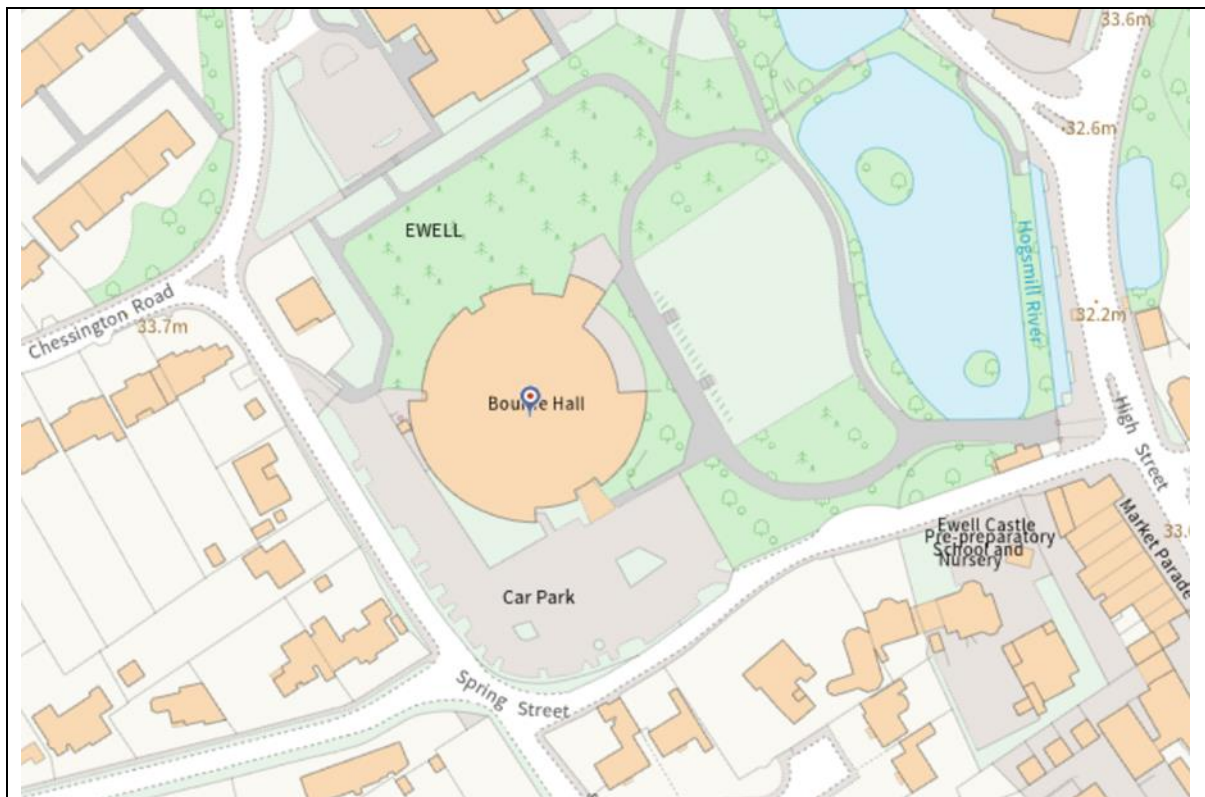


Planning Committee  
3 October 2024

Planning Application  
Number: 24/00618/LBA

**24/00618/LBA- Bourne Hall, Spring Street, Ewell, Surrey, KT17 1UD**

<b>Application Number</b>	24/00618/LBA
<b>Application Type</b>	Listed Building Consent
<b>Address</b>	Bourne Hall, Spring Street, Ewell KT17 1UD
<b>Ward</b>	Ewell Village
<b>Proposal</b>	Installation of new layer of roof felt to the existing felt roof (retrospective)
<b>Expiry Date</b>	05 October 2024
<b>Recommendation</b>	Approval, subject to conditions and informatives
<b>Number of Submissions</b>	0
<b>Reason for Committee</b>	Council application
<b>Case Officer</b>	George Smale, Planning Officer
<b>Contact Officer</b>	Simon Taylor, Interim Manager
<b>Plans, Documents and Submissions</b>	Available at <a href="#">Bourne Hall</a> .
<b>Glossary of Terms</b>	Found at the following link: <a href="#">Glossary of Terms</a>



## SUMMARY

### 1. Summary and Recommendation

- 1.1. This application is before the committee as the site is located on Council owned land and the applicant is a representative on behalf of the Council. It is recommended for approval.
- 1.2. This is a proposal for Listed Building Consent for the installation of a new felt layer over the entire existing perimeter roof of Bourne Hall. The works are completed, and the application is retrospective in its nature.
- 1.3. The site is owned by the Council and enables several leisure, parkland and open space, and community uses. The site is also located in the Ewell Village Conservation Area. Bourne Hall comprises of a 1960s library, social centre, and museum with modernist architectural merit.
- 1.4. There is an extensive planning history to the wider site and parkland. However, the only recent history for the hall itself has involved permitted works to doors and light fittings, the installation of Solar Panels (under consideration), and alterations to fenestration (under consideration).
- 1.5. Whilst undertaking separate repair works to the roof it was established that the entire felted area of the roof would require replacement in addition to some works to the parapets. Given the extent of works required, an application for Listed Building Consent was then submitted.
- 1.6. The Council's Conservation Officer raises objection to the proposal, concluding that the development will result in less than substantial harm to the listed asset. The benefits of the scheme outweigh such harm.
- 1.7. As such, the recommendation before the committee is that the application should be approved subject to conditions.

## PROPOSAL

### 2. Description of Proposal

- 2.1. The proposal involves:
  - The installation of a new felt layer over the entire existing perimeter roof of Bourne Hall, comprising of grey Garland felt material.
  - An additional strip of Glass Reinforced Plastic (GRP) in a black colour on the existing parapet to accommodate the felt roof.
- 2.2. The application is for retrospective works to a Listed Building. The applicant- Epsom & Ewell Property and Regeneration Team- has made the following statement in respect to undertaking such works:

*“Retrospective consent is sought by the applicant as it was not aware the works constituted an alteration to a Listed Building under the Planning (Listed Buildings and Conservation Areas) Act 1990. Instead, the applicant acted in good faith to protect the structure of the building believing the works were essential repair and maintenance items only. The existing felt roof remained in situ and an identical layer of felt added to ensure no further leaks could harm the building.*

*We confirm the works were urgently necessary for the preservation of the building and that it was not possible to achieve this by temporary works of repair. As soon as the Local Planning Authority alerted the applicant to the requirement for Listed Building Consent, an application was submitted without delay to address the matter.*

*However, it is accepted that the additional felt layer applied to the whole roof and was not limited to the minimum measures immediately necessary. In future, Listed Building Consent will be submitted for all works irrespective of their nature.*

*The applicant has learnt from this omission and amended its procedures accordingly.”*

## SITE

### 3. Description

- 3.1. Bourne Hall is a large dome-shaped building of a distinctive and striking architectural style, serving as Library and Social Centre since 1970. The building is Grade II Listed, council owned, and centred within Bourne Hall Park. The entire site has important local community value.
- 3.2. The exterior of the building is a curving volume with a continuous band of aluminium windows at first and second floor level. The upper floor slopes inward and the structure is surmounted by a broad copper dome, resembling the appearance of a flying saucer. A circular layout is planned within the building that expands over three level which includes a main hall, open-plan library, mezzanine museum, and studio spaces.
- 3.3. The surrounding area comprises a large open parkland with a number of large redwood trees, green spaces, and water courses. The entire site area is located in the Ewell Village Conservation Area, a historic area encompassing Bourne Hall, the commercial village centre, and outlying residential areas.
- 3.4. The site is accessed by vehicle from spring street, and pedestrian routes can be found through the park to the north and from the High Street to the East. The nearest residential properties are located on the western side of Spring Street, approximately 36m from the outer edge of Bourne Hall.

#### 4. Constraints

- Built Up Area
- Grade II Listed Building
- Ewell Village Conservation Area
- Article 4 Directive
- Locally Listed Building
- SSSI Impact Risk Zones
- Great Crested Newt Consultation Zone
- Tree Inspections
- Source Protection Zones

#### 5. History

5.1. The following recent applications are relevant:

App No.	Description	Status
24/01091/LBA	Listed Building Consent: Alterations to fenestration.	Pending consideration
24/01015/LBA	Installation of Solar PV to flat roofs and Tesla Powerwall batteries for power storage.	Pending consideration
24/01013/FUL	Installation of Solar PV to flat roofs and Tesla Powerwall batteries for power storage.	Pending consideration
24/00419/FUL	Install Solar PV to the south facing section of the perimeter flat roof.	Permitted 13 June 2024
24/00419/FUL	Install Solar PV to the south facing section of the perimeter flat roof	Permitted 13 June 2024
24/00066/LBA	Listed Building Consent: Replacement of 13 internal fire doors to meet BS guidelines.	Permitted 13 June 2024
18/01247/LBA	Replacement of 6 internal doors.	Permitted 15 February 2019
17/00445/LBA	Listed Building Consent for proposed replacement of existing light fittings with LED light fittings in Museum and Library areas of Grade II listed building.	Permitted 15 September 2017

### CONSULTATIONS

Consultee	Comments
<b>Internal Consultees</b>	
Conservation Officer	No objection to the felt cover subject to condition. Less than substantial harm to roof covering.
<b>Public Consultation</b>	
Neighbours	The application was advertised by means of a site notice and press notice, concluding on 06 September 2024. No submissions were received.

## PLANNING LEGISLATION, POLICY, AND GUIDANCE

### 6. Legislation and Regulations

- 6.1. Town and Country Planning Act 1990
- 6.2. Planning (Listed Buildings and Conservation Areas) Act 1990

### 7. Planning Policy

- 7.1. National Planning Policy Framework 2023 (NPPF)
  - Section 2: Achieving Sustainable Development
  - Section 16: Conserving and Enhancing the Historic Environment
- 7.2. Epsom and Ewell Core Strategy 2007 (CS)
  - Policy CS1: Sustainable Development
  - Policy CS5: The Built Environment
- 7.3. Epsom and Ewell Development Management Policies Document 2015 (DMPD)
  - Policy DM8: Heritage Assets

### 8. Supporting Guidance

- 8.1. National Planning Policy Guidance (NPPG)
  - Historic Environment
  - Use of Planning Conditions
- 8.2. Supplementary Planning Documents and Guidance
  - Sustainable Design Supplementary Planning Document 2016
- 8.3. Other Documentation
  - Ewell Village Character Appraisal
  - [Historic England Official List](#)

## PLANNING ASSESSMENT

### 9. Listed Significance

- 9.1. Bourne Hall has been Grade II Listed by national government since 30 April 2015. The principal justifications for the listing of the building are taken from the official Historic England Listing:
  - Bourne Hall Library and Social Centre of 1967 – 1970 A. G. Sheppard Fidler and Associates
  - Architectural interest- a striking design, notable for its space-age flair and the generous, top-lit principal interior space.
  - Plan form: the circular layout is well-organised, legible, and flexible;

- Historic interest: as an ambitious example of the expansion of the library service and the integration of community facilities and disabled access.

9.2. The following paragraphs from the list description are also relevant:

*“MATERIALS / STRUCTURE: the structure is of reinforced and pre-cast concrete, with aluminium windows, green Cumbrian slate copings and mosaic external finishes to the perimeter wall. The copper-clad dome with its central glassfibre rooflight is 42.6m (140') in diameter and 11.2m (37') at its highest point. 20 vertical pre-cast concrete ribs form a corona. The knuckles of the ribs are held in position by an in-situ pre-stressed, post-tensioned concrete ring beam which forms both the gutter and the eaves for the main dome. The roof construction is a sandwich of materials: the outer layer is sheet copper bonded to felt and wood wool panels on steel joints spanning between the frame. Towards the outer edges of the roof the wood wool panels are replaced by a band of lightweight 'Gunite' concrete sprayed onto permanent formwork.”*

*EXTERIOR: the exterior is a curving volume with a continuous band of aluminium windows at ground and first floor. The upper floor slopes inward and is surmounted by a broad copper dome, from which emerges a corona of pre-stressed, post-tensioned concrete ribs. Single-storey volumes of varying widths project forward of the circular footprint. The windows are separated by load-bearing pre-cast white concrete mullions running between a floating plinth and fascia, and some windows have Cumbrian slate panels beneath. The elevations are designed to a 4" (c.10cm) module enabling standardised pre-cast components. The result resembles a flying saucer and was designed to sit low within the existing mature landscape. The ribbed concrete boiler chimney is 12.8m (42') high and provides a vertical counterpart to the library's dome.*

## 10. Impact on the Heritage Asset

- 10.1. Section 16 of the Planning (Listed Buildings & Conservation Areas) Act 1990 requires the council to “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.”
- 10.2. Paragraphs 203-208 of the NPPF 2023 requires consideration of the harm to the significance of a designated heritage asset. Paragraph 195 says heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generation.
- 10.3. Paragraph 206 requires clear and convincing justification where there is harm to or the loss of a designated heritage asset. Paragraph 202 states that where there is less than substantial harm, the harm must be weighed against the public benefits.



- 10.4. Policy CS5 of the CS and Policy DM8 of the DMPD seek to protect and enhance heritage assets and their setting.



- 10.5. The proposal involves the recovering of the pre-existing perimeter flat roof with a grey Garland felt roof layer. The felt roof is attached to the parapet with a strip of black coloured Glass Reinforced Plastic (GRP) which will be visible on the façade of the building (see photo above).
- 10.6. The Design and Conservation Officer raises no objection to this aspect. A condition has been recommended that clusters of wires and pipes passing over the fascia shall be painted to match the fascia and parapet. However, works have already been completed and wire piping visible on the site were observed as matching the colours. As such, this condition is not necessary.
- 10.7. The additional strip of GRP on the parapet is a minor feature of the scheme which functions as a supporting mechanism to hold down the felt roof. This will have a marginal visible impact on the façade of the building.
- 10.8. Cumulatively, the change in roof materials and the additional strip of GRP on the parapet results in less than substantial harm to the Listed Building and Ewell Village Conservation by virtue of its minor change in visual appearance when measured against the original building.
- 10.9. It is therefore necessary to weigh the scheme against the public benefits of the proposal which include improving the structural soundness of the roof and wider repair and maintenance works, thus preventing future

issues such as water leaks, ensuring lower maintenance costs as part of the 25-year guarantee. The upkeep of the roof will contribute to the long term sustainability of Bourne Hall as community valued council asset within the Borough.

- 10.10. As such, the significant environmental and social impacts, and minor economic impacts of the proposal would outweigh the less than substantial harm to the Grade II Listed Asset and Ewell Village Conservation Area, and the development is acceptable in this regard.

## **11. Design and Character**

- 11.1. Paragraphs 129, 135 and 139 of the NPPF 2023 refer to the need for functional and visually attractive development that is sympathetic to local character and history. Policy CS5 of the CS requires high quality design that is attractive, relates to local distinctiveness and complements the attractive characteristics of the area. Policy DM9 of the DMPD requires a positive contribution to and compatibility with the local character and the historic and natural environment and Policy DM10 requires good design that respects, maintains or enhances the prevailing house types and sizes, density, scale, layout, height, form and massing, plot width and building separation, building lines and key features.
- 11.2. The design of the new felt roof and GRP parapet strip provides an important function in upkeeping the existing roof. The visual impacts identified will not result in detrimental harm to the visual amenity or character of the local area.

## **12. Accessibility and Equality**

- 12.1. The Council is required to have regard to its obligations under the Equality Act 2010, including protected characteristics of age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion, or belief. There would be no significant adverse impacts as a result of the development.

## **CONCLUSION**

## **13. Planning Balance**

- 13.1. The proposed re-roofing of the perimeter of the building with a new felt roof layer will result in less than substantial harm to the Grade II Listed Asset and the character and appearance of the Conservation Area. However, this harm is outweighed by the significant public benefits of the development and the application is supported.

## **RECOMMENDATION**



**To grant planning permission subject to the following conditions and informatives:**

**Conditions**

**1) Approved Plans**

Unless otherwise agreed in writing by the local planning authority, the development hereby permitted shall be carried out in accordance with the plans numbered/titled AS-2-01 and Bourne Hall - Solar PV BLOCK PLAN

Reason: For avoidance of doubt and to ensure that the development is carried out in accordance with the approved plans and to ensure a satisfactory external appearance in accordance with Policy CS5 of the Core Strategy 2007 and Policies DM8, DM9 and DM10 of the Development Management Policies Document 2015.

**2) Materials**

The materials used in the construction of the external surfaces of the extension hereby permitted shall be retained in accordance with those indicated within the application form associated with the application, unless otherwise agreed in writing by the local planning authority.

Reason: To ensure a satisfactory external appearance in accordance with Policy CS5 of the Core Strategy 2007 and Policies DM9 and DM10 of the Development Management Policies Document 2015.

**Informatives**

**1) Positive and Proactive Discussion**

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies in the Core Strategy, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service, in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably.