie Greenwood	
<b>Plan Nos:</b>	12211-HOP-24-XX-DR-C-0040-P2, 12211-HOP-24-XX-DR-C-0041-P2, 12211-HOP-24-XX-DR-C-0042-P2, 12211-HOP-24-XX-DR-C-0043-P2, 12211-HOP-24-XX-DR-C-0050-P2, 12211-HOP-24-XX-DR-C-0051-P1, 12211-HOP-24-XX-DR-C-0052-P1, 12211-HOP-24-XX-DR-C-0060-P2, 12211-HOP-24-XX-DR-C-0061-P2, C10918-C-001-0, C10918-C-169-0, C10918-C-170-0	
<b>, Recommendation:</b>	<b>GRANT LISTED BUILDING CONSENT</b>	



## **1 The Proposal**

- 1.1 This application is seeking Listed Building Consent to undertake various refurbishment works to the iron substructure and the deck of the pier. The proposed works are:
- Continued ironwork refurbishment and replacement along the lines of previous consents
  - Refurbishment of anchor bays
  - Pile cap refurbishment along the lines of previous consents
  - Bearing refurbishments and joint articulation to pile caps
  - Timber deck board refurbishment/ replacement
  - Lateral restraint connection refurbishment
- 1.2 Three previous applications refs 17/00614/LBC, 16/01397/LBC and 14/01841/LBC have been consented for the replacement of corroded ironwork and fractured pile caps in the past. This application seeks consent to undertake further refurbishment and replacement works along similar lines as well as to the timber deck.
- 1.3 The pier has undergone major refurbishments at various times in the past. The most extensive programme of works was in 1972 and more localised repairs have taken place in 1984, 1997 and within the last couple of years. A survey of the structure in 2015/16 revealed that the pier was in a varying condition of repair, 20% of the structure was in a good condition, 20% was approaching failure and the rest was classed as poor or fair. Over recent years the Council has sought to deal with those elements that were failing but it is considered that there is a need for a more progressive programme of works to refurbish and replace elements that are showing signs of failure. These additional works will be phased over the next 5 years. It is hoped that these works will safeguard the pier structure for the future.

## **2 Site and Surroundings**

- 2.1 The Pier is situated at the bottom of Pier Hill to the southern end of the High Street. It projects approximately 1.33 miles south into the estuary. The northern end of the pier includes a modern entrance that enables public access on two levels to the decked walkway and pier train. The pier is one of Southend key tourist attractions and an important part of the heritage of the town.
- 2.2 The original cast iron Pier structure dates from 1830, with extensions having been added in 1897 and 1929. The substructure is a key element of the pier. The pile caps are located at the junction of the supporting columns and the pier stem.
- 2.3 The pier is a grade II listed building. The surrounding mudflats are designated as a RAMSAR site, SSSI and Local Nature Reserve.

### **Planning Considerations**

- 3.1 The only consideration in relation to the listed building application is the impact of the proposal on the character and significance of the listed building.

## 4 Appraisal

### Design and Impact on the Character of the Listed Building

#### National Planning Policy Framework (2012) Core Strategy (2007) policies KP2 and CP4; Development Management Document (2015) Policies DM1, DM3 and DM5

##### 4.1 Paragraph 129 of the NPPF states that:

*'Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. 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 asset's conservation and any aspect of the proposal.'*

- 4.2 Repair works to the iron substructure of the pier previously consented in 2016, 2014 and 2017 have been undertaken to address those elements of the structure that had failed but a survey of the structure has concluded that a significant proportion of the steel work was in a poor state of repair and further works are required to prevent further deterioration and failure. The current proposal is a comprehensive programme of works to refurbish and replace various structural elements, including sections of the deck which are also contribute to the lateral strength of the pier and are rotten. Each element of the work is discussed below

##### *Ironwork refurbishment and replacement*

- 4.3 This includes refurbishment and replacement of the longitudinal beams, transverse beams, rails and bracing which form the main structural elements of the historic pier stem. Each of these elements have been replaced in previous consents and, where replacement elements are required, the current proposal will replicate the design details and materials previously agreed. Only those elements that have corroded beyond or close to safe structural limits will be replaced. Where the ironwork is in a fair condition the existing structure will be refurbished.

##### *Refurbishment of anchor bays*

- 4.4 Anchor bays are located every 10<sup>th</sup> bay along the stem between the north and south stations. In addition to the east west cross bracing which occurs on the standard sections of the pier stem the anchor bays also include north south cross bracing and provide additional lateral restraint for the structure. The integrity of these elements is particularly important to the strength of the pier and it is therefore essential that these elements are fit for purpose. The application proposes that each element of the anchor bay is removed, inspected and either refurbished or replaced as required before being reassembled.

##### *Pile cap refurbishment*

4.5 The failure of the pile caps which sit on top of the main iron columns and connect to the beams, has been a particular problem with the pier structure and a significant number of pile caps have previously been replaced to an agreed design. The survey has revealed that more of the remaining pile caps are fractured and these are being monitored. The current proposal seeks permission to replace these if they fail.

4.6 All new sections of the main structure will be steel rather than cast or wrought iron of a design which closely replicates that of the failed elements. Steel is proposed because it has a superior strength to cast iron and structural wrought iron is no longer available. These materials and details have been previously agreed in the earlier applications. Where the existing ironwork is in reasonable condition it will be refurbished and painted to prolong its structural integrity for as long as possible.

*Bearing refurbishments and joint articulation to pile caps*

4.7 The bearings on the pier allow minor lateral movement of the structure. This is needed to enable the structure to accommodate horizontal loads caused by trains braking, fire mains thrust and general thermal expansion. Many of the existing bearing are seized due to corrosion and this is putting additional strain on the historic structure. It is proposed to refurbish all the bearings and articulation joints to enable the structure to better absorb these forces.

*Timber deck board refurbishment.*

4.8 The timber deck is an important part of the structure of the pier as it provides lateral restraint to the longitudinal beams and distributes the load between the anchor bays. A separate survey of the decking has been carried out by a timber specialist. This concludes that, in this exposed location, the beams can be expected to have a life of only 20 years. Most of the pier deck boards are reaching the end of their serviceable life with many boards showing signs of rot especially around the fixing bolts. Previously in recent years, aside from areas affected by fire, only localised repairs have been carried out to the deck, however, the lack of strength in the deck as a whole is now a concern and it is now considered that it is time to undertake a more extensive replacement programme to ensure the future stability of the structure and reduce the strain on the historic ironwork that remains. The new boards will be kerunig hardwood with a tighter tek screw fixing which has been designed to prevent water ingress into the timber around the fixing which is where most of the current boards have failed. The dimensions and arrangement of the new decking will match the existing.

*Lateral restrain connection refurbishment*

4.9 It is also proposed to inspect and replace as necessary the timber deck beams and deck beam connections below the deck which sit between the longitudinal beams and the deck itself as these also contribute to the lateral restraint of the structure.

4.10 Work will be undertaken in sections of 30m so as not to disrupt the use of the pier by visitors. It is envisaged that it will take up to 5 years to complete the refurbishment. This proposal is being carried out in conjunction with a number of other consented and proposed projects on the pier including the refurbishment of the pier shelters, new wcs and the repairs to the pier head timber and concrete substructure.

- 4.11 The survey photos clearly show that the repairs are still needed and this more comprehensive refurbishment programme should prolong the life of the remaining historic ironwork by stabilising the structure rather than just reacting to failures as has occurred in the past. It is noted that the use of steel rather than cast or wrought iron for the main elements of the stem is a change to the existing materials however, the design of the replacement elements is similar to the original details so the silhouette of the pier will be unaffected and the strength and life of the structure improved as a result and these changes have been previously accepted. It is also noted that the timber decking is expected to have a limited lifespan.
- 4.12 Historic England are satisfied that the works are justified in accordance national planning guidance and will not cause harm to the significance of the grade II listed pier. It is considered that the works will assist in safeguarding the historic fabric of the pier for the future. The proposal is therefore considered to be acceptable.

## **Conclusion**

- 4.13 Having taken all material considerations into account, it is found that subject to compliance with the attached conditions, the proposed development would be acceptable and compliant with the objectives of the relevant development plan policies and guidance. The principle of the development is found to be acceptable and the proposal would have an acceptable impact on character, appearance, setting and significance of the listed building. This application is therefore recommended for approval subject to conditions.

## **5 Planning Policy Summary**

- 5.1 NPPF (The National Planning Policy Framework)
- 5.2 DPD1 Core Strategy Policies KP2 (Development Principles) and CP4(The Environment and Urban Renaissance)
- 5.3 DPD2 DM Policies DM1 (Design Quality), DM3 (Efficient and Effective Use of Land) and DM5 (Southend-on-Sea's Historic Environment)
- 5.4 SPD1 The Design and Townscape Guide

## **6 Representation Summary**

### **Historic England**

- 6.1 Consent is sought for various repairs and maintenance to include continued steelwork replacement, pile-cap refurbishment, bearing refurbishment and joint articulation; refurbishment of timber deck boards and lateral restraint connection refurbishment. This application is to follow works carried out in 2015/2016 when fractured pile-caps were replaced. Having considered the documentation submitted with the application, including the Refurbishment and Substructure Repairs report and photographs produced by Hemsley Orrell Partnership (HOP), Historic England are satisfied that the works are justified in accordance national planning guidance and will not cause harm to the significance of the grade II listed pier. In our view the works will assist in safeguarding the historic fabric of the pier for the future.

## *Recommendation*

Historic England have no objections to the application on heritage grounds, should your authority be minded to approve the application for listed building consent. We consider that the application meets the requirements of the NPPF and that the works will assist in safeguarding the future of the pier. In determining this application you should bear in mind the statutory duty of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess.

### **Essex Wildlife Trust**

- 6.2 No comments received.

### **Natural England**

- 6.3 Natural England's comments in relation to this application are provided in the following sections.

#### Statutory nature conservation sites – no objection

Natural England has assessed this application using the Impact Risk Zones data (IRZs). Natural England advises your authority that the proposal, if undertaken in strict accordance with the details submitted, is not likely to have a significant effect on the interest features for which Benfleet and Southend Marshes SPA and RAMSAR has been classified. Natural England therefore advises that your Authority is not required to undertake an Appropriate Assessment to assess the implications of this proposal on the site's conservation objectives. 1

In addition, Natural England is satisfied that the proposed development being carried out in strict accordance with the details of the application, as submitted, will not damage or destroy the interest features for which the Benfleet and Southend Marshes SSSI has been notified. We therefore advise your authority that this SSSI does not represent a constraint in determining this application. Should the details of this application change, Natural England draws your attention to Section 28(1) of the Wildlife and Countryside Act 1981 (as amended), requiring your authority to re-consult Natural England.

Natural England would like to highlight that we have made our assessment of these works based on the assumption that all works are undertaken from the Pier and that no foreshore access is required. It should be noted that any works that are required to the Pier that are below mean high water may require a marine licence from the Marine Management Organisation (MMO) we recommend contacting the MMO in the first instance for any works associated within the intertidal and marine environment.

We further recommend that the following best practice measures are employed for works at this location:

- 1) Ensure that any coatings/treatments on the materials used are suitable for use in the marine environment and are used in accordance with best environmental practice to avoid contamination of the marine environment.
- 2) Between 1st October and 31st March inclusive, no usage of power tools or any percussive activity such as hammering shall take place on the Stem Extension or beyond during a period from one hour before each high tide until one hour after that high tide. In order to minimise the risk of disturbance to the high-tide turnstone roost on the Pier.
- 3) Wherever possible works should take place outside of any periods of freezing weather conditions or whilst the ground remains frozen in order to minimise the risk of disturbance and thus to avoid causing additional stress to birds during periods when they are already subject to high levels of stress due to adverse weather conditions.

#### Protected species

We have not assessed this application and associated documents for impacts on protected species.

Natural England has published Standing Advice on protected species.

You should apply our Standing Advice to this application as it is a material consideration in the determination of applications in the same way as any individual response received from Natural England following consultation.

The Standing Advice should not be treated as giving any indication or providing any assurance in respect of European Protected Species (EPS) that the proposed development is unlikely to affect the EPS present on the site; nor should it be interpreted as meaning that Natural England has reached any views as to whether a licence is needed (which is the developer's responsibility) or may be granted.

If you have any specific questions on aspects that are not covered by our Standing Advice for European Protected Species or have difficulty in applying it to this application please contact us with details at [consultations@naturalengland.org.uk](mailto:consultations@naturalengland.org.uk).

#### Local sites

If the proposal site is on or adjacent to a local site, e.g. Local Wildlife Site, Regionally Important Geological/Geomorphological Site (RIGS) or Local Nature Reserve (LNR) the authority should ensure it has sufficient information to fully understand the impact of the proposal on the local site before it determines the application.

#### Sites of Special Scientific Interest Impact Risk Zones

The Town and Country Planning (Development Management Procedure) (England) Order 2015 requires local planning authorities to consult Natural England on "Development in or likely to affect a Site of Special Scientific Interest" (Schedule 4, w). Our SSSI Impact Risk Zones are a GIS dataset designed to be used during the planning application validation process to help local planning authorities decide when to consult Natural England on developments likely to affect a SSSI. The dataset and user guidance can be accessed from the [data.gov.uk](http://data.gov.uk) website

## **Royal National Lifeboat Institution**

6.4 No comments received.

### **Public Consultation**

6.5 Two site notices were displayed. No responses have been received at the time of writing.

## **7 Relevant Planning History**

7.1 The site has extensive planning history. Those relevant to this application are:

7.2 17/01775/LBC and 17/01829/BC3 – demolish existing toilet block, erect single storey building forming public toilets and observation deck at the pier head – pending consideration

7.3 17/01664/LBC – refurbish 4 existing public shelters on pier (listed building consent) – granted 2017

7.4 17/00614/LBC - Replacement of pier pile caps to pier structure (Listed Building Consent)(Part Retrospective) - granted

7.5 16/01397/LBC - Emergency works to repair or replace pile caps to pier structure (Listed Building Consent) - granted 2016

7.6 15/01378/LBC – Emergency works to repair and strengthen the lower timber deck at the southwest corner of the pier head (Listed Building Consent) - granted 2015

7.7 15/00758/LBC – various repairs and maintenance to the Prince George extension (Listed Building Consent) – granted 2015

7.8 14/01841/LBC - Structural repairs to Pier (Listed Building Consent) - granted 2015

7.9 10/01563/LBC Structural repairs to Pier (Listed Building Consent) - granted 2010

7.10 05/01685/LBC Remove fire damaged structural steel units, timber decking and debris. Replace with new structural steel units and timber decking (Listed Building Consent) - granted 2006.

## **8 Recommendation**

**Members are recommended to GRANT LISTED BUILDING CONSENT subject to the following conditions**

**01 The development hereby permitted shall commence not later than 3 years beginning with the date of this permission.**

**Reason: Required to be imposed pursuant to Section 18 of the Planning (Listed Building and Conservation Areas) Act 1990.**



**02 The development hereby permitted shall be carried out in accordance with the approved plans 12211-HOP-24-XX-DR-C-0040-P2, 12211-HOP-24-XX-DR-C-0041-P2, 12211-HOP-24-XX-DR-C-0042-P2, 12211-HOP-24-XX-DR-C-0043-P2, 12211-HOP-24-XX-DR-C-0050-P2, 12211-HOP-24-XX-DR-C-0051-P1, 12211-HOP-24-XX-DR-C-0052-P1, 12211-HOP-24-XX-DR-C-0060-P2, 12211-HOP-24-XX-DR-C-0061-P2, C10918-C-001-0, C10918-C-169-0, C10918-C-170-0**

**Reason: To ensure that the development is carried out in accordance with the Development Plan.**

**03 The materials for the proposed repairs shall be those specified on the approved plans and in the statements entitled 'Anchor Bay Refurbishment and Substructure Repairs' by HOP Consulting dated 10<sup>th</sup> November 2017 and 'Southend Pier 2017 Supporting Statement' received 14<sup>th</sup> November 2017 unless otherwise agreed in writing with the local planning authority.**

**Reason: To ensure the development suitably maintains and enhances the character and appearance of the listed building in accordance with the National Planning Policy Framework, policies KP2 and CP4 of the Southend-on-Sea Core Strategy (2007) and policies DM1, DM3 and DM5 of the Southend-on-Sea Development Management Document (2015) and advice contained within the Southend Design and Townscape Guide (2009).**

**The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that have been received and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework. Detailed analysis is set out in a report prepared by officers.**