

**02 & 03 Reference Number: 20/00455/FUL & 20/00456/LBC**

**Description of application:** Demolition of flat roof extensions, outbuildings and rear boundary wall; proposed conversion to form 9 dwellings and community hall to include extension on north side elevation; pair of semi-detached dwellings on land to the rear (revised description)

**Site Address:** Old Town Hall, Grafton Street, Sandown, Isle of Wight, PO36 8JJ

**Applicant:** Isle of Wight Council

**These applications are recommended for:** Conditional Permission/Consent

**REASON FOR COMMITTEE CONSIDERATION**

These applications relate to land owned by Isle of Wight Council. In line with the Council's Constitution, the applications have been referred for committee consideration.

**MAIN CONSIDERATIONS**

- Principle & housing need
- Loss of community use
- Impact on the significance and setting of the Town Hall, which is a grade II listed building
- Impact on the character of the surrounding area
- Impact on neighbouring properties
- Living conditions of future occupiers
- Impact on ecology and biodiversity, including protected species
- Highways considerations
- Affordable housing
- Solent Special Protection Area

**1 Location and Site Characteristics**

1.1 The application relates to the site of the former Sandown Town Hall located between Grafton Street and Grafton Lane, Sandown, within a predominantly residential area of the town. The site is within The Bay Key Regeneration Area and its defined settlement boundary, but outside of the town centre and Sandown Conservation Area, which are approximately 70-80m (2-minute walk) from the site.

1.2 The area surrounding the town hall is generally characterised by Victorian and early 20<sup>th</sup> century housing laid out in perimeter blocks separated by residential streets. There is also later infill development. Typically, the area has a tight-knit and hard urban appearance, with some relief to this provided by soft landscaping within front and rear gardens.

- 1.3 Unlike the domestic housing surrounding it, the two storeys (with basement) town hall building (which dates from 1869) has an impressive scaling and appearance, being in the Neo-Classical style with rendered front and red brick side and rear elevations under a slate roof. The building is grade II listed and the list description refers to elements of the striking Neo-Classical front elevation with its triangular pediments (gables), parapet and cornice detailing, fluted columns and pilasters and sash windows, with smaller curved and triangular pediments over the principal front doors and windows. The oculus (circular opening), Prince of Wales feathers, "Town Hall" and "1869" motto within the front pediments (gables), and tented canopy and cast iron supports over the main front entrance are also specifically referenced in the list description. The town hall building has a higher elevation central hall and lower northern wing, with the red brick side and rear elevations being plainer and less elaborate than the front, although window proportions and detailing within the brick side elevations do continue the larger scale and Neo-Classical theme.
- 1.4 Given the civic nature of the building it has been altered and extended over its life to accommodate various functions/uses. To the south of the original building is an extension of two storeys that originally comprised the fire station. To the north, a two storey Edwardian cottage was added and later extended to the rear. Behind the cottage is a two storey and single storey red brick building that is likely to have been the original stables and later adapted to house the town mortuary. Extending rearwards of this to the eastern stone boundary wall with Grafton Lane is a green painted timber shed building, previously used as a tool shed/scout hut. There are also a number of subordinate lean-to elements at the rear and to the side of the main higher elevation hall building, with the rear elevation having been substantially re-built following storm damage in 1987.
- 1.5 The building frontage to Grafton Street is open and hard surfaced currently providing space for car parking. There is an existing passageway that runs to the south side of the building and under the first floor to the old fire station which links Grafton Street and Grafton Lane and is part of the adopted highway network. The site perimeter is generally enclosed by boundary walls, but there is a gated access to the rear, with the south side of the building open to the southern passageway. Topography falls from west to east, with the main hall building appearing three storeys at the rear onto Grafton Lane.

## **2 Details of Applications**

- 2.1 These applications seek planning permission and listed building consent for demolition of various later additions to the building, the timber shed (scout hut) and red brick (stables/mortuary) outbuilding, alterations to the retained building to convert it to a mixed residential and community hall use, including a northern extension to the main hall to provide a replacement rear fire escape, removal of the rear stone boundary wall and red brick gate piers, and construction of a pair of semi-detached houses at the rear.
- 2.2 In relation to the later additions to be removed, these would comprise of the later flat roof extensions to the rear of the former fire station southern wing and cottage, the flat roof extension to the rear of the original northern wing and

existing fire escape extension to the north of the main hall. The submitted plans indicate that where these later elements to the rear of the fire station and cottage would be removed, the end walls would be rebuilt in matching brick and new rear facing windows installed. The existing double door opening between the hall and the side fire escape would also be blocked up.

2.3 The submitted plans show that the proposed alterations to the remainder of the building to be retained would include:

- a number of internal and external openings to be blocked up, some of which would provide separation between the various component parts of the building (cottage, northern wing, central hall, and fire station southern wing);
- a new north side extension in matching brickwork to provide a replacement fire escape at the rear of the hall;
- reconfiguration of the interior layout of the cottage, fire station and rear part of the basement (lower ground floor) under the hall, to include removal and installation of partitions, new suspended plasterboard ceiling to sound insulate between basement and the hall, as well as removal of the existing stairs and installation of new stairs in these areas;
- new/enlarged door and window openings within the side walls of the main hall at lower ground floor (basement) level;
- enlargement of existing light well to the north side of the main hall;
- infill of the existing fire station front garage door opening with new windows to match those above;
- roof replacement/refurbishment.

In relation to the main hall, this would be repaired/refurbished as part of the development, and the current stage is shown to be removed. As mentioned above, existing door openings at the rear of the hall would be blocked up and an existing small set of stairs to the raised stage door would also be removed.

2.4 Demolition of the existing rear outbuildings and boundary wall would allow space for the proposed two storey semi-detached houses which would be positioned generally in line with the front wall of 5 Grafton Lane to the north and the rear wall of the existing building to the south. These dwellings would have a combined T-shaped footprint, 11m wide by 8.8m deep and would have an eaves height of almost 6m and roof ridge height of 8.4m. In terms of exterior materials, these are proposed to be render for walls and slate for the roof to reflect the appearance of the adjacent housing on Grafton Lane.

2.5 The proposal would retain the main (229 sqm) hall for community use and rooms at the front of this would provide space for a small office and toilets to support this use. Proposed conversion of the fire station, cottage, northern wing, and lower ground floor, as well as the proposed semi-detached houses would provide 11 dwellings, comprising:

6x 1-bed flats  
4x 2-bed houses  
1x 4-bed maisonette

2.6 A plan has been submitted indicating how the site would be divided to provide amenity/garden areas and areas of defensible space, although precise details of boundary treatments have not been provided. The site frontage off Grafton Street would continue to be used for car parking to serve the proposed residential units and retained community hall.

### **3 Relevant History**

3.1 P/01402/06 & P/01403/06: Internal and external alterations; replacement of flat roof with pitched roof on rear of north wing; replacement handrails to existing ramp: planning permission & listed building consent granted 21/07/06.

3.2 P/00802/05 & P/00803/05: Alterations & change of use of old fire station's appliance bay to form an educational workshop facility: planning permission & listed building consent granted 01/07/05 & 23/08/05.

3.3 TCPL/17609/B – P/00447/95: Change of use of part of building from local government offices to storage, office and learning centre including classroom: granted 25/09/95.

3.4 TCP/17609/A: Change of use from tool shed to from new scout hut off Grafton Lane, rear of Town Hall: granted 24/07/95.

3.5 TCP/17609: Change of use of Town Hall and Fire Station for youth and community purposes: granted 24/09/81.

### **4 Development Plan Policy**

#### National Planning Policy

4.1 The National Planning Policy Framework (NPPF) advises that the purpose of the planning system is to contribute to the achievement of sustainable development. The NPPF confirms that in the context of sustainable development the planning system has three overarching and mutually interdependent economic, social and environmental objectives.

4.2 The NPPF states that there is a presumption in favour of sustainable development and at paragraph 11 it explains that for decision-taking this means:

- Approving development proposals that accord with an up-to-date development plan without delay; or
- Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
  - ii. any adverse impacts of doing so would significantly and demonstrably

outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

4.3 In order to provide the social, recreational and cultural facilities and services the community needs, the NPPF (paragraph 92) states that planning policies and decisions should:

- a) plan positively for the provision and use of community facilities to enhance the sustainability of communities and residential environments;
- b) take account and support local strategies to improve health, social and cultural wellbeing;
- c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
- d) ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and
- e) ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

4.4 At paragraph 127, the NPPF states that planning decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive with good architecture, efficient site layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change;
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

4.5 When considering potential impacts on the significance of designated heritage assets, the NPPF states that great weight should be given to the asset's conservation. It adds that substantial harm to or loss of a grade II listed building should be exceptional but less than substantial harm should be weighed against the public benefits of the proposal, including securing its optimum viable use (see section 16 – Conserving and enhancing the historic environment).

## Local Planning Policy

- 4.6 The Island Plan Core Strategy (CS) defines the application site as being within The Bay Key Regeneration Area and its defined settlement boundary. The following policies are relevant to this application:

SP1 Spatial Strategy  
SP2 Housing  
SP5 Environment  
SP7 Travel

DM2 Design Quality for New Development  
DM3 Balanced Mix of Housing  
DM4 Locally Affordable Housing  
DM7 Social and Community Infrastructure  
DM11 Historic and Built Environment  
DM12 Landscape, Seascape, Biodiversity and Geodiversity  
DM14 Flood Risk  
DM17 Sustainable Travel  
DM21 Utility Infrastructure Requirements

## Supplementary Planning Documents

- 4.7 The Guidelines for Parking Provision as Part of New Developments Supplementary Planning Document (SPD) was adopted by the Isle of Wight Council at its Executive meeting on Thursday 12 January 2017 and came into force on 23 January 2017. The document sets out the expected parking provision for motor vehicles and the minimum number of cycle parking spaces required for all use-classes as part of new development, as well as the infrastructure requirements for electric vehicles.
- 4.8 The Guidelines for Recycling and Refuse Storage in New Developments Supplementary Planning Document (SPD) was adopted by the Isle of Wight Council at its Executive meeting on 12 January 2017 and came into force on 23 January 2017. The document seeks to ensure that new developments include suitable provision for the storage of recycling and waste containers and ease of access to collection points as well as adequate access for refuse collection vehicles.
- 4.9 The Affordable Housing Contributions Supplementary Planning Document (SPD) was adopted by the Isle of Wight Council at its Executive meeting on 15 September 2015 and came into force on 24 September 2015 with a revised Affordable Housing SPD setting out the LPA's updated proposed approach towards the collection of financial contributions for affordable housing through the planning process adopted in March 2017.

Other relevant guidance

4.10 Solent Recreation Mitigation Strategy (Bird Aware Solent)

This strategy aims to prevent bird disturbance within the Solent Special Protection Area (SPA) from recreational activities through a series of management measures, implementation and monitoring of the effectiveness of these measures funded by developer contributions from new residential development within a 5.6km buffer zone of the SPA.

4.11 Advice on Achieving Nutrient Neutrality for New Development in the Solent Region, version 5 (June 2020)

This document sets out Natural England's approach to assessing and mitigating the impacts of new developments on designated sites in relation to nutrients. The document advises that new development should achieve nutrient neutrality to ensure that it does not add to existing nutrient burdens and provides certainty that the whole of the scheme is deliverable in line with the requirements of the Conservation of Habitats and Species Regulations 2017 (as amended).

Wastewater from the development would not discharge to the Solent Catchment and so would not adversely impact designated sites within the Solent.

## 5 **Consultee and Third-Party Comments**

### Internal Consultees

5.1 Archaeological Officer has advised that although the submitted Statement of Heritage Significance does not clearly set out the heritage significance of the listed building or the impacts of the scheme on that significance, there is sufficient information to understand the impact of the proposed development on this historic building. No objections have been raised but conditions have been recommended to ensure a staged programme of historic building investigation and recording and to facilitate monitoring of this work.

5.2 Ecology Officer has no objections but has advised that bat mitigation measures should be secured by condition to ensure legal and policy compliance and that the on-site maternity bat colony would not be adversely impacted.

5.3 Environmental Health Officer has advised that the only concern is with the provision of residential units alongside/below the community hall. A condition has been recommended to ensure a noise survey report is carried out and submitted prior to works taking place to confirm there would be no adverse impact from noise as a result of those community activities and to include (if necessary) recommendations for sound insulation improvement works to prevent public nuisance arising from the community hall use.

5.4 Island Roads, commenting on behalf of the Local Highway Authority, has advised that the application can be supported provided the northernmost parking bay and two southernmost parking bays are removed from the proposed layout as these

bays would not be compliant in terms of visibility. It is recommended a revised parking layout for 8 on-site parking spaces be agreed by planning condition. This reduced level of on-site parking provision is not considered to have a negative impact on the surrounding highway network.

### External Consultees

5.5 Ancient Monuments Society has objected, raising the following concerns:

- Submitted information not detailed enough to understand the significance and nature of the historic fabric affected;
- Almost no information provided about the building fabric in the offices, the treatment of the doors to be sealed, how fire separation measures would affect existing decorative features etc;
- Objects to the proposed infill of the fire station doors, which it considers is an important feature that should be retained or reinterpreted;
- Detailed historic building report/statement of significance should be commissioned by the applicant to clearly determine what alterations would be appropriate and ensure they would sustain and enhance this heritage asset;
- Introduction of residential uses on four sides of the former town hall will result in noise conflicts between the two uses, which planning practice guidance strongly advises against, and an acoustic survey is required to demonstrate how acoustic separation can be achieved and how this would affect the existing historic building fabric.

5.6 Hampshire Constabulary's Designing Out Crime Officer has raised no objections but has made the following comments:

- Ground floor dwellings must be set within defensible space (a garden) enclosed with a robust boundary treatment, 1m to the front and 1.8m to the rear of the dwelling, to prevent public access to windows and walls;
- Each dwelling should be allocated one of the parking spaces within the development;
- Appropriate level of sound proofing must be provided to ensure hall activities would not cause a nuisance to those within the residential units;
- Lighting should be provided within the car park and along the access route to the southern side of the building.

5.7 Historic England has advised that it does not need to be consulted on the submitted planning application. In relation to the application for listed building consent it has advised that on this occasion it does not wish to offer any comments and that the views of the Council's specialist conservation adviser(s) should be sought.

5.8 Southern Water has raised no objections but has provided advice in terms of:

- protection of the existing public combined sewer during development;
- that alternative options for disposal of surface water will need to be

- considered;
- the basements and on-site drainage should be designed to provide protection from risk of flooding;
- a formal application to Southern Water to connect to the public foul sewer will be required.

It has also been confirmed that wastewater from the development would discharge via Sandown Wastewater Treatment works to the English Channel, not the Solent.

- 5.9 The Victorian Society has requested more information be provided by the applicant so that the level of harm to both the interior and exterior of the building can be adequately assessed. It has advised that there is almost no discussion of what remains internally or how existing fabric would be affected, and discussion of the significance of the outbuildings to be demolished is limited.

#### Parish/Town Council Comments

- 5.10 Sandown Town Council is supportive of sensitive redevelopment of the site, ensuring it would be in keeping with the local area, enhance the neighbourhood, recognise and respect the heritage of the site, would protect aspects of that heritage, and would provide community benefit and value.

#### Third Party Representations

- 5.11 Comments have been received from 3 local residents who support the proposal for the following reasons:
- Old Town Hall has struggled to fulfil its role as a “community asset” and the viability of its continued use as such is questioned;
  - Building located in middle of residential back street surrounded by housing;
  - Building has been underused even when in reasonable condition and unlikely to successfully function as a “community asset”;
  - Pleased front façade is to be retained but unconvinced building behind has much value to prevent a future use providing much needed housing in a residential area;
  - Further delay in deciding the future of the building would only result in further deterioration to what is of historical and architectural interest;
  - Proposal would smarten up the area, build on regeneration of the town, make use of a major asset, and generate revenue for the Council.

However, concerns have been raised regarding parking and proposed use of the hall and potential impacts of this on residents.

- 5.12 An objection has been received from the adjacent Council Ward Member for Sandown North who has raised the following concerns:
- Written Scheme of Investigation should be undertaken before significant change of use of listed building considered;

- Council should properly assess heritage value and how civic use can be maintained for this important civic building which is listed as an Asset of Community Value;
- Many public and charitable organisations who could make use of the building viable given the right circumstances;
- Current proposal would result in loss of any meaningful future heritage and civic use;
- Insufficient weight has been given to the historical significance of the building;
- Effect on the surrounding area - Sandown's heritage and its principal buildings have been allowed to deteriorate without any significant investment and the applications should be put on hold until to explore possible funding that may not have been previously available;
- Benefits would not provide justification for the alterations proposed to the building.

5.13 Objections have been received from 11 local residents, the content of which can be summarised as follows:

- Proposal would be misuse of the building and would not safeguard the heritage value of the listed building;
- Proposal would not maximise conservation of the heritage value of the building to attract investment to support new uses;
- Proposal would harm the significance of listed building and result in a great loss of its community asset value;
- Town Hall built for the people of Sandown, part of the town's identity, and it should remain in public use;
- Not part of a coordinated plan to improve housing provision in Sandown;
- Small number of flats proposed would not meet housing need and would be built to the lowest tender;
- Poor design and layout of residential development – too cramped/dense, inadequate light and amenity space, including for waste and cycle storage.
- Inappropriate mix of residential/commercial uses - residential units and capacity of hall would limit its use;
- No provision of catering facilities for hall;
- Application form implies there would be no one to open/close or look after the hall;
- Sandown lacking facilities and building could be used for alternative uses conducive to its civic role;
- Town Hall should be part of the regeneration of Sandown, which lacks evening entertainment;
- Another organisation could apply for grants to restore the building;
- Interest has previously been shown to continue using the building for community use;
- Building allowed to fall into disrepair;
- National planning policy in respect of the historic environment not correctly applied;
- Proposal fails to address issues with sustainability, carbon reduction and tackling climate change, particularly in terms of reuse of the building and

materials;

- Building listed as an Asset of Community Value to protect its public use;
- Inadequate Written Scheme of Investigation and Heritage Statement, these should be revised, and the final report published before applications decided;
- Programme of building analysis and recording should be required by condition and completed and reported on before development is allowed to proceed;
- Lack of parking;
- Noise nuisance from hall use;
- Plans/applications should be put on hold to allow time for alternative options and possible grant funding for a viable community use to be explored.
- No public consultation/referendum on the future of the building;
- Queries regarding future ownership and ongoing maintenance of the building;
- No condition survey of the building undertaken.

5.14 The Isle of Wight Society objects on the grounds of incomplete preservation of historic sections of the existing buildings required to support the complete history of this important community building. It considers:

- The Written Scheme of Investigation (WSI) submitted does not state that any significant historic work/features discovered during the works would be preserved, future tenants/owners of the building should be required to preserve such work/features following initial restoration of the hall;
- Exterior should be preserved so that the historic fire station use and era of the horse and cart can be verified;
- Rear stone wall should be preserved, and layout/design of proposed housing revised to facilitate this;
- A condition should be used to ensure results of WSI report would be incorporated into the work carried out.

## **6 Evaluation**

### Principle & housing need

6.1 The application site is located within The Bay Key Regeneration Area and its settlement boundary. Therefore, the development would be compliant with the spatial and housing delivery aims of policies SP1 and SP2 of the CS, which seek to focus development, including new housing, within or immediately adjacent to existing settlements of the Island's Key Regeneration Areas, Smaller Regeneration Areas and Rural Service Centres.

6.2 Policy DM3 of the CS also requires development proposals to provide an appropriate mix of housing to contribute to identified housing needs for the local area. The Council's Housing Needs Assessment (2018) identifies the following housing size mix for market housing within The Bay:

1-bedroom 4%  
2-bedrooms 36%  
3-bedrooms 46%  
4+ bedrooms 14%

The proposed development would provide the following housing mix:

1-bedroom x6 (54%)  
2-bedrooms x4 (36%)  
4-bedrooms x1 (9%)

Whilst the proposal would provide a higher proportion of smaller 1-bed units and a lower proportion of larger units, the proposed development would contribute to the provision of 1, 2 and 4-bed housing on the Island and within The Bay.

- 6.3 The Council cannot currently demonstrate a five-year housing land supply and the latest Housing Delivery Test (published 19 January 2021) shows that only 54% of the housing need (when using the Government's Standard Method calculation) has been delivered on the Isle of Wight over the three-year period to 31 March 2020. The proposal would therefore positively contribute to addressing this current housing delivery shortfall.
- 6.4 Therefore, the proposal would comply with development plan policies in terms of the location of development (both for new housing and community facilities) and it would contribute towards meeting identified housing needs on the Island and within The Bay, as well as help address the current housing delivery shortfall across the Island. The proposal can therefore be supported, in principle, in accordance with the spatial and housing delivery aims of policies SP1 and SP2 of the CS and the housing delivery aims of the NPPF.

#### Loss of existing community use

- 6.5 The proposal would result in only the existing hall, front rooms and a small amount of exterior space being retained for community use. The remainder of the building and exterior space would be occupied by the proposed housing and associated amenity/garden space. Although the frontage would be retained for car parking, again most of this space would be used for private parking to serve the proposed housing, with one parking space being retained for the community hall use. As a result, the proposed mixed residential/community use of the building would result in a considerable reduction in the amount of space available within the building/site available for community/public use.
- 6.6 Policy DM7 of the CS explains that the Council will support development proposals that improve cultural, educational, leisure and community facilities and will only permit the loss of existing social and community infrastructure facilities when it can be demonstrated that:
- a. the facility is no longer needed for its original purpose, or viable for any other community use; or
  - b. if appropriate, an alternative facility will be provided in a location with at

least an equal level of accessibility for the community it is intended to serve.

- 6.7 In terms of (a) – original purpose, the building is listed as an Asset of Community Value and has historically been used by the community for a wide variety of purposes, including local council offices, fire station, social, cultural and entertainment venue, mortuary, youth and community centre and scout hut. These uses have now ceased and most have relocated or have been re-provided at other sites in Sandown or on the Island, including Sandown Fire Station in East Yar Road and the new Broadway Centre, which provides town council offices and a community centre/hall. The building was last used to provide youth services, but this use came to an end in 2017. The applicant has advised that there are regulatory compliance issues (i.e. fire safety/risk assessment) which make renting out the building to community groups, including to providers of youth services, difficult. Furthermore, the applicant has advised that since 2008/9 the Council has had to review and change the way it provides youth services on the Island and following review many of the buildings on the Island from which youth services had been provided were deemed unsuitable and surplus to requirements, including Sandown Town Hall. The new Broadway Centre built in 2018, does provide a new community facility and this provides rooms and a hall for hire which could be used by community groups. Therefore, Officers consider that it can be concluded that the building/site is no longer required for its original purpose.
- 6.8 In terms of (a) - whether the building/site would be viable for any other community use, the applicant has advised that the Council instructed for the property to be marked in 2017 but subsequently the building was listed as an Asset of Community Value and the interim moratorium period (within which community groups can express an interest in bidding for the property) had lapsed without any such expressions of interest being received. Following this the Council decided to change its approach and bring the site forward itself for a mixed-use redevelopment. A comment has been made that a community interest company, Shademakers UK, had expressed interest in using the building, but it is understood from the applicant that this interest was not received until 2019 and that ultimately this has not resulted in any formal offer to buy or rent the building. Although the building has not been actively marketed in recent years, from the information provided by the applicant and having regard to the comments received in response to these current applications, it would seem that little interest has been received/expressed from community groups to buy or rent the building from the Council. Whilst the current proposal would see parts of the building/site lost to community use, it does propose to repair and refurbish the existing hall and to retain this for continued community use. The information provided by the applicant is that the Council would look to retain ownership of the hall and to offer it to a tenant on a long-term lease. Therefore, the proposed development does provide an opportunity to reinvigorate the principal hall space and to retain part of this building/site for the benefit of the community.
- 6.9 Turning to part (b), it is considered that there are already existing, more modern, facilities within Sandown that re-provide space for uses previously accommodated within the Old Town Hall building, including the new Broadway Centre, and that the proposal seeks to retain the principal hall for social, educational and

community use.

- 6.10 A number of concerns have been raised that the proposed residential units would compromise or conflict with the proposal to retain the hall for community use and that loss of most of the currently available space across the site frontage for parking would also prejudice its continued use for such purposes. The Council's Environment Health Officer has commented that a noise survey would be required to demonstrate that the community use of the hall would not result in noise nuisance to future occupiers of the proposed dwellings and both Environmental Health and the Council's Conservation Officer have advised that further details of any necessary adaptation of the building to provide adequate soundproofing to ensure this will be required. Officers have recommended a pre-commencement, Grampian-style, planning condition to ensure development would not proceed until the required acoustic survey and soundproofing details have been provided and approved by the Local Planning Authority. This would ensure that no works proceed until it has been demonstrated that the building can be adapted to provide adequate sound separation between the community hall and dwellings.
- 6.11 Conditions have also been recommended to limit the hall to a community use and the times when the hall could be used to avoid use during the core sleep hours of between 11pm and 7am. The recommended condition provides for more restricted start and closing times for Saturdays, Sundays and public and bank holidays. Restricting the use to a community use would allow for sufficient flexibility, whilst meaning that any material change to a use falling outside of the community use classes specified in the condition would require further planning permission. This would enable the Local Planning Authority to control any proposed uses which may have a greater impact on surrounding residential uses.
- 6.12 Car parking is considered in more detail in the highways section of the report, but given the accessible and sustainable location of the site and proximity to the town centre and public transport services, it is considered that reduction in on-site parking to one space for the community hall would be unlikely to prevent or unduly prejudice its use by the community.
- 6.13 Having regard to the above, it is considered that the building is no longer required for its original purpose, that many if not all of its original and later uses are now accommodated elsewhere in Sandown, The Bay or on the Island, and that the proposal would provide for a refurbished community hall that would enable the principal hall within the building to continue in a community use for the benefit of the local and wider community. Furthermore, conditions (recommended) can be used to control the use of the hall and the provision of adequate soundproofing to ensure the proposed mix of community and residential uses would be complementary and not result in conflict or nuisance for future users/residents. Therefore, the proposal is considered to comply with the aims of policy DM7 of the CS and the NPPF, which seek to guard against unnecessary loss of existing community facilities and to ensure any loss would not prejudice the ability of the community to meet its needs.

### Impact on the significance and setting of the grade II listed Town Hall

- 6.14 The application has been discussed with both the Council's Archaeological Officer and Conservation Projects Officer and where relevant their advice has been incorporated into this section of the report, which considers the impact on the significance and setting of the listed building.
- 6.15 Policy DM2 of the CS explains that the Council will support proposals for high quality and inclusive design to protect, conserve and enhance our existing environment whilst allowing change to take place and where a heritage asset and/or its setting would be preserved or enhanced. Policy DM11 of the CS adds that proposals will be expected to:
1. Deliver economic led regeneration.
  2. Relate to the conservation, enhancement, rescue/refurbishment, repair and reuse of heritage assets and historic places.
  3. Relate to the conservation, enhancement and enjoyment of the Island's heritage assets and public realm.
  4. Consider and balance the relationship between the quality of place, economic, social and environmental characteristics.
  5. Be informed by sufficient evidence to reveal impacts upon the significance of heritage assets and their settings.

Reflecting the NPPF, policy DM11 also states that demolition or substantial harm to designated heritage assets and their settings will only be permitted in exceptional circumstances. In terms of less than substantial harm to heritage assets and their settings, the NPPF states that this should be balanced against the public benefits of the proposal, including securing its optimum viable use.

- 6.16 As well as the above policy requirements, sections 16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 place a duty on the Local Planning Authority to 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 when considering whether to grant listed building consent and planning permission. The NPPF states that for planning decision making, great weight should be afforded to the conservation of a heritage asset (and the more important the asset the greater that weight should be) and that any harm to, or loss of significance, should require clear and convincing justification.

#### *Impact on significance and setting*

- 6.17 The NPPF defines 'significance' in the context of heritage policy as

The value of a heritage asset to this and future generations because of its heritage interest. This interest may be archaeological, architectural, artistic or historic.

In the case of Sandown Town Hall, its significance is derived from its architectural and historic interest in terms of the appearance/architectural style of the building and its use/role within the community. The Neo-Classical style is impressive in

decoration and scale externally and within the main hall. Internally the other rooms are less remarkable with the exception of the staircase which is also impressive. Most effort has been spent on the building façade, although the side elevations of the hall have moulded surrounds/architraves with pediments which surround the tall, slender timber sliding sash windows. Originally a purpose-built Victorian civic building to support the growth of Sandown as a seaside town during that period, the building has been adapted and altered since original construction, but the constant factor has been its role within the community. The building has been used for a variety of purposes, including:

- Literary Institute
- Base for Sandown Choral and Operatic Society and Home Guard during WWII
- Accommodated an air raid warning siren (now removed)
- Concerts, balls and social events
- Youth club and scout hall
- Carnival workshops
- Local council offices
- Original base for the Isle of Wight Fire Brigade
- Town mortuary

The presence of the Fire Brigade is an important part of its history having affected the appearance of the building and the role this had within the community.

6.18 The original appearance of the building/site has been affected by the addition of the fire station and the Edwardian caretakers cottage, and the subsequent additions above the fire station but care has been taken to ensure these changes did not harm the overall composition of the building. Less care was taken with other additions namely the flat roofed extension to the caretaker's cottage and the fire escape corridor to the north side of the main hall, which harm the appearance of the building, although are on more discrete elevations. However, the south elevation has been poorly treated by the addition of the flat roofed extension, concrete block infill and projecting canopy, all of which are clearly visible.

6.19 The mixed use proposed requires minimal intervention to the principal building with very few changes to the plan form. To comply with Building Regulations further alterations would be required to prevent the passage of sound, spread of flame and provide means of escape but the areas affected have little ornament likely to be affected by incorporating changes typically associated with over boarding floors, walls and ceilings and such changes can be controlled by conditions to prevent or minimise harm. The staircases within the caretaker's cottage and the old fire station are proposed for removal and whilst these features are normally retained within listed buildings in this case both are later and in later parts of the building and so their removal would not result in the loss of historic fabric and so is not a concern. There is some uncertainty regarding the presence of artistic works from Henry Tooth. This is an opportunity to better reveal the significance of the building through an investigation to the main hall and former reading room adjacent the hall where his decoration/paintings are mooted to be. Whilst it would be interesting to confirm its presence, it would not represent a reason to prevent the development proposed, given that this matter can be

adequately dealt with by a pre-commencement condition (to require further investigation and (if revealed) how these features would be treated). Similarly, the presence of the gallery can be investigated prior to commencement to confirm its presence or otherwise and this would help with the understanding of the building, but again its presence wouldn't represent a reason not to support the current scheme. This is based upon the current configuration of the hall (without gallery) and how reasonable it would be to require this part of the building to be incorporated into the hall and the subsequent impact of this upon the residential conversion and ultimately viability.

- 6.20 With regard to the alterations to the old fire station doors within the front elevation, it is understood and accepted that the change would remove the visual linkage to the former use of this part of the building. However, the current arrangement is a later twentieth century alteration that fails to contribute positively to the character of the building. It is in stark contrast to the original single storey structure which was impressive, and which would have been worthy of retention. This combined with the change of use to residential would make the retention of the doors, or some other form illustrating the large opening, impractical. The proposed scheme is considered to be honest, reflecting the new use proposed and ultimately would result in an improvement to the building appearance. Furthermore, this part of the building can be recorded prior to the proposed alterations taking place to ensure the former use of this part of the building and its appearance and evolution can be understood by future generations.
- 6.21 The buildings within the rear courtyard (to be demolished) comprise the remnants of the original north to south aligned block including the altered red brick building and the later post WWII attached green painted timber building. The additional information provided by the applicant is limited with regard to defining their significance but in this case, there is sufficient information to understand the impact of the proposal on the significance of the listed building. There is no doubt about the presence of a stable and later mortuary, supporting the fire station and civic use of the principal building. There is historic interest in the use of the red brick building and its role supporting the main building and community, but the architectural interest is very limited by the simple form, artificial slate roof, concrete ridges and concrete lintel first floor and poor quality fenestration. This combined with the alterations, including the breeze block linkage and the addition of the large timber building has severely compromised the original appearance of the outbuildings and harmed the setting of the principal listed building.
- 6.22 The stone wall fronting Grafton Lane has historic and architectural interest and whilst simple in form it defines the boundary and is a visible reminder of how this part of the site was used. It is unfortunate that its condition is poor (cement pointing and patchwork of repairs) and its appearance compromised, having been altered on the south side by the addition of yellow brick coursing with piers that appear to have been built off the wall to provide support to the later timber building.
- 6.23 The loss of the wall and masonry outbuilding would be harmful, but the harm would be less than substantial. Nevertheless, the NPPF is clear it is necessary to weigh this harm against the public benefits of the proposal including securing its

optimum viable use. This means finding a viable use that requires the least amount of harmful intervention. The works within the main hall/principal building are sympathetic in terms of requiring minimal intervention to the plan form and the external elevations to secure the uses proposed. The demolition of the wall and masonry outbuilding would result in the loss of historic fabric that relates directly to the use of the principle building, but the building was not solely in use by the fire brigade or as a municipal mortuary. They are important contributors to the special interest of the principle listed building (the main town hall) but its significance does not solely relate to these features or uses. It is instead a combination of the impressive scale and architecture of the principal building with its decoration and adornment on the façade and in the hall and its constant presence and role within the community accommodating social, civic and political events throughout its history.

- 6.24 The proposed new housing necessitates the removal of the outbuildings to create a viable scheme. The removal of the green timber building and associated blockwork and replacement with well-designed proportioned and sited housing would represent an improvement to the setting of the listed building. Furthermore, the appearance and alignment of the proposed new dwellings reflect the small-scale cottages in Grafton Lane and this would result in an improvement to the streetscene. With regard to the loss of the boundary wall, Grafton Lane has examples of low boundary treatments with residential buildings set behind and this trait can be reflected in the development with a new low wall provided as part of the landscaping of the development. The current configuration of the wall with the curved returns and gateway would not allow its retention with the new dwellings and taking into account it has been altered by the timber building and the extent of cement pointing and mortar repairs, it would be very difficult to simply reduce its height as existing and infill the gateway with the removed stone. However, it would be possible to completely remove and construct a small stone boundary wall reusing the materials salvaged from the original wall. This suggestion still has to be assessed on the basis of its complete loss as its appearance and use would change but it would recreate a boundary along the lane as well as provide a small defensible area for the dwellings. Ultimately its removal would not present a sufficient justification not to support the proposal which would secure the reuse of the principal listed building. A new boundary wall to the front of the proposed semi-detached houses can be secured by condition.
- 6.25 The impact from the change of use resulting in parts of the building not being accessible to the public does have an impact upon the significance of the building which was created and until recent years had retained a role within the community. However, the retention of the principal hall and associated rooms provides an opportunity for community use and it is also acknowledged this space is likely to be adequate and no more than is necessary for a community use to be managed in a sustainable manner. It is difficult to know how successful the proposed use of the hall would be but retaining the smaller rooms at the front presents a reasonable opportunity to secure a sustainable public use.
- 6.26 Taking into consideration the above, it is concluded that the proposal would result in harm to the significance of the listed building, but that harm would be less than substantial. The NPPF therefore requires that this harm be weighed against the

public benefits of the proposal and that great weight is afforded the conservation of the heritage asset.

*Public benefits*

- 6.27 The proposal offers social benefits in terms of the provision of housing to contribute toward meeting current housing needs and to address the current housing shortfall on the Island, as well investment into the repair and refurbishment of the listed building and its adaption to mix residential and community use, with the latter enabling the principal hall and front rooms to be continued in a community use for the benefit of the local and wider community. Given the current condition of the building and that it has remained vacant since 2017, the current proposal does provide an opportunity to rejuvenate the building and to secure a viable longer-term use for the building/site. There would also be environmental public benefits with the improvement of the appearance and setting of the principal listed building, particularly by way of the removal of later less sensitive additions, as well as through retention of the impressive open plan of the hall, which would remain in community/public use. Economically, there would also be short-term benefits for employment during the proposed works, as well as longer-term benefits which may arise from the rejuvenated hall and the ability for this to be let for a variety of social/community uses/enterprises.
- 6.28 Concerns have been raised by members of the public and the Council's Conservation Projects Officer in terms of ownership and future maintenance of the building and whether the retained community use of the building would generate adequate funds to cover future building maintenance. It is understood from the applicant that the Council intends to retain ownership of the building but that the hall would potentially be offered on a long-term lease. The current proposal does provide an opportunity to repair and refurbish the building and planning conditions can be used to secure this. In terms of longer-term management and maintenance of the listed building, this would be the responsibility of the building/landowner(s) and current legislation does provide the Local Planning Authority with the ability to take action should the preservation of the building be threatened through lack of ongoing maintenance.
- 6.29 A condition has been recommended to ensure that the conversion/refurbishment works to the listed building would be completed prior to the occupation of the housing within it and removal of the outbuildings to ensure the benefits of the proposed development in terms of the restoration and conversion of the listed building would be delivered before the identified harm from the loss of the outbuildings and wall would ensue to facilitate the proposed houses at the rear.

*Historic building investigation and recording*

- 6.30 Whilst the ability to record the building, its features, as well as the outbuildings and rear stone boundary wall would not justify harm to the building/loss of significance, a staged approach to further investigation and building recording has been recommended by the Council's Archaeological Officer and Conservation Projects Officer. This would enable further building investigation and documentary research to be undertaken, particularly in respect to the possible presence of a

gallery/balcony and Victorian interior décor by Henry Tooth, as well as the recording of those elements to be lost as a result of the works and any other unknown features of interest which may be discovered during the works. In response to concerns raised that features may be discovered and only recorded, a condition has been recommended that the applicant/developer maintain a watching brief during the works so that should any unknown features of interest be discovered, their significance would be assessed and measures agreed with the Local Planning Authority to ensure those features would be recorded and preserved proportionate to their significance, before works continued in that part of the building/site. The results of further building investigation and recording would be publicly archived so that a record of the building would be preserved for posterity and to aid further understanding of the buildings heritage and significance.

#### *Summary and conclusion – heritage impacts*

- 6.31 In summary the proposal would result in less than substantial harm but there would be public benefits delivered including securing the long-term future of the principal listed building, removal of unsympathetic later alterations, repairs and retention of historic fabric, retention of the hall as a single space for community use, enhanced building setting, increased understanding from pre-commencement investigation and subsequent recording and also economic benefits in terms of short-term employment during the works and long-term continued use and letting of the hall. It is considered these benefits combined do outweigh the less than substantial harm that would result from the proposed development. For these reasons, and subject to the application of the recommended conditions set out at the end of the report, it is concluded that the proposal would comply with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, paragraphs 193 and 196 of the National Planning Policy Framework and reflects the requirements of sections 16 & 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

#### Impact on the character of the surrounding area

- 6.32 The proposed removal of the timber and masonry outbuildings, flat roof extensions and lean-to addition, and repair/restoration of the remaining building, including the addition of the new side extension to form a rear fire escape from the hall, would positively enhance the appearance of the listed building and its curtilage and immediate setting. Conditions can be imposed to ensure this.
- 6.33 Removal of the rear stone boundary wall would result in some loss of local distinctiveness, but as discussed above, the appearance and condition of this wall has been compromised and its removal would facilitate the proposed pair of houses, which would enliven this part of Grafton Lane and positively contribute to and enhance the immediate street scene. The layout, size, scale and appearance of the proposed houses would be reflective of adjacent housing in Grafton Lane and would complement this existing housing and the predominantly residential character of the area.

- 6.34 There would be a need to rationalise and subdivide the external space, particularly within the rear yard and to the front of the proposed rear houses and dwellings that would face onto the public passageway, to provide private amenity areas and defensible space and whilst currently details of precise boundary treatments have not been submitted, details of the landscaping of the site (including boundary treatments) can be controlled by planning condition to ensure the setting of the building and appearance of the site and surrounding area would be enhanced. Whilst the frontage to Grafton Street would remain open and dominated by car parking, this would have a neutral impact (given its current use and appearance) but renewal of this space to provide parking for future residents as well as the retained community hall would provide some opportunity for enhancement here. There would also be a requirement for external waste storage, but again details of such facilities can be controlled by planning condition to ensure these would be adequate, sympathetically designed and discreetly located to ensure the appearance of the site and building setting would be preserved and enhanced.
- 6.35 Having regard to the above, it is considered that provided conditions are imposed to control the exterior alterations (including materials), landscaping (including boundary treatments) and the provision of waste storage facilities, the proposal would complement and enhance the character and appearance of the surrounding area in accordance with the aims of policy DM2 of the CS and the NPPF.

#### Impact on neighbouring properties

- 6.36 Repair and refurbishment of the building and reduction in the amount of the building/site which would be available for community use would be likely to enhance neighbouring residential amenity, with the proposed residential use of the building/site more in keeping and compatible with surrounding residences. Removal of the rear extensions and outbuildings would also enhance the visual amenity and outlook of neighbouring properties, including those of adjacent properties 7 and 11 Grafton Street and 5 Grafton Lane, the gardens of the latter two neighbouring properties are currently directly impacted and enclosed by the flat roof extension at the rear of the cottage and by the two storey (mortuary) outbuilding.
- 6.37 5 Grafton Lane is an end-of-terrace two storey dwellinghouse that has an existing entrance door, ground floor living room window and upper floor bedroom window within its south side elevation facing toward and over the northern site boundary. Currently the shared boundary is defined by a 2m boundary wall, as well as part of the flank wall of the mortuary outbuilding. This neighbouring property has a small courtyard yard garden to the rear (west). In response to concerns raised with respect to the impacts of the proposed rear housing on this neighbouring property, the plans for these houses have now been revised with the plan form and height of these proposed dwellings reduced to increase space between these houses and the south side of this property. The proposed dwellings would be between 2.6m and 4.8m away from the south wall of No.5, with the rear 3m section of the rear walls set in to afford the additional 2.4m space where the side living room and bedroom window are located. The roof ridge over the double

gabled walls at the rear of the proposed dwellings has also been reduced to 7.3m to maintain outlook from these windows and reduce the impact of the proposed housing in terms of any increased sense of enclosure for occupiers of this neighbouring property. Given the position, southern orientation and primary nature of the side windows of No. 5, and the proximity and scale of the proposed housing to these, it is considered that there would be an impact on this neighbouring property in terms of reduced light and outlook. However, given the south side of No. 5 is already enclosed by the existing boundary wall, that the upper floor window is not the main bedroom, that this neighbouring dwelling is primarily orientated east-west, and that removal of the red brick outbuilding at the rear would reduce the feeling of enclosure and increase outlook at the rear of this neighbouring property, on balance, it is considered that the development would not have a harmful impact on the amenities of occupiers of No. 5.

- 6.38 Given the compact urban environment and existing level of overlooking and mutual inter-visibility between neighbouring residential properties and the existing building and outbuildings, it is considered that the proposed development, including the proposed housing at the rear would not adversely impact the privacy of neighbouring residents, including occupiers of 11 Grafton Street and 5 Grafton Lane to the north. A planning condition can be used to prevent future installation of upper floor windows within the side walls of the rear houses to ensure this.
- 6.39 Given the scale and position of the proposed two storey houses at the rear of the site, it is considered that these would have no greater impact on existing housing to the east fronting Fitzroy Street, than the current housing in Grafton Lane either side of the application site. These neighbouring properties primarily front Fitzroy Street with their gardens and parking areas backing onto Grafton Lane. The gardens/parking areas of properties directly east of the site where the houses are proposed are currently open and given the compact urban environment and that there would be a separation distance of about 17m-19m to the rear of these neighbouring terrace houses, it is considered there would be no harmful overlooking/loss of privacy or loss of light and outlook for properties in Fitzroy Street.
- 6.40 Considering the above, the proposal would protect and enhance the amenities of neighbouring residential properties in accordance with the aims of policy DM2 of the CS and the NPPF.

#### Living conditions of future occupiers

- 6.41 Concerns have been raised that the proposal would result in poorly designed housing that would be cramped and overcrowded with poor light/outlook, little amenity space, and adjacent a community hall that may result in noise nuisance for future occupiers of the proposed housing.
- 6.42 The proposed layout and design of the residential accommodation is constrained by the existing building layout and fabric and parameters of the site, but it is considered that all of the proposed dwellings would benefit from adequate light and outlook, including the basement flats. Whilst the basement area is a darker and more confined space, the submitted plans do make provision for increased

window openings to these flats as well as an enlarged lightwell in the rear yard within which some of the enlarged window openings would be provided. Furthermore, it is proposed to control the final landscaping of the site, including boundary treatments, to ensure that adequate amenity and defensible space would be provided for the dwellings. Whilst for most of the proposed residential units, the size of the amenity space would be small/modest, given most of these units would be 1 or 2-bed, the compact and tight knit urban environment, proximity to the town centre, esplanade and beach and public transport, and having regard to the requirements to protect, conserve and enhance the setting of the listed building, it is considered that, on balance, the level of outdoor amenity space for the proposed housing would not result in a poor living environment for future occupiers, who would be able to decide for themselves whether the accommodate would meet their needs.

6.43 In terms of noise nuisance, as discussed above, conditions have been recommended to ensure adequate soundproofing of the building and that it is demonstrated that the mixed community/residential use of the building would not be likely to result in noise nuisance for future occupiers before any works begin. In addition, conditions limiting the use and hours of use of the community hall would also help to protect and minimise disturbance to future occupiers.

6.44 Given the above and that future occupiers would be well aware of the use of the hall before deciding whether to occupy the building, it is considered that the proposed development can be adequately controlled by conditions to ensure an acceptable living environment and level of amenity for future residents of the building/site and that there would not be conflict between the proposed housing and use of the community hall in accordance with the aims of policy DM2 of the CS and the NPPF.

#### Impact on ecology and biodiversity, including protected species

6.45 The existing building is a confirmed maternity (Common Pipistrelle) bat roost and the submitted Bat Emergence Survey report explains that the development/works would directly impact on this roost and if unmitigated, works to the building would cause disturbance and/or harm to this protected species. Because of this, a European Protected Species Licence would be required from Natural England before any works could be carried out.

6.46 Natural England's standing advice is that before granting planning permission the Council must be satisfied that a licence is likely to be granted, having regard to the following 3 statutory 'tests':

1. That the activity is required for reasons of preserving public health or public safety or other imperative reasons of overriding public interest including those of social or economic nature and beneficial consequences of primary importance to the environment;
2. That there is no satisfactory alternative to the activity proposed (that would result in less impact);
3. That the activity will not be detrimental to the favourable conservation status of the local (Common Pipistrelle) bat population.

The proposed development/works are required in the public interest and as discussed above there are public social, economic and environmental benefits, which include the preservation and enhancement of this nationally listed building and its setting, securing its longer term viable use, including retention of the principal hall for community use, and in terms of the provision of housing to meet identified needs and to address the current housing shortfall across the Island.

- 6.47 It is also considered that with respect to possible alternatives, the proposed development would involve the minimum amount of works to the building, particularly its roof and roofspace, necessary to deliver the proposed housing and community use and that through planning conditions and EPS licence the works could be sufficiently controlled to mitigate and/or compensate for any potential adverse impacts to this protected species.
- 6.48 The submitted Bat Emergence Survey report sets out a series of mitigation and enhancement measures which would be required to form part of a mitigation strategy to accompany any licence application, as well as to ensure compliance with current planning policy. These measures would include:
- Timing of the works;
  - Retention of access points for bats;
  - Supervision of the works (particularly to the roof/roofspace) by a suitably qualified/licenced ecologist;
  - Artificial lighting strategy;
  - Installation of bat tubes/boxes and bird boxes (to provide a biodiversity net gain).

The report concludes that mitigation and/or compensatory measures are largely dependent on the specific proposal and would be detailed within the licence application, likely to include timing of works and retention/protection of the existing bat roost, and that provided a licence is granted and any agreed mitigation/enhancement measures adhered to, the proposed development/works would not necessarily have a negative impact on local bat populations within the area. Timing of works would also be important to avoid potential impacts to nesting birds, which are also legally protected.

- 6.49 The Ecology Officer has advised that the submitted report adequately assesses ecological impacts and mitigation measures for the proposals, but to ensure legal and policy compliance the mitigation measures set out in the report should be complied with in full and secured by planning condition.
- 6.50 Having regard to the above, it is considered that the potential for impacts to protected bat species and nesting birds has been adequately assessed and that given the public social, economic and environmental benefits of the proposal, impacts could be suitably controlled, limited and mitigated and biodiversity enhancements secured by planning condition(s) and a EPS licence from Natural England in accordance with the aims of policies DM2 and DM12 of the CS, which require proposals to have regard to existing wildlife constraints and to conserve, enhance and promote biodiversity.

### Highway considerations

- 6.51 The proposal would see the existing open hard surfaced frontage to Grafton Street laid out to provide 11 nose-in parking spaces whilst maintaining access to the front and around the sides of the building. 10 of these spaces would serve the proposed residential units (allocated one space per unit), with only unit 4 (1-bed flat) not being allocated an on-site parking space. The 11<sup>th</sup> parking space would be allocated to the community hall use to ensure some parking would remain at the site to support this use.
- 6.52 The Council's Parking Guidelines SPD requires a total of 12 on-site spaces to be provided for the proposed residential units. Therefore, the proposal would fall below this required level of provision. In terms of the proposed community hall use, this use is not specified within the SPD and therefore given this and that the on-site residential parking would fall below that set out in the SPD, a Parking Provision Assessment (PPA) has been submitted in support of the application.
- 6.53 The submitted PPA includes the results of a survey of on-street spaces and public car parks within 200m of the site. This survey was carried out between 04 October and 08 October 2019 (Friday to Tuesday) and included counts of available spaces at 7am and 7pm, including a lunchtime count on Sunday 6th. The results of this survey demonstrate that whilst on-street capacity is limited, there would be capacity within the St Johns Road short stay car park and Station Avenue long stay car park to accommodate parking demand generated from the development over and above that which could be accommodated on the site. The PPA also explains that the site is within walking distance of Sandown Town Centre, Sandown Station and existing bus stops and so is well served by public transport options and within a highly accessible and sustainable location, where the need to travel by car is reduced.
- 6.54 Taking account of the submitted PPA, it is considered that the level of on-site parking would be appropriate, and that the development would not adversely impact the surrounding highway network in terms of increased demand for parking.
- 6.55 Island Roads' Highway Engineer has commented that the proposed parking bays would meet current size standards and that works would be required within the public highway to extend existing dropped kerbs to facilitate access to those spaces. However, in terms of these off-site highway works, which would require the approval of Highway Authority, and traffic generation Island Roads has not raised any highway safety or capacity concerns.
- 6.56 The Highway Engineer has raised concerns with the level of visibility that would be available to those exiting the northernmost and two southernmost parking spaces, with visibility limited by existing boundary treatments. Whilst these concerns are acknowledged and appreciated, currently the whole site frontage is open and hard surfaced and can (and is) used indiscriminately for parking. Furthermore, it is noted that neighbouring vehicle accesses either side of the site also have reduced visibility limited by the same boundary treatments. Given the existing situation and having regard to the lightly trafficked and low speed

environment of Grafton Street, it is considered that the proposed parking and access arrangement is unlikely to result in any unacceptable highway safety impacts.

- 6.57 Given the above, it is considered that the proposal would not negatively impact the safe use and capacity of the highway network and through submission of the PPA has complied with the Council's Parking Guidelines SPD in accordance with the aims of policies SP7 and DM17 of the CS and the NPPF.

#### Affordable Housing

- 6.58 The proposal would fall below the 15-dwelling (net increase) threshold set by policy DM4 of the CS that would trigger the policy requirement for on-site affordable housing provision. However, policy DM4 does require financial contributions towards off-site affordable housing provision where the net increase in housing would be 1-14 dwellings within the Key Regeneration Area. In this case, the applicant has demonstrated through submission of a development viability assessment that development costs are likely to exceed the gross development value and therefore the development is unlikely to be financially viable. Therefore, in this case it is considered that it would not be reasonable to insist in an affordable housing contribution from the development. Although precise development costs and specifications of work are not known at this stage, Officers consider that the primary benefits of this development proposal are associated with the rejuvenation of the site and listed building, as well as enabling continued community use of the hall. Therefore, in this case, it is considered that the absence of an affordable housing contribution would not justify withholding planning permission in light of these other social, economic and environmental benefits.

#### Solent Special Protection Area

- 6.59 The Town Hall site is located within the Solent SPA buffer zone where new residential development is required to mitigate for potential adverse impacts on the Solent SPA as a result of increased recreational disturbance. An appropriate assessment has been undertaken in accordance with Section 63 of the Conservation of Habitats and Species Regulations 2017 (the Habitats Regulations) which concludes that provided this financial contribution is secured prior to planning permission being granted, the development would not adversely impact the SPA site. This required contribution has been secured by planning obligation.
- 6.60 Southern Water has confirmed that wastewater from the development would be discharged via the existing public sewer to the English Channel via Sandown Wastewater Treatment Works and so would not enter the Solent Catchment. On that basis the development would not add to existing nutrient burdens with the Solent.
- 6.61 Given the above, the proposal would protect, conserve and enhance the SPA and would not adversely impact the Solent in accordance with the aims of policies DM2 and DM12 of the CS, the NPPF and the requirements of the Habitats

Regulations.

## **7 Conclusion**

- 7.1 The proposal would be compliant with planning policy in terms of the location and delivery of new housing and it would help to meet local housing needs and the current housing delivery short fall on the Island.
- 7.2 The development proposed would continue community use of the hall and it is considered that loss of the remainder of the building for community use has been justified in accordance with planning policy and would not prejudice the ability of the community to meet its future needs.
- 7.3 The development would result in less than substantial harm to the listed building, but it would enhance its setting and secure its longer-term use and these and other public benefits referred to above would outweigh this harm to the building. In addition, the recommended conditions to control the works to the building as well as further building investigation, analysis and recording, would assist with minimising impacts to the fabric of the listed building and mitigate for potential impacts to features that may or may not exist within the building.
- 7.4 The character and appearance of the site and surrounding area would be enhanced, this can be ensured by the recommended conditions. Furthermore, there would be no demonstrable adverse impacts to neighbouring properties and adequate living conditions and amenities for future residents of the development can be ensured by through conditions controlling soundproofing (if necessary), future use of the hall and provision of appropriate boundary treatments.
- 7.5 Mitigation for potential impacts to ecology, including bats, and the Solent SPA would be secured and controlled by the recommended conditions and completed planning obligation.
- 7.6 Adequate parking provision would be provided to serve the hall and there would be no unacceptable impacts to highway safety.
- 7.7 Having regard to the above, it is considered that social, economic and environmental benefits of the proposal would outweigh the harm that would result from it on those objectives, and consequently it is considered the proposal would constitute a sustainable form of development.

## **8 Recommendation**

- 8.1 Conditional Permission/Consent, subject to completion of a planning obligation to secure the required Solent SPA Mitigation (already completed).

## **9 Statement of Proactive Working**

- 9.1 In accordance with paragraphs 186 and 187 of the NPPF, the Isle of Wight Local Planning Authority takes a positive approach to development proposals focused on solutions to secure sustainable developments that improve the economic,

social and environmental conditions of the area. Where development proposals are considered to be sustainable, the Council aims to work proactively with applicants in the following way:

1. The IWC offers a pre-application advice service;
2. Updates applicants/agents of any issues that may arise in the processing of their application and, where there is not a principle objection to the proposed development, suggest solutions where possible.

In this instance:

- The applicant sought pre-application advice;
- The applicant was given the opportunity to provide additional information and revised plans to address issues raised;
- Following provision of additional information and revised plans, the applications, subject to the conditions recommended, were considered acceptable and no further discussions were required.

### **Conditions for Planning Permission (20/0455/FUL)**

- 1 The development hereby permitted shall be begun before the expiration of 3 years from date of this permission.

**Reason:** To comply with Section 91 of the Town and Country Planning Act 1990.

- 2 The development hereby permitted shall only be carried out in complete accordance with the details shown on the submitted plans, numbered:

SAN2502/009 Revision A	As Proposed Lower Ground Floor Plan
SAN2502/010 Revision A	As Proposed Ground Floor Plan
SAN2502/0011 Revision A	Proposed First Floor Plan
SAN2502/012 Revision A	As Proposed Roof Plan
SAN2502/013	As Proposed Elevations A-C
SAN2502/014 Revision A	As Proposed Elevations D-F
SAN2502/015	As Proposed Elevations G-I
SAN2502/016 Revision A	Proposed Site Plan
SAN2502/017 Revision A	As Proposed Elevations of Houses
SAN2502/018 Revision A	As Proposed Units 7 & 8
SAN2502/020	As Proposed Elevations J-L

**Reason:** For the avoidance of doubt and to ensure the satisfactory implementation of the development in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic Built Environment) of the Island Plan Core Strategy.

- 3 Construction of the semi-detached houses (units 7 & 8) shall not proceed above foundation level and no dwelling hereby permitted shall be occupied until the conversion and restoration of the principal listed building (including

the inside of the hall and rooms associated with the community use of the hall) has been completed in accordance with the approved plans and details. Works of conversion and restoration of the listed building for the purposes of this condition include:

- removal of the flat roofed extension to the caretaker's cottage;
- removal of the first floor fire escape corridor (including the removal of the white paint from the walls);
- removal of the flat roofed extension and concrete block infill and projecting canopy on the south elevation of the hall;
- infilling of window openings (where shown on the approved plans);
- repairs to the roofs;
- refurbishment of windows;
- wall ties (if required);
- repair/replacement of rainwater goods;
- damp proofing (if required);
- repair/restoration of the existing canopy and handrails on the front elevation; and
- any making good of the building associated with the above works.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 4 Notwithstanding the submitted Written Scheme of Investigation, development shall not begin until the applicant or their agents has secured the implementation of a staged programme of historic building investigation and recording in accordance with a Written Scheme of Investigation that has been submitted to and approved in writing by the Local Planning Authority, in consultation with the County Archaeology and Historic Environment Service.

The submitted Written Scheme of Investigation (WSI) shall include the following stages:

- Carrying out, completion and reporting of pre-commencement investigation and documentary background research, and review of the WSI;
- Carrying out and completion of recording prior to and during works to the principal building;
- Carrying out and completion of recording prior to and during demolition works of the outbuildings and rear boundary wall;
- Depositing and archive of the report and dissemination of results.

The agreed WSI shall be adhered to and the final report shall be submitted to and approved in writing by the Local Planning Authority and then

subsequently archived and disseminated as agreed within the WSI.

If following further investigation within the hall and former reading room undertaken in accordance with the WSI any surviving paintings, murals or gallery/balcony are discovered, details of how those features are to be treated shall be agreed in writing with the Local Planning Authority prior to any further works being carried out in that part of the building. The discovered feature(s) and works shall be carried out in accordance with the agreed details.

**Reason:** To mitigate the effect of the works associated with the development upon any heritage assets and to ensure that information regarding these heritage assets is preserved by record in accordance with policy DM11 (Historic and Built Environment) of the Island Plan Core Strategy and the National Planning Policy Framework.

- 5 **Not less than 14 days before commencement of any works**, including any historic building investigation and recording works to be carried out in accordance with condition 4, notification of the start date and appointed contractor should be given in writing to the address below:

Isle of Wight County Archaeology and Historic Environment Service  
Westridge Centre  
Brading Road  
Ryde  
Isle of Wight  
PO33 1QS

**Reason:** To facilitate monitoring of the on-site historic building investigation and recording works, to mitigate the effect of the works associated with the development upon any heritage assets and to ensure that information regarding these heritage assets is preserved by record in accordance with policy DM11 (Historic and Built Environment) of the Island Plan Core Strategy and the National Planning Policy Framework.

- 6 Unless otherwise agreed in writing with the Local Planning Authority, the bricks and stone from the rear boundary wall shall be safely stored within the site and reused in any new boundary treatment (wall) fronting Grafton Lane that has been agreed in accordance with condition 18.

**Reason:** To ensure the setting of the listed building would be preserved and enhanced in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 7 Development shall not begin until details of the means of surface water and foul drainage to serve the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. No

dwelling shall be occupied until the approved means of surface water and foul drainage to serve it have been provided.

**Reason:** To ensure adequate drainage would be provided and to minimise risk of flooding in accordance with the aims of policies DM14 (Flood Risk) and DM21 (Utility Infrastructure Requirements) of the Island Plan Core Strategy.

- 8 Development shall not begin until a noise survey report and details of any works required to the building to improve its sound resistance/insulation, particularly between the community hall and residential units hereby permitted, have been submitted to and approved in writing by the Local Planning Authority. The noise survey report shall confirm that there would be no adverse impacts on future occupiers of the dwellings hereby permitted from noise as a result of the use of the community hall.

The submitted noise survey report shall meet the following requirements:

1. A qualified and competent acoustician's report assessing the sound insulation properties between the community hall and adjoining residential premises hereby permitted.
2. The report's methodology shall be submitted to and agreed in writing with the Local Planning Authority prior to the assessment taking place.
3. The report shall assess the paths of the sound propagation between the community hall and adjoining residential properties hereby permitted.
4. The report shall assess the sufficiency of the sound insulation between the properties and make recommendations for works for improvement so as to prevent public nuisance arising from use of the community hall.

A competent person (to carry out the required noise survey report) may be contacted through "The Association of Noise Consultants" 105 St Peter's Street, St Albans, Herts AL1 3EJ Telephone 01727 896092 or [www.association-of-noise-consultants.co.uk](http://www.association-of-noise-consultants.co.uk).

Development shall be carried out in accordance with the approved details and the agreed works shall be completed prior to occupation of any of the dwellings or the community hall being brought into use, whichever is the earlier.

**Reason:** To ensure a high level of amenity for future residents of the development, to protect the community use of the hall, and to ensure that the special architectural and historic interest of the listed building would be preserved and enhanced in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 9 Development hereby permitted shall not be commenced until details illustrating the existing and proposed floor, wall (including doors and architraves) and ceiling construction, with particular reference to works to be undertaken to comply with Building Regulations and condition 8 regarding the prevention of the passage of sound, spread of flame and provision of means of escape, shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 10 Development, including any site clearance, demolition or works to the roof/roof space or exterior of the building, shall not begin until details of ecological mitigation and enhancement measures, including timings of works, and a timetable for the implementation of those measures, have been submitted to and approved in writing by the Local Planning Authority. The submitted details shall have regard to the mitigation requirements set out within the submitted Bat Emergence Survey report (February 2019) and any requirements of a protected species licence granted by Natural England/Defra. A copy of any protected species licence shall also be provided with the submitted details. Development shall be carried out strictly in accordance with the agreed measures, timings and timetable.

**Reason:** To ensure potential impacts to protected species and their habitats, particularly bats and the existing bat roost within the building, would be mitigated and/or compensated for and that opportunities would be taken as part of the development to enhance site biodiversity in accordance with the aims of policies DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy and the National Planning Policy Framework.

- 11 Prior to any demolition works being undertaken to the listed building, a method statement for the removal of the flat roofed extension to the caretakers cottage, the first floor fire escape corridor (including the removal of the white paint from the walls), the flat roofed extension and concrete block infill and projecting canopy on the south elevation of the hall and for the making good of the building, including in those areas, as well as the materials to be used to make good the building, shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality

for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 12 Prior to replacement of the fire station doors with masonry, infill of window openings and construction of the new fire escape from the hall, details of the materials and method of construction, including brick bonding and bedding and pointing mortar and finish, shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 13 Prior to commencement of works to infill the doorways and create a new doorway in the hall, details of the proposed materials and finish, including an internal elevation of the proposed new fire exit doorway, shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 14 Prior to the commencement of the wall tie repairs, damp proofing, reroofing, rainwater goods repair and window repairs/refurbishment, and repair/restoration of the front canopy and railings details (including materials) relevant to those works shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 15 Notwithstanding the submitted plans, no new windows or external doors shall be installed within the listed building until details of those windows/doors (at a scale of 1:20, and for the windows sections of the frame and glazing bars at a scale of 1:5, and details of the glazing proposed and the method of fixing and a specification of materials and finishes, including colour) have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 16 Prior to installation of any extraction or boiler vents/flues and svps, details of the location, size, design and external appearance (including colour) of all terminals associated with extracts, boilers and svp's shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 17 Construction of the pair of semi-detached houses (units 7 & 8) shall not proceed above foundation level until details of windows and external doors, as well as details of the materials and finishes (including colour) to be used in the construction of the external surfaces of those dwellings have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out and completed in accordance with the approved details.

**Reason:** In the interests of the amenities of the area and to ensure the setting of the listed building would be preserved and enhanced in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy and the National Planning Policy Framework and to reflect the requirements of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 18 No dwelling hereby permitted shall be occupied until details of hard and soft landscaping works to be carried out have been submitted to and approved in writing by the Local Planning Authority. The submitted details shall include proposed finished levels; boundary treatments and means of enclosure

(including a new wall to front Grafton Lane); hard surfacing; existing planting to be retained and new planting; and a timetable for the carrying out and completion of the landscaping works. The approved landscaping works shall be carried out and completed in accordance with the agreed details and timetable.

**Reason:** To ensure the setting of the listed building would be preserved and enhanced, to provide a safe and secure environment, and in the interests of the amenities of the area and the amenities of neighbouring residents and future occupiers of the development and to comply with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy and the National Planning Policy Framework and to reflect the requirements of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 19 No dwelling hereby permitted shall be occupied until details of recycling and refuse storage facilities to be provided to serve the dwellings and community hall have been submitted to and approved in writing by the Local Planning Authority. The submitted details shall have regard to the Council's *Guidelines for Recycling and Refuse Storage in New Developments* Supplementary Planning Document. No dwelling shall be occupied until the facilities for the community hall and that dwelling have been provided in accordance with the agreed details.

**Reason:** To ensure adequate provision for waste storage, in the interests of the amenities of the area and those of future occupiers of the development, and to ensure the setting of the listed building would be preserved and enhanced in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy and the National Planning Policy Framework and to reflect the requirements of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 20 Prior to occupation of any dwelling hereby permitted and/or installation of external lighting, an external lighting scheme for the site shall be submitted to and approved in writing by the Local Planning Authority. The submitted scheme shall indicate the position, size, design and appearance of any exterior lighting units, as well as the colour and level of any lighting to be installed. The scheme shall also have regard to the mitigation requirements set out within the submitted Bat Emergence Survey report (September 2019). External lighting shall be installed in accordance with the agreed details.

**Reason:** To provide a safe and secure environment and to mitigate for potential impacts to protected bat species in accordance with the aims of policies DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy and the National Planning Policy Framework.

- 21 The dwellings and community hall hereby permitted shall not be brought into use until space for the parking of 11 cars has been provided within the site

and allocated in accordance with drawing SAN2502/016 Revision A and the details approved in accordance with condition 19. Thereafter, these parking spaces shall be retained and used only for the parking of vehicles belonging to occupiers of the dwellings or the community hall (as allocated) and their visitors and for no other purpose.

**Reason:** To ensure adequate parking would be provided and maintained to serve the development in accordance with the aims of policy DM17 (Sustainable Travel) of the Island Plan Core Strategy.

- 22 The community hall hereby permitted shall only be used for a purpose falling within Class F.1 (Learning and non-residential institutions) or Class F.2(b) (a hall or meeting place for the principal use of the local community) of Part B of Schedule 2 to the Town and Country Planning (Use Classes) Order 1987 (as amended) and for no other purpose, unless that other purpose is ancillary to the principal F.1 or F.2(b) use of the hall.

**Reason:** To protect the amenities of neighbouring residents, including future occupiers of the dwellings hereby permitted, in accordance with the aims of policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy and the National Planning Policy Framework.

- 23 The community hall hereby permitted shall not be used outside of the following times:

07:00 to 22:30 hours Mondays to Thursdays  
0700 to 2300 Fridays  
08:00 to 23:00 Saturdays  
10:00 to 18:00 Sundays and bank or public holidays

**Reason:** To protect the amenities of neighbouring residents, including future occupiers of the dwellings hereby permitted, in accordance with the aims of policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy and the National Planning Policy Framework.

- 24 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking or re-enacting that Order), no development within Classes A to E (inclusive) of Part 1 of Schedule 2 to that Order shall be carried out within the curtilages of the pair of semi-detached dwellinghouses (Units 7 & 8) hereby permitted.

**Reason:** To protect the setting of the listed building and neighbouring residential amenity in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy and the National Planning Policy Framework.

## Conditions for Listed Building Consent (20/00456/LBC)

- 1 The works hereby authorised shall be begun not later than 3 years from the date of this consent.

**Reason:** As required by s18 Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 2 The works hereby permitted shall only be carried out in complete accordance with the details shown on the submitted plans, numbered:

SAN2502/009 Revision A	As Proposed Lower Ground Floor Plan
SAN2502/010 Revision A	As Proposed Ground Floor Plan
SAN2502/0011 Revision A	Proposed First Floor Plan
SAN2502/012 Revision A	As Proposed Roof Plan
SAN2502/013	As Proposed Elevations A-C
SAN2502/014 Revision A	As Proposed Elevations D-F
SAN2502/015	As Proposed Elevations G-I
SAN2502/016 Revision A	Proposed Site Plan
SAN2502/017 Revision A	As Proposed Elevations of Houses
SAN2502/018 Revision A	As Proposed Units 7 & 8
SAN2502/020	As Proposed Elevations J-L

**Reason:** For the avoidance of doubt and to ensure the satisfactory implementation of the works in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic Built Environment) of the Island Plan Core Strategy and to reflect the requirements of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 3 Construction of the semi-detached houses (units 7 & 8) shall not proceed above foundation level and no dwelling hereby permitted shall be occupied until the conversion and restoration of the principal listed building (including the inside of the hall and rooms associated with the community use of the hall) has been completed in accordance with the approved plans and details. Works of conversion and restoration of the listed building for the purposes of this condition include:

- removal of the flat roofed extension to the caretaker's cottage;
- removal of the first floor fire escape corridor (including the removal of the white paint from the walls);
- removal of the flat roofed extension and concrete block infill and projecting canopy on the south elevation of the hall;
- infilling of window openings (where shown on the approved plans);
- repairs to the roofs;
- refurbishment of windows;
- wall ties (if required);
- repair/replacement of rainwater goods;
- damp proofing (if required);

- repair/restoration of the existing canopy and handrails on the front elevation; and
- any making good of the building associated with the above works.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 4 Notwithstanding the submitted Written Scheme of Investigation, works shall not begin until the applicant or their agents has secured the implementation of a staged programme of historic building investigation and recording in accordance with a Written Scheme of Investigation that has been submitted to and approved in writing by the Local Planning Authority, in consultation with the County Archaeology and Historic Environment Service.

The submitted Written Scheme of Investigation (WSI) shall include the following stages:

- Carrying out, completion and reporting of pre-commencement investigation and documentary background research, and review of the WSI;
- Carrying out and completion of recording prior to and during works to the principal building;
- Carrying out and completion of recording prior to and during demolition works of the outbuildings and rear boundary wall;
- Depositing and archive of the report and dissemination of results.

The agreed WSI shall be adhered to and the final report shall be submitted to and approved in writing by the Local Planning Authority and then subsequently archived and disseminated as agreed within the WSI.

If following further investigation within the hall and former reading room undertaken in accordance with the WSI any surviving paintings, murals or gallery/balcony are discovered, details of how those features are to be treated shall be agreed in writing with the Local Planning Authority prior to any further works being carried out in that part of the building. The discovered feature(s) and works shall be carried out in accordance with the agreed details.

**Reason:** To mitigate the effect of the works associated with the development upon any heritage assets and to ensure that information regarding these heritage assets is preserved by record in accordance with policy DM11 (Historic and Built Environment) of the Island Plan Core Strategy and the National Planning Policy Framework.

- 5 **Not less than 14 days before commencement of any works**, including any historic building investigation and recording works to be carried out in accordance with condition 4, notification of the start date and appointed contractor should be given in writing to the address below:

Isle of Wight County Archaeology and Historic Environment Service  
Westridge Centre  
Brading Road  
Ryde  
Isle of Wight  
PO33 1QS

**Reason:** To facilitate monitoring of the on-site historic building investigation and recording works, to mitigate the effect of the works associated with the development upon any heritage assets and to ensure that information regarding these heritage assets is preserved by record in accordance with policy DM11 (Historic and Built Environment) of the Island Plan Core Strategy and the National Planning Policy Framework.

- 6 Unless otherwise agreed in writing with the Local Planning Authority, the bricks and stone from the rear boundary wall shall be safely stored within the site and reused in any new boundary treatment (wall) fronting Grafton Lane that has been agreed in accordance with condition 16.

**Reason:** To ensure the setting of the listed building would be preserved and enhanced in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 7 The works hereby permitted shall not begin until a noise survey report and details of any works required to the building to improve its sound resistance/insulation, particularly between the community hall and residential units hereby permitted, have been submitted to and approved in writing by the Local Planning Authority. The noise survey report shall confirm that there would be no adverse impacts on future occupiers of the dwellings hereby permitted from noise as a result of the use of the community hall.

The submitted noise survey report shall meet the following requirements:

1. A qualified and competent acoustician's report assessing the sound insulation properties between the community hall and adjoining residential premises hereby permitted.
2. The report's methodology shall be submitted to and agreed in writing with the Local Planning Authority prior to the assessment taking place.
3. The report shall assess the paths of the sound propagation between the community hall and adjoining residential properties hereby permitted.
4. The report shall assess the sufficiency of the sound insulation

between the properties and make recommendations for works for improvement so as to prevent public nuisance arising from use of the community hall.

A competent person (to carry out the required noise survey report) may be contacted through "The Association of Noise Consultants" 105 St Peter's Street, St Albans, Herts AL1 3EJ Telephone 01727 896092 or [www.association-of-noise-consultants.co.uk](http://www.association-of-noise-consultants.co.uk).

The agreed works shall be carried out and completed in accordance with the approved details prior to occupation of any of the dwellings or the community hall being brought into use, whichever is the earlier.

**Reason:** To ensure a high level of amenity for future residents of the development, to protect the community use of the hall, and to ensure that the special architectural and historic interest of the listed building would be preserved and enhanced in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 8 The works hereby permitted shall not commence until details illustrating the existing and proposed floor, wall (including doors and architraves) and ceiling construction, with particular reference to works to be undertaken to comply with Building Regulations and condition 7 regarding the prevention of the passage of sound, spread of flame and provision of means of escape, shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 9 Works, including any site clearance, demolition or works to the roof/roof space or exterior of the building, shall not begin until details of ecological mitigation and enhancement measures, including timings of works, and a timetable for the implementation of those measures, have been submitted to and approved in writing by the Local Planning Authority. The submitted details shall have regard to the mitigation requirements set out within the submitted Bat Emergence Survey report (February 2019) and any requirements of a protected species licence granted by Natural England/Defra. A copy of any protected species licence shall also be provided with the submitted details. Development shall be carried out strictly in accordance with the agreed measures, timings and timetable.

**Reason:** To ensure potential impacts to protected species and their habitats, particularly bats and the existing bat roost within the building, would be mitigated and/or compensated for, that opportunities would be taken as part of the development to enhance site biodiversity, and to ensure the historic fabric and special architectural and historic interest of the listed building would be preserved and enhanced in accordance with the aims of policies DM2 (Design Quality for New Development), DM11 (Historic and Built Environment) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 10 Prior to any demolition works being undertaken to the listed building, a method statement for the removal of the flat roofed extension to the caretakers cottage, the first floor fire escape corridor (including the removal of the white paint from the walls), the flat roofed extension and concrete block infill and projecting canopy on the south elevation of the hall and for the making good of the building, including in those areas, as well as the materials to be used to make good the building, shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 11 Prior to replacement of the fire station doors with masonry, infill of window openings and construction of the new fire escape from the hall, details of the materials and method of construction, including brick bonding and bedding and pointing mortar and finish, shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 12 Prior to commencement of works to infill the doorways and create a new doorway in the hall, details of the proposed materials and finish, including an internal elevation of the proposed new fire exit doorway, shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 13 Prior to the commencement of the wall tie repairs, damp proofing, reroofing, rainwater goods repair and window repairs/refurbishment, and repair/restoration of the front canopy and railings details (including materials) relevant to those works shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 14 Notwithstanding the submitted plans, no new windows or external doors shall be installed within the listed building until details of those windows/doors (at a scale of 1:20, and for the windows sections of the frame and glazing bars at a scale of 1:5, and details of the glazing proposed and the method of fixing and a specification of materials and finishes, including colour) have been submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 15 Prior to installation of any extraction or boiler vents/flues and svps, details of the location, size, design and external appearance (including colour) of all terminals associated with extracts, boilers and svps shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details.

**Reason:** To protect the fabric of the building and to ensure the works are in keeping with the special historic and architectural interest and setting of the listed building in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and the

requirements of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 16 No dwelling hereby permitted shall be occupied until details of hard and soft landscaping works to be carried out have been submitted to and approved in writing by the Local Planning Authority. The submitted details shall include proposed finished levels; boundary treatments and means of enclosure (including a new wall to front Grafton Lane); hard surfacing; existing planting to be retained and new planting; and a timetable for the carrying out and completion of the landscaping works. The approved landscaping works shall be carried out and completed in accordance with the agreed details and timetable.

**Reason:** To ensure the setting of the listed building would be preserved and enhanced, to provide a safe and secure environment, and in the interests of the amenities of the area and the amenities of neighbouring residents and future occupiers of the development and to comply with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy and the National Planning Policy Framework and to reflect the requirements of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 17 No dwelling hereby permitted shall be occupied until details of recycling and refuse storage facilities to be provided to serve the dwellings and community hall have been submitted to and approved in writing by the Local Planning Authority. The submitted details shall have regard to the Council's *Guidelines for Recycling and Refuse Storage in New Developments* Supplementary Planning Document. No dwelling shall be occupied until the facilities for the community hall and that dwelling have been provided in accordance with the agreed details.

**Reason:** To ensure adequate provision for waste storage, in the interests of the amenities of the area and those of future occupiers of the development, and to ensure the setting of the listed building would be preserved and enhanced in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy and the National Planning Policy Framework and to reflect the requirements of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 18 Prior to occupation of any dwelling hereby permitted and/or installation of external lighting, an external lighting scheme for the site shall be submitted to and approved in writing by the Local Planning Authority. The submitted scheme shall indicate the position, size, design and appearance of any exterior lighting units, as well as the colour and level of any lighting to be installed. The scheme shall also have regard to the mitigation requirements set out within the submitted Bat Emergence Survey report (September 2019). External lighting shall be installed in accordance with the agreed details.

**Reason:** To provide a safe and secure environment, to mitigate for potential impacts to protected bat species, and to ensure the special architectural and historic interest of the listed building and its setting would be preserved and enhanced in accordance with the aims of policies DM2 (Design Quality for New Development), DM11 (Historic Built Environment) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy and the National Planning Policy Framework.

## **Informatives**

- 1 The building contains a maternity bat roost and therefore the development/works hereby permitted will require a protected species licence from Natural England before proceeding with any works to the building/site.

Bats and their roosts are protected in law and it is illegal to:

- deliberately capture, injure or kill bats;
- damage or destroy a breeding or resting place;
- obstruct access to their resting or sheltering places;
- possess, sell, control or transport live or dead bats, or parts of them;
- intentionally or recklessly disturb a bat while it's in a structure or place of shelter or protection.

The applicant/developer is advised to contact Natural England at the earliest opportunity to discuss the protected species licensing application process.