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Reigate & Banstead BOROUGH COUNCIL Banstead Horley Redhill Reigate		DATE:		9 th February 2022
		REPORT OF:		HEAD OF PLANNING
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AGENDA ITEM: 8a and 8b WARD		WARD:	RGT - Reigate	

APPLICATION NUMBER:		A) 21/00468/F VALID: B) 21/00469/LBC		11/03/2021 11/03/2021	
APPLICANT: Skelton De (Nottingha		evelopments	AGENT:	Quod	
LOCATION:	THE OMNIBUS BUILDING LESBOURNE ROAD REIGATE SURREY RH2 7LD				
DESCRIPTION:	External alterations comprising 9no. dormer windows at second floor level. As amended on 12/08/2021				
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SUMMARY

This is a full planning application and Listed Building Consent application for the insertion of 9 dormer windows to the second floor of The Omnibus Building. The building is located on the northern side of Lesbourne Road in Reigate and is Grade II listed, being a former Bus Garage designed by Wallis Gilbert and Partners and built in 1931. The surrounding area is characterised by predominantly residential uses with some commercial uses to the south, and open land to the north.

The proposed dormer windows would be of a flat roof design of some variation in terms of width in order to correspond with first floor windows below. The dormers would be contained within the north elevation of the building. Their purposes is stated as being required to allow for the provision of a greater degree of natural light to the office space occupying the second floor, which is currently vacant, as well as allow for improved outlook for any future occupiers of the building, in accordance with standards. It is argued by the applicants that the proposed improvements to the building would bring significant economic benefits that should be afforded significant weight, highlighting in particular the bringing back of a high quality employment space brought into use, which could be suitable for use by a local business or a new business to the borough, with space to accommodate between 30-40 full-time equivalent jobs, the increase in spending locally by employees and the contribution of this to the local economy, as well as additional business rates revenue generated.

Planning Committee 9th February 2022 Agenda Item: 8a and 8b 21/00468/F 21/00469/LBC

It is accepted that, whilst the office space is vacant it is not currently contributing to the economy of Reigate, and that there would be benefits in bringing the office space back in to use which may be assisted by the proposal. However the current situation is not an absolute impediment to the office space being usable and it has not been fully demonstrated that alternatives have been explored to let the space at a lower cost or to find less harmful solutions to improve their outlook and lighting. It is therefore considered that the benefits claimed would not outweigh the level of harm to the character of the Grade II listed building in this instance.

The Omnibus building has been significantly altered over the preceding decades, particularly to the south side of the building, not least the creation of a glazed atrium and entrance, granted in 1997, to accommodate the conversion of the building to offices. At the time of these previous applications, care was given to avoiding the insertion of dormer windows and rooflights on the northern side of the building in order to protect its powerful roof scape, and the creation of the glazed atrium was seen as a way to achieve this. It is clear however that this has been poorly designed with regard to allowing for light penetration to certain parts of the internal space. Whilst accepting that the building needs improving in this regard, it is the view that this could be achieved without needing to further harm the last remaining elevation of the original building. The north elevation has a clean, unbroken roofscape, clearly visible from the north and providing an attractive setting for the Chart Lane Conservation Area. It is officers view that a less damaging alternative would be for rooflights to be added on the hidden southern plane of the roof, out of view of the street scene or the ground level as they would be hidden by the southern office block and provide additional light. Further internal alterations to the layout of the building and increasing the size and width of the atrium would be required to provide light more generally to the building, which is an issue across all floors, as well as improving outlook.

As it is considered that there are alternative solutions to what is largely an internal issue with the building, it is not considered that the proposed alterations are acceptable due to the level of harm caused to a Grade II listed building, and the economic benefits that may arise would not be sufficient to outweigh this harm, as these benefits could be achieved by other means.

RECOMMENDATION

Planning permission is **REFUSED** for the following reason:

1. The proposed insertion of dormer windows to the roof of the north elevation of the building would result in an unacceptable level of visual harm to the character and integrity of the Grade II listed building. The benefits of the proposal are not considered to outweigh this harm and it would therefore be contrary to the National Planning Policy Framework 2021, Policy CS4 of the Reigate and Banstead Core Strategy 2014 and Policies DES1 and NHE9 of the Reigate and Banstead Development Management Plan 2019.

Consultations:

Conservation Officer: Objection raised. This is discussed in detail later in this report.

Twentieth Century Society: Objection raised, and refusal recommended. Agree with the Conservation Officers View that the insertion of windows will harm the listed building's appearance and character and will have a detrimental impact on the Chart Lane Conservation Area.

Representations:

Letters were sent to neighbouring properties on the 12th March 2021 with respect to both applications. One letter of objection was received raising the following issues:

Issue Response

Harm to the Listed Building Paragraph 6.2-6.10

1.0 Site and Character Appraisal

- 1.1 This is a grade II statutory listed building, a former Bus Garage designed by Wallis Gilbert and Partners and built in 1931 as part of the headquarters of the East Surrey Traction Company (the Company was taken over by the London Transport Passenger Board in 1933, with London General Country Service, later known as London Country Buses).
- 1.2 The building comprises a part of the former bus depot which was converted to offices and has a modern glazed façade, with external play area located to the western side of the building. There is parking to the south, east and west of the site. The building is located on the northern side of Lesbourne Road. The surrounding area is characterised by predominantly residential with some commercial and some open land to the north. There are no significant trees likely to be affected by the proposed development. The site level decreases towards the east. The site of the building abuts the Chart Lane Conservation Area to the north.

2.0 Added Value

- 2.1 Improvements secured at the pre-application stage: Formal pre-application advice was not sought from the Local Planning Authority prior to the submission of the application.
- 2.2 Improvements secured during the course of the application: Improvements were sought in order to address the concerns raised by the Conservation Officer. The dormer windows as originally proposed were amended for roof lights; however it is not felt that the amendments to replace the proposed dormer windows with rooflights would sufficiently overcome these concerns.

2.3 Further improvements could be secured: None as the application is to be recommended for refusal.

3.0 Relevant Planning and Enforcement History

The planning history for the property is extensive. The most recent applications are listed below:

97/09490/F Part demolition/ redevelopment and part refurbishment to provide new class B1 office building and restaurant (class A3) together with associated parking and landscaping – Approved with Conditions

97/09480/LBC Part demolition/ redevelopment and part refurbishment to provide new class B1 office building and restaurant (class A3) together with associated parking and landscaping – Approved with Conditions

99/01110/LBC Alterations to existing fenestration of retained part of listed building in connection of planning permission 97P/0948 and listed building consent 97P/0948 Approved with Conditions

00/02429/CU Change of use of retained part of listed building to class B1 (offices) – Approved with Conditions.

00/09620/CU Change of use of retained part of listed building to class D1 (Nursery) with formation of new vehicular egress, alterations to car parking layout to include external play area & associated external alterations (amended description) – Approved with Conditions

00/92350/LBC Alteration to the front elevation of new office building (revision to listed building consent 97P/0948) Drawing Nos. 4503 D(0)01,2,3,4,5 – Approved with Conditions

00/92360/F Alteration to the design of the front elevation of new office building (revision to planning permission 97P/0949) – Approved with Conditions

02/00230/LBC - Works associated with the alteration of the car park and entrance to the site, (03.04.2002) GRANTED

09/01970/F - Installation of hand rail to front of building, (23.02.2010) GRANTED

10/00562/F Installation of handrail to front of building - AC - Approved with Conditions

21/00468/F External alterations comprising 9no. dormer windows at second floor level. As amended on 12/08/20 – Pending Consideration.

4.0 Proposal and Design Approach

- 4.1 This is a full planning application and listed building consent application for external alterations comprising 9no. dormer windows at second floor level of the building within the north elevation. The proposed dormers would be of a flat roof design and all contained within the existing roof plane. Within the planning statement submitted in support of the application it is stated that the proposed windows are required in order to provide adequate levels of natural light and outlook to the second floor office space, which at present is not served by windows to the northern side. There would be some variation in the width and amount of glazing for the dormers, in order to match the existing window widths at first floor below. The cill and head height of all the proposed windows would be level along the length of the building. They would be metal framed windows, clad in lead with timber surrounds.
- 4.2 A design and access statement should illustrate the process that has led to the development proposal, and justify the proposal in a structured way, by demonstrating the steps taken to appraise the context of the proposed development. It expects applicants to follow a four-stage design process comprising:

Assessment; Involvement; Evaluation; and Design.

4.3 Evidence of the applicant's design approach is set out below:

Assessment

The building is Grade II listed, and falls within the Chart Lane Conservation Area, as well as being adjacent to the Reigate Town Conservation Area. There are also a number of other statutorily listed and locally listed building nearby, and a Grade II statutorily listed park and garden. As such, a comprehensive Heritage Statement and Townscape/Landscape Visual Impact Assessment ("TVIA") have been prepared. The Assessment notes that whilst the Site is linked to the renowned architects Wallis Gilbert and Partners, the historic parts of the building are not representative of their characteristic style and quality.

The Assessment notes that whilst the Site is linked to the renowned architects Wallis Gilbert and Partners, the historic parts of the building are not representative of their characteristic style and quality. Furthermore, the only remnants of the original building include the small westernmost section (now occupied by a nursery school) and parts of the rear (north) elevation. The rear elevation

	has also been altered from what was constructed originally and the roof, which is affected by these proposals was completely rebuilt in 2000. Nonetheless, the Site is considered to have low to medium archaeological interest, medium historic interest, and low to medium architectural/artistic interest. The planning statement goes on to say that the value of the Site's setting is considered to be medium, given that the building itself is Grade II listed, located in a Conservation Area (to which it makes a minimal and neutral to positive contribution), and within the settings of a number of other heritage assets. The Site makes a moderate and positive contribution to the setting of the adjacent Grade II listed former office buildings (Linden Court), and a neutral contribution to the settings of other nearby heritage assets. The Significance Statement therefore concludes that the overall heritage significance of the site is medium.
Involvement	No community consultation is identified as having taken place.
Evaluation	It is not indicated that alternative development options have been considered.
Design	The statement explains that the design of the proposals scheme has been informed by a detailed understanding of the history and heritage of the subject site and its wider setting, and the area's local distinctiveness. The proposals are considered to sensitively respect and conserve the historic environment by virtue of the design, reflecting the existing architectural style, idiom, detailing, proportions and materials of the subject site and the adjacent Grade II listed building.

4.4 Further details of the development are as follows:

Site area	0.65ha
Existing Use	Office (Class E)

5.0 Policy Context

5.1 <u>Designation</u>

Urban Area Grade II Listed Building Adjacent to Chart Lane Conservation Area

5.2 Reigate and Banstead Core Strategy

CS1(Sustainable Development)
CS4 (Valued townscapes and the historic environment)
CS10 (Sustainable Development).

5.3 Reigate & Banstead Development Management Plan 2019

Design DES1
Natural and historic environment NHE9
Transport, access and parking TAP1

5.4 Other Material Considerations

National Planning Policy Framework 2021

National Planning Practice Guidance

Supplementary Planning Guidance Surrey Design

Local Distinctiveness Design Guide A Parking Strategy for Surrey

Parking Standards for Development

Other Human Rights Act 1998

Community Infrastructure Levy

Regulations 2010

6.0 Assessment

- 6.1 The application seeks planning permission and listed building consent for external alterations comprising 9no. dormer windows at second floor level.
 - Design and impact on the character of the Grade II listed building
 - Impact on neighbouring amenity
 - Transport matters

Design and impact on the character of the Grade II listed building

6.2 Paragraph 199 of the NPPF 2021 requires local planning authorities to consider the impact of a proposed development on the significance of a designated heritage asset, and great weight should be given to the asset's 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. Paragraph 200 follows by stating that:

Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks gardens, and World Heritage Sites, should be wholly exceptional.
- 6.3 Policy NHE9 of the Councils Development Management Plan 2019 (DMP) requires development which has the potential to impact on a designated heritage asset to preserve its character and setting. The policy states with regard to Grade II listed buildings that, in considering planning applications that directly or indirectly affect designated heritage assets, the Council will give great weight to the conservation of the asset, irrespective of the level of harm. Any proposal which would result in harm to or total loss of a designated heritage asset or its setting will not be supported unless a clear and convincing justification is provided. In this regard: Substantial harm to, or loss of, Grade II assets will be treated as exceptional and substantial harm to, or loss of, Grade I and II* assets and scheduled monuments will be treated as wholly exceptional.
- 6.4 The Councils' Conservation Officer has reviewed the application and makes the following comments:

Further to our recent site visit my views are as follows, as previously noted the Bus Garage of 1931 is a barn like building with few windows and a handmade clay tile roofscape without dormers or rooflights. In converting the Garage in recent years, great efforts were made to ensure that new windows, rooflights or dormers were avoided on the north side. This building is quite different in character to the Bus Company Offices of 1932 situated on the west side of the site.

It is considered that the proposed dormers or rooflights would disrupt what is a clean and powerful unbroken roofscape. It is appreciated that at present this is a winter tree issue as the self-seeded trees in the land adjacent provide cover in the summer. As noted, in converting the Garage in recent years, great efforts were made to ensure that new windows, rooflights or dormers were avoided on the north side. A glazed building on the south side was accepted as a way of achieving this but it is apparent that this has been poorly designed in terms of the light penetration within the building on several floors. I consider as a less damaging alternative that rooflights provided on the hidden southern plane of the roof would not be visible from the street or from the ground as they would be hidden by the southern office block and provide additional light, and a reduction in the depth of the internal floor and increase in the size and width of the atrium would seem to be needed to provide light generally in the building. I am concerned that the problems were apparent on other floors and if the issue

is not resolved by a redesign on the south side there would be pressure for further windows on the north side at other levels.

The NPPF notes, inter alia, the following for designated Heritage Assets assuming the harm is less than substantial;

Considering potential impacts

- 199. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
- 200. Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.
- 202. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use

There is a need to minimise harm to the Heritage Asset, irrespective of the level of harm and any harm requires clear and convincing justification. Paragraph 199 of NPPF notes that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

There is clearly a problem with the southern glazed building which was intended to avoid alterations to the northern elevation of the listed building. My view is that its inadequacies should be addressed by remodelling the south building atrium as the deep floors as no longer fit for purpose. The listed building has already been considerably altered and it is important that its integrity is not further eroded. Whilst appreciating the problems of the modern southern building this should not be resolved by harming what is left of the northern principal elements of the listed building. I therefore consider that the proposal is harmful to the character and integrity of the listed building and strongly recommend refusal from a conservation viewpoint.

- 6.5 In support of the proposal, the applicants have argued that the scheme would bring about a number of key economic benefits that should be afforded significant weight in the consideration of this application. These benefits have been submitted in the form of a statement, which are attached separately to this report, however the key points raised are outlined in the following sections.
- 6.6 It is argued that the works would transform the quality of the space future-proofing it to enable it to attract tenants over the long-term, as at present the offices located on the second floor of the building do not have window openings and therefore very poor access to natural daylight and external views.

Occupation of the currently vacant 437 sqm GIA share of the space for use by a business would support policy objectives at the national, regional and local level which aim to help local businesses to thrive and grow. The improvements would also be expected to deliver the following local economic benefits:

- High-quality employment space brought into use, suitable for use by a local business or a new business to the borough;
- Space to accommodate estimated 30-40 full-time equivalent jobs;
- Uplift in Gross Value Added (GVA) of between approximately £3.9 million and £5.2 million per year;
- Local spending by net additional workers within the local economy of between £85,000 to £110,000 per year; and
- Additional Business Rates Revenue for Reigate and Banstead (no rates are payable while the space is vacant as the building is listed).
- 6.7 It is contended that despite the challenging market there have been a number of enquiries about the vacant second floor space over the last 12 months. However it has not been possible to let the space in its current state. All potential occupiers who have viewed the accommodation have stated that they would be interested in taking up the space should windows be installed, however the current condition of the unit is not suitable to meet their needs for high quality space with good access to natural daylight and external views. It is argued that all of these potential occupiers would have represented an inward investment into Reigate if the space was suitable, as they are not currently represented in the town. The poor quality of the existing space has to date led to the loss of those investments to locations elsewhere outside of Reigate. It is further argued that, as a consequence of the pandemic, many people have expressed a desire to work from home at the very least on a part time basis, therefore there is a need to provide high quality office spaces to encourage employees back to offices.
- As stated earlier in this report and referenced by the Conservation Officer. 6.8 when considering the potential impact of development on the significance of a designated heritage asset, the NPPF requires any harm to, or loss of, the significance of a designated heritage asset to require clear and convincing justification. Whilst the economic arguments in support of the proposal have been afforded appropriate weight, in this instance it is not the view that this would outweigh the harm to the building. Paragraph 199 of the NPPF is clear that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. The north elevation of the building, with its' powerful, unbroken roofscape, represents the last remaining element of the original building, which has been significantly altered, particularly to the south in the form of a glazed atrium and modern entrance. Therefore the insertion of windows along the length of this elevation would result in the complete loss of significance of this building. This would be contrary to the requirement of the NPPF, which is clear that there is

a need to minimise harm to the Heritage Asset, irrespective of the level of harm. Linden Court immediately to the west has a number of dormer windows within its roof space, however this building is of a quite different character, being more typically residential in appearance, whereas the Omnibus Building was designed to resemble a barn like structure, which by its nature would be devoid of domestic clutter to the roof such as dormer windows or roof lights.

- 6.9 It is clear that the glazed section to the south has been poorly designed with regard to allowing for light penetration to certain parts of the internal space. Whilst accepting that building needs improving in this regard, it is the view that this could be achieved without needing to further harm the last remaining elevation of the original building. It is officers view that rooflights should be added on the hidden southern plane of the roof, out of view of the street scene or the ground level as they would be hidden by the southern office block and provide additional light through the building. Further internal alterations to the layout of the office space within, in addition to increasing the size and width of the atrium would be required to provide light more generally to the building, which is observed as being an issue across all floors (ground, first and second), as well as improving outlook. This could reasonably be achieved as the existing deep office spaces are not fit for the purposes of modern office working.
- 6.10 As it is considered that there are alternative solutions to what is largely an internal issue with the building, it is not considered that the proposed alterations are acceptable due to the level of harm caused to a Grade II listed building, and the economic benefits that may arise would not be sufficient to outweigh this harm, as these benefits could be achieved by other means. The applicant has submitted amended plans during the course of the application to substitute proposed dormer windows for rooflights; however this does not address the in principle objection to the addition of windows to the north elevation of the building. Therefore the proposal would be contrary to the NPPF 2021, Policy CS4 of the Reigate and Banstead Core Strategy 2014 and Policies DES1 and NHE9 of the Reigate and Banstead Development Management Plan 2019.

Impact on neighbouring amenity

6.11 The nearest residential property would be Linden Court to the east of the Omnibus building which, whilst now residential in use, once formed the offices for the former bus garage. This building features flat roof dormer windows around the roof of the building. Most of these would not be impacted by the proposed dormers due to the relationship between the two buildings, with the rear elevation of Linden Court angled away facing a north-easterly direction. This would render views between windows difficult and would give rise to minimal overlooking/ loss of privacy. It is noted that the roof plane of Linden Court features two windows in the southern elevation that face the Omnibus building; however there are no windows proposed to face this elevation. In view of this the proposal would not give rise to significant harm to neighbouring amenity and would comply with Development Management Plan Policy DES1 in this regard.

Highway Matters

Planning Committee 9th February 2022

Agenda Item: 8a and 8b 21/00468/F 21/00469/LBC

6.12 Given that the application relates only to the insertion of windows to an existing office space there would be no highway implications to take in to account, therefore the application would be acceptable in this regard.

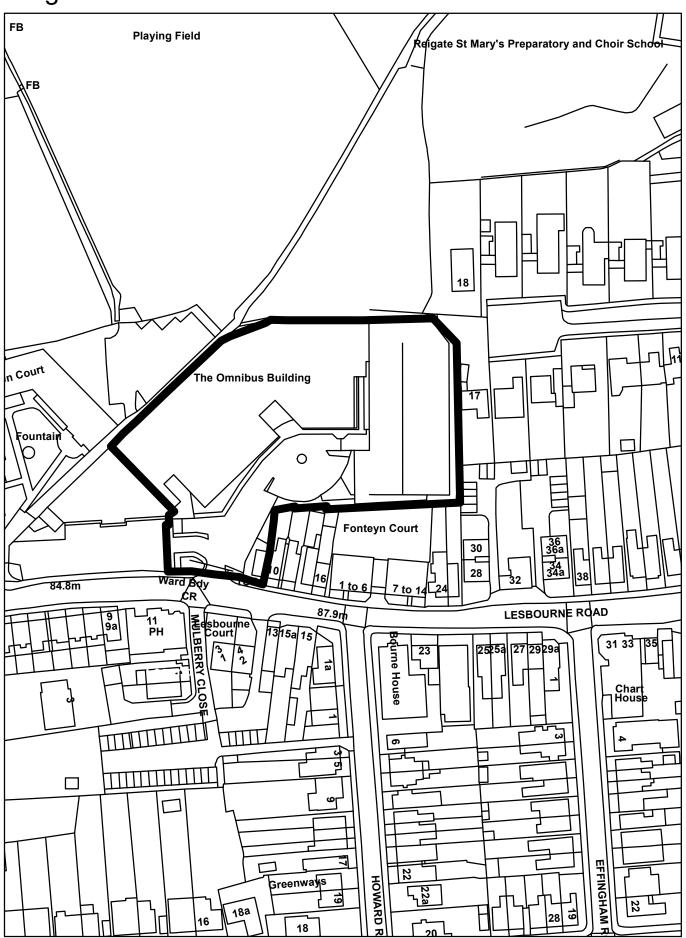
Reason for refusal

1. The proposed insertion of dormer windows to the roof of the north elevation of the building would result in an unacceptable level of visual harm to the character and integrity of the Grade II listed building. The benefits of the proposal are not considered to outweigh this harm and it would therefore be contrary to the National Planning Policy Framework 2021, Policy CS4 of the Reigate and Banstead Core Strategy 2014 and Policies DES1 and NHE9 of the Reigate and Banstead Development Management Plan 2019.

Proactive and Positive Statements

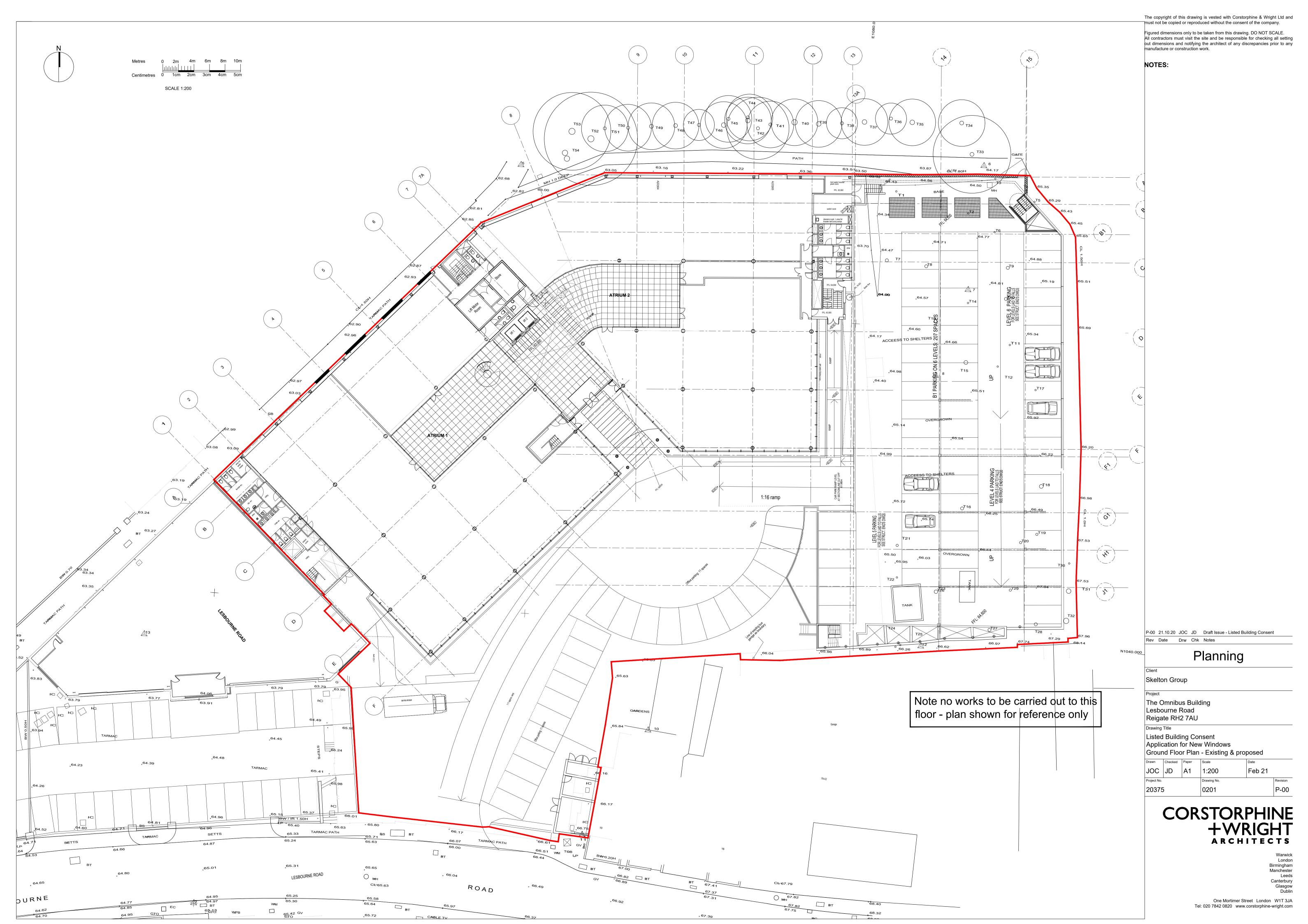
The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received and subsequently determining to grant planning permission in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

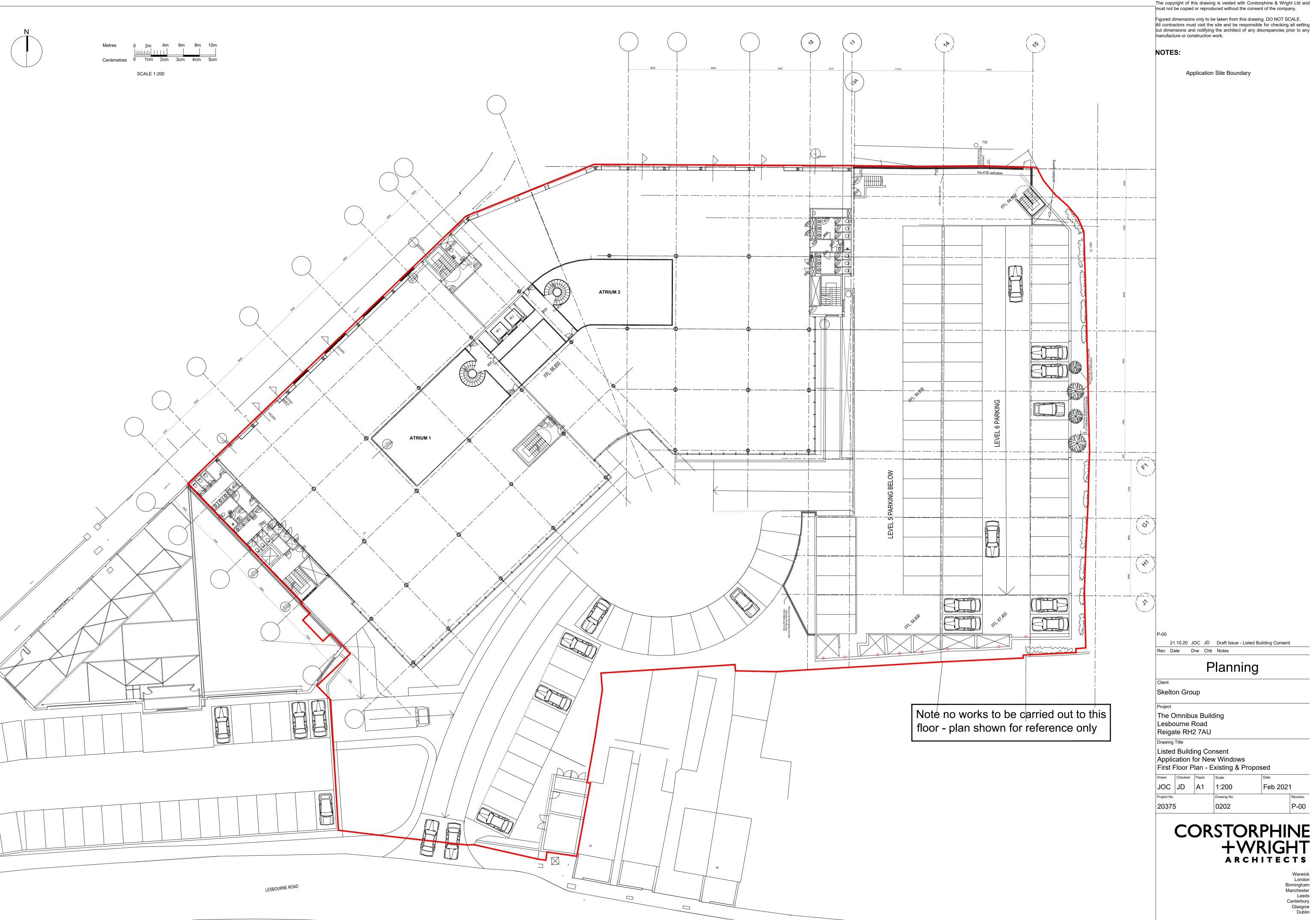
21/00468/F - The Omnibus Building, Lesbourne Road, Reigate



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Rev Date Drw Chk Notes

Planning

Skelton Group

Project

The Omnibus Building Lesbourne Road Reigate RH2 7AU

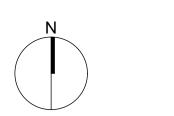
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Listed Building Consent Application for New Windows Second Floor Plan - Existing

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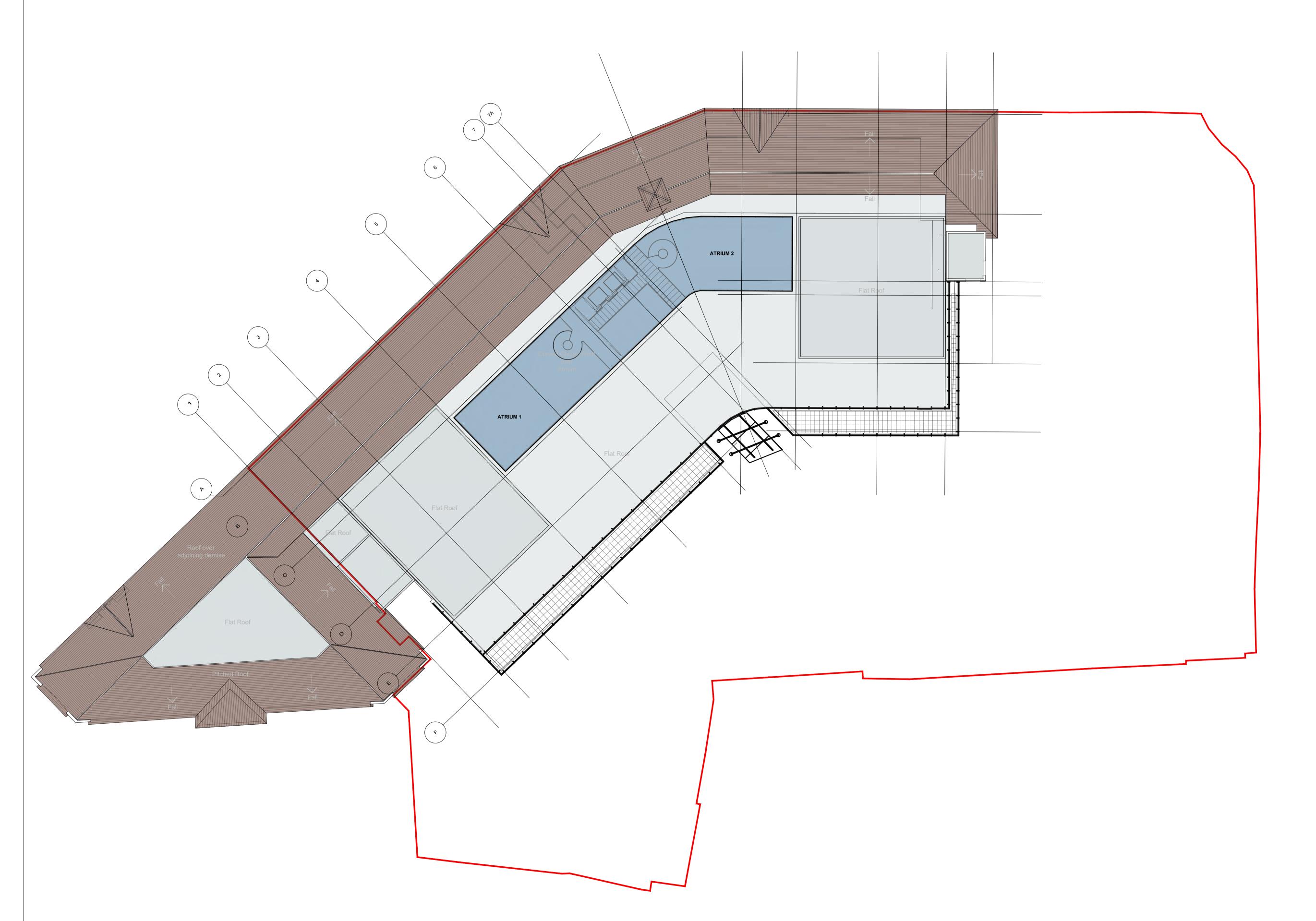
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The Omnibus Building Lesbourne Road Reigate RH2 7AU

Drawing Title

Listed Building Consent Application for New Windows Roof Plan - Existing

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Keyplan to elevations

Section A-A - Existing

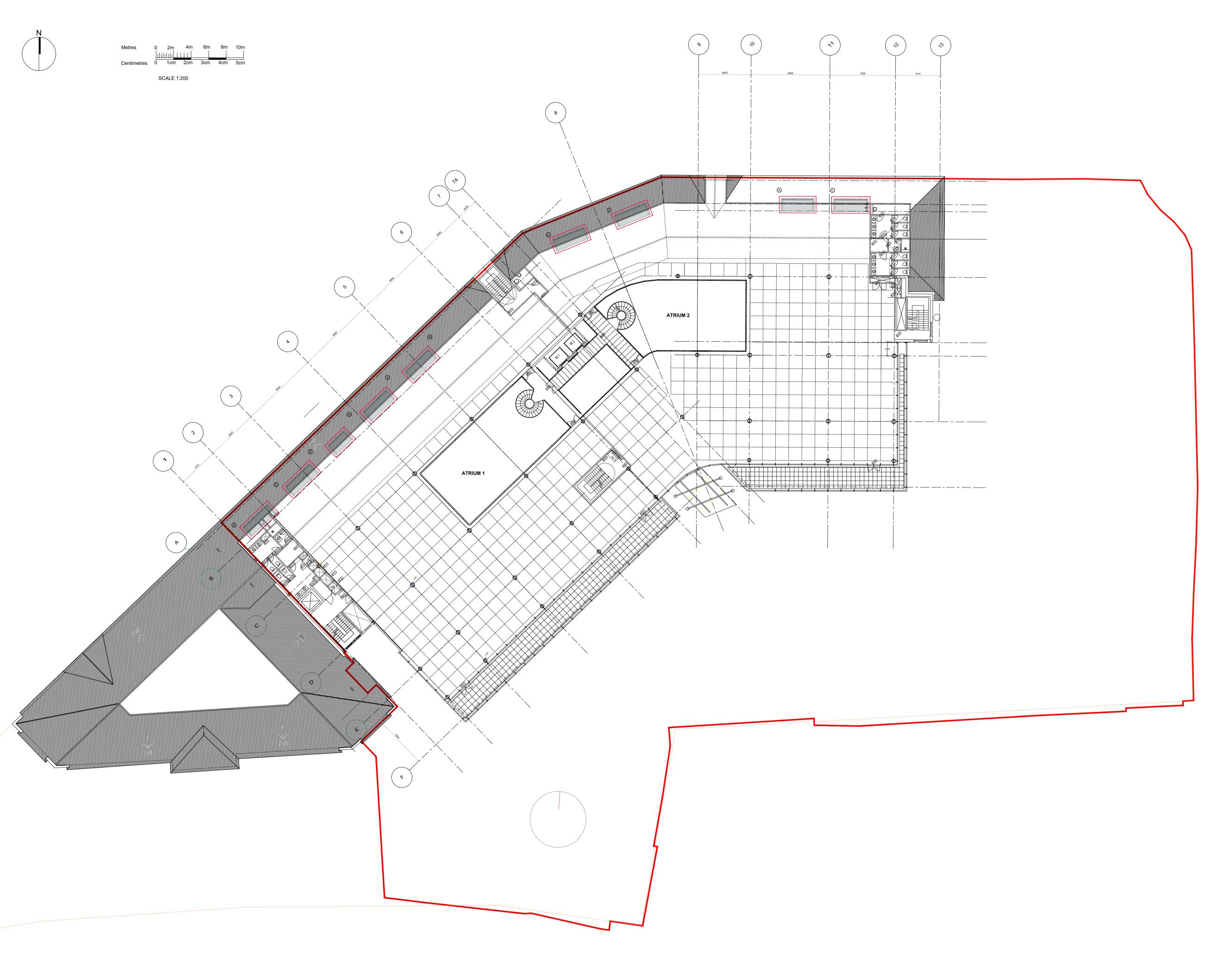
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Elevations - Existing					
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Skelton Group

The Omnibus Building

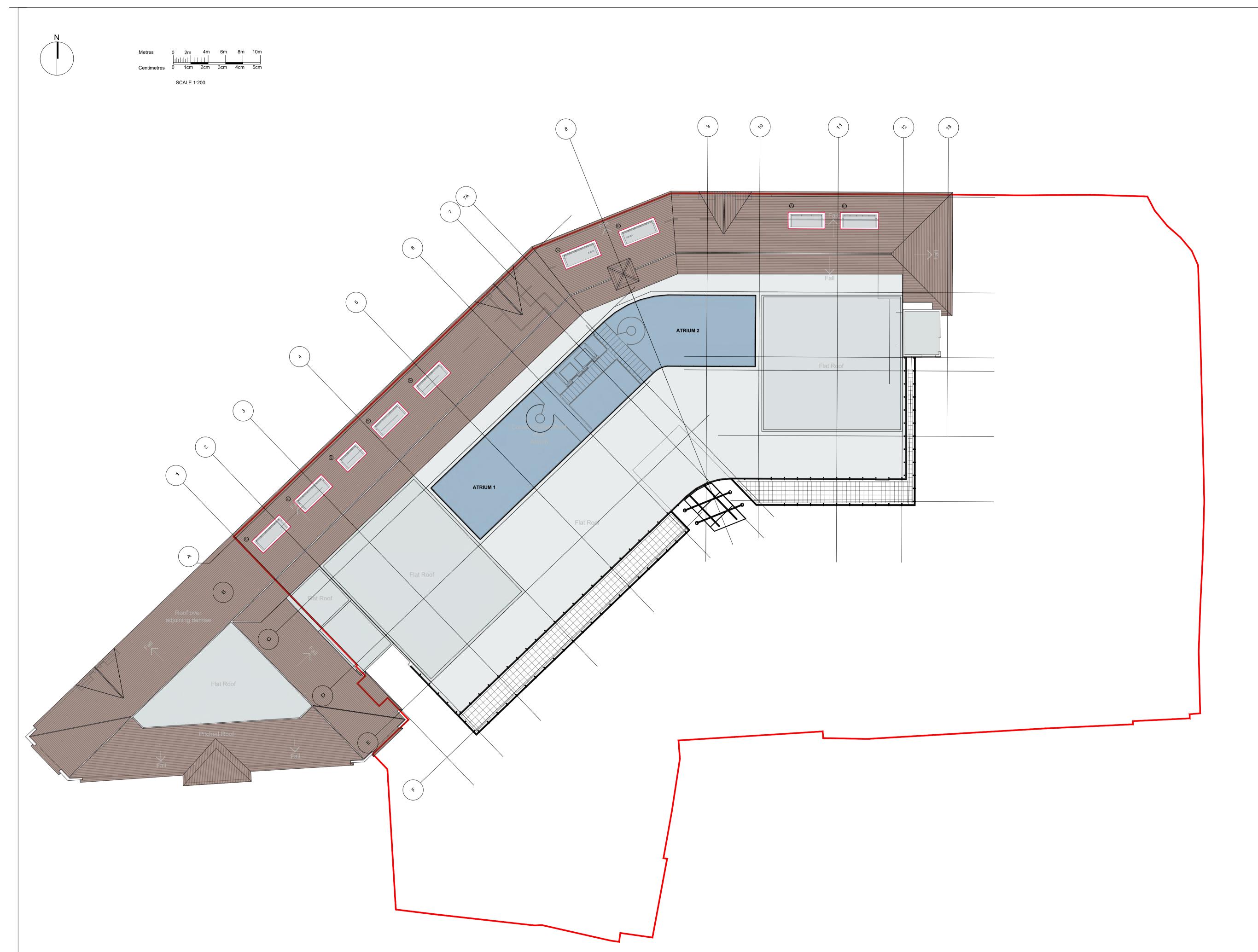
Lesbourne Road Reigate RH2 7AU Drawing Title

Listed Building Consent Application for New Windows Second Floor - Proposed

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Project

The Omnibus Building

Lesbourne Road
Reigate RH2 7AU

Drawing Title

Listed Building Consent
Application for New Windows
Roof Plan - Proposed

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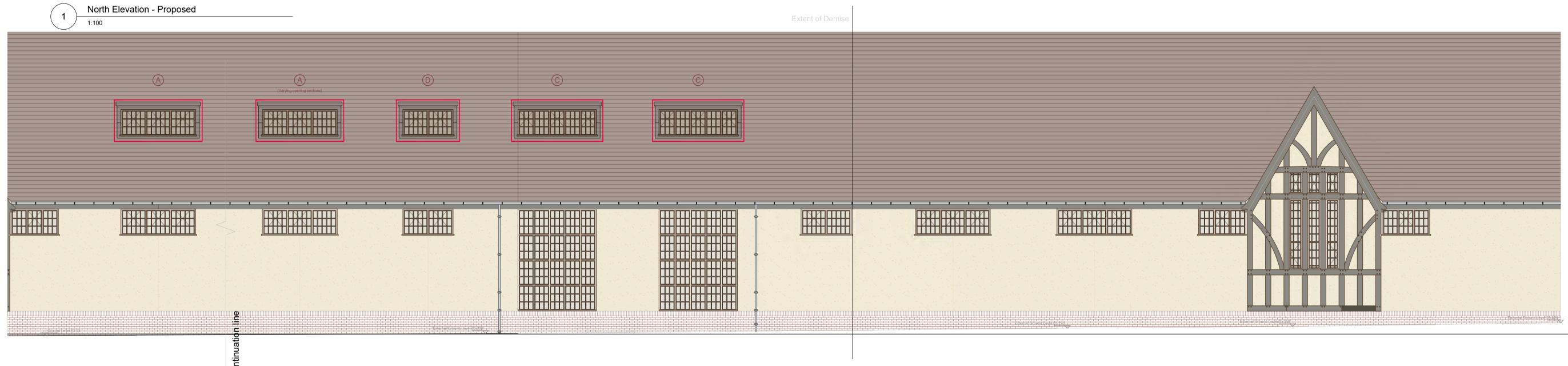
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Location of new windows outlined in red. Height TBC from existing roof structure conditions

Note level of existing AC system

Sensored Place 70.60

First Place 68.8

Casing Level

First Place 68.8

North-west Elevation - Proposed

Section A-A - Proposed

Keyplan to elevations

P-00 21.10.20 JOC JD Draft Issue - Listed Building Consent

Rev Date Drw Chk Notes

Planning

Skelton Group

Project

The Omnibus Building

Lesbourne Road Reigate RH2 7AU

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Listed Building Consent
Application for New Windows
Elevations - Proposed

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