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# ISLES OF SCILLY CULTURAL CENTRE AND MUSEUM DESIGN AND ACCESS STATEMENT

ISSUE 04  
SEPTEMBER 2023



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On behalf of Purcell ®

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**Issue 01**  
May 2022  
*Council of the Isles of Scilly*

**Issue 02**  
June 2022  
*Council of the Isles of Scilly*

**Issue 03**  
July 2023  
*Council of the Isles of Scilly*

**Issue 04**  
September 2023  
*Council of the Isles of Scilly*

A revised Planning and Listed Building Consent application has been submitted due to a change in the site boundary. The Outbuilding and a section of the yard of Parade Cottage are now within the scope of the Isles of Scilly Cultural Centre and Museum.

This application follows the previously approved application on 11<sup>th</sup> August 2022 (P/22/024/LBC).

# ISLES OF SCILLY CULTURAL CENTRE AND MUSEUM: DESIGN AND ACCESS STATEMENT

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## SECTION 1.0: INTRODUCTION

### PROJECT BACKGROUND

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Following destructive storms in 1962 extensive ancient hut circles and Romano-British remains and artefacts were discovered on Nornour in the Eastern Scilly Islands. The discoveries created much interest and after being temporarily exhibited in the Wesleyan Chapel in Hugh Town on St Mary's, a new museum was proposed to house the finds and other artefacts of interest from the Islands' past. The new Museum was built on Church Street in Hugh Town and opened by Her Majesty the Queen in 1967.

The Museum subsequently became a significant part of life on the Islands and of much interest to visitors as a heritage attraction. Unfortunately, the adverse marine weather took its toll and the building's concrete structure began to deteriorate quite rapidly with its reinforcement corroding and sections of concrete spalling off, falling into the adjacent road. As a result, the Museum was forced to close to the public in 2019 and its collections put into storage or temporarily returned to their owners.

Investigations revealed that the original building was beyond economic repair and the search for a new home began.

In March 2021 the Islands Partnership commissioned an initial study to look into four possible sites for rehousing the Museum, all on St Mary's: the Town Hall; the Old Museum site; the Wesleyan Chapel; and Carn Thomas. In addition to re-housing the Museum the study brief also sought to provide a flexible multi-purpose space and supporting facilities to help develop the wider cultural offer of the Islands. After ruling out two of the options as being too small, initial design options were explored for both the Town Hall and Carn Thomas sites to identify how the buildings might be repaired, converted and extended to meet the brief requirements. The result of this study was the conclusion by the Steering Group that the Town Hall should be progressed as the preferred option for a new Isles of Scilly Cultural Centre and Museum.



## SECTION 1.0: INTRODUCTION

### OUTLINE BRIEF

The overall brief is:

- To provide a first class museum to showcase its permanent collections, library and archive and with the potential for visiting exhibitions and loans.
- To provide a main performance space to host theatre, music, spoken word, exhibitions, festivals, events and community functions.
- To provide supporting activities, facilities, retail and catering provision that will create a rich and engaging experience.

Prior to closure the Museum had a gross internal area of approximately 450sqm which included reception and retail spaces, exhibition, gallery and display areas, library and archival space and storage including an archaeology store.

#### Accommodating the Museum

The Museum should have a gross internal floor area no less than the original Museum and ideally an increase in space. The principal spaces required will be;

- A variety of exhibition and gallery spaces to display the Museum's collections. These should have a controlled stable environment. Given the building is an existing building, environmental performance will be constrained and so high value and environmentally sensitive items from the collections are likely to require conditioned display cases. Controlled natural light will be acceptable for most gallery and exhibition spaces with provision to control UV and overall light levels. The visitor route and sequence of exhibition spaces should be legible to visitors and fully accessible throughout. Overall, the design should seek to provide approximately 350–400sqm of dedicated exhibition space with circulation.
- A key exhibit is the Museum's 19th century 'Klondyke' rowing gig and this needs display with its rig fully erected – it has dimensions of 9.4m long by 1.3m beam and a rig height of 5.3m.

- A visitor welcome reception and retail area should be provided to greet visitors, sell them tickets and provide information on what the Museum has to offer, as well as having a stock of heritage and Museum related items for visitors to purchase. A space of approximately 20–25sqm should be provided.
- An accessible volunteer accommodation should be provided with a combined area of approximately 25sqm.
- A provision should be made for a collection handling space of approximately 30–36 sqm which can accommodate a range of functions including school and adult learning classes, meetings etc., and which could also provide additional changing space for the performance hall if required. These spaces may also be used for preparing temporary exhibitions and displays and so will need adequate power and wet facilities.
- The main performance space should be planned to allow its use for an audio-visual orientation presentation as part of the Museum experience during Museum opening hours and when the hall is not being used for performance or other non-museum activities.
- Accessible sanitary and visitor welfare facilities need to be provided on the basis that they can be easily shared between the Museum and flexible cultural and community space. The numerical provision and size of sanitary facilities should be based on the requirements for the performance hall audience capacity.
- Catering café and bar facilities should be provided to service both the Museum and the flexible cultural and community space. Capacity should be approximately 30–35 seated covers but with the first floor space around the Klondyke should allow for interval standing audiences of up to the performance hall's capacity.
- As much on-site storage for reserve collections and Museum equipment should be provided as possible, providing the main Museum functions can be adequately planned. Where storage cannot be provided at the Town Hall alternative off-site options will need to be explored.
- Security of the Museum and its collections is important, but the building must be capable of flexible use to maximise space utilisation. Some exhibition spaces, for example where the Klondyke is exhibited, could double as foyer spaces during performance intervals but other aspects of the collections such as the Normour brooches will need to be in fully secured spaces.



## SECTION 1.0: INTRODUCTION

### OUTLINE BRIEF

#### Café, Bar and Refreshments

A small café and bar with a servery is required to provide alcoholic and non-alcoholic refreshments, teas and coffees, ice creams and a simple limited food menu to audiences attending performances, users of the Hall and Museum visitors. Given the Hall's location immediately adjacent to Porthcressa Beach any catering facilities could benefit from considerable trade from the beach and should be planned and located to take advantage of the income this potential trade could generate.

The café and bar area should also provide foyer space for performances and activities in the Hall. Any foyer space provided should be usable for independent meetings, functions and events separate to the activities of the Hall and Museum.

Catering provision will require a small kitchen and service area. Storage facilities and waste storage provision will need to be provided commensurate with the limited café/bar offer.

#### Flexible Cultural and Community Space

The flexible cultural and community space is to provide for multiple activities ranging from: theatre performance; musical performance and concerts; cinema; gigs and dances; and folk evenings, to: lectures; craft and Christmas fairs; school performances; functions; keep fit classes; yoga; celebrations and other public assembly activities. It will be the only venue on the Islands where larger scale assembly and public performance can take place.

When not in use for performance or community activities as outlined above there is the opportunity for the space to be used as part of the museum visit through provision of an audio-visual file or 3D interpretative presentation. The wide range of uses that the cultural and community space can be put to is highlighted in the project website (<https://www.iosmuseumandculturalcentre.org/>).

The cultural and community space should seat audiences of between 125–150 with movable raked seating. The seating and raked seating should be removable to give an entirely

clear space for activities such as function, fairs and dances. The hall should have a standing only capacity of 175–225.

The flexible cultural community space will not have a permanent raised stage which allows for maximum flexibility and access for all. There are doors either side of the stage to prevent performers having to pass through the public space.

Access for performers equipment, instruments and stage props to the stage area should be direct from an external loading point ideally without having to cross any level change. Storage should be provided for equipment when not in use.

Male, female and an accessible changing room should be provided ideally on the same level of the performance space and with easy access to the stage area via wings. One of the galleries on the second floor will also function as a changing space for large groups when required.

An accessible control room and location for a sound desk

should be provided with good visual overview of the stage and performance area. The Hall will need to allow for the use of flexible lighting rigs and projection with no impediment caused by roof trusses or other high level features.



## SECTION 2.0: SITE LOCATION

### SITE LOCATION AND DESCRIPTION

#### SITE LOCATION

The Site comprises several contiguous buildings in a central location in Hugh Town, St Mary's, Isles of Scilly. The National Grid Reference for the centre of the site is SV 90321 10507 (see **Map 01**).

#### SITE DESCRIPTION

The site is approximately 0.06 hectares (ha) in size and is dominated by buildings with a small area of hardstanding to the south-west. The site is bounded by other buildings and hardstanding on all aspects.



**Map 01:** Site location outlined in red. Base plan © GoogleEarth 2022



**Map 02:** Showing the landscape and habitats immediately surrounding the site. Base plan © GoogleEarth 2022

## SECTION 2.0: SITE LOCATION

### LANDSCAPE SETTING AND SITE CONSTRAINTS

The Town Hall site is set relatively centrally within Hugh Town. The Parade runs immediately to the north with Silver Street to the south and Ingram's Opening to the east. The immediate western boundary comprises adjacent buildings. Parade Cottage with a small associated yard and an Outbuilding are also present on the eastern aspect, these are both owned by the Council and form part of the application.

The Town Hall, Parade Cottage and its outbuilding are all Grade II listed.

The central location of the site within Hugh Town means that the dominant local land use is buildings and hardstanding. Buildings are predominantly residential with small-scale commercial businesses also represented. This densely built environment extends around 300m to the west and around 500m to the east. Some of these adjacent properties have associated areas of garden or green space, but the centre of Hugh Town is relatively densely developed.

The Town Hall site is set relatively centrally within Hugh Town. The parade runs immediately to the north with Silver Street to the south and Ingram's Opening to the east. To the west of the Town Hall sits Parade Cottage and a small associated yard along with an outbuilding. These are also present on the eastern aspect. These buildings are also owned by the Council.

The Town Hall, Parade Cottage and the Outbuilding are all Grade II listed.

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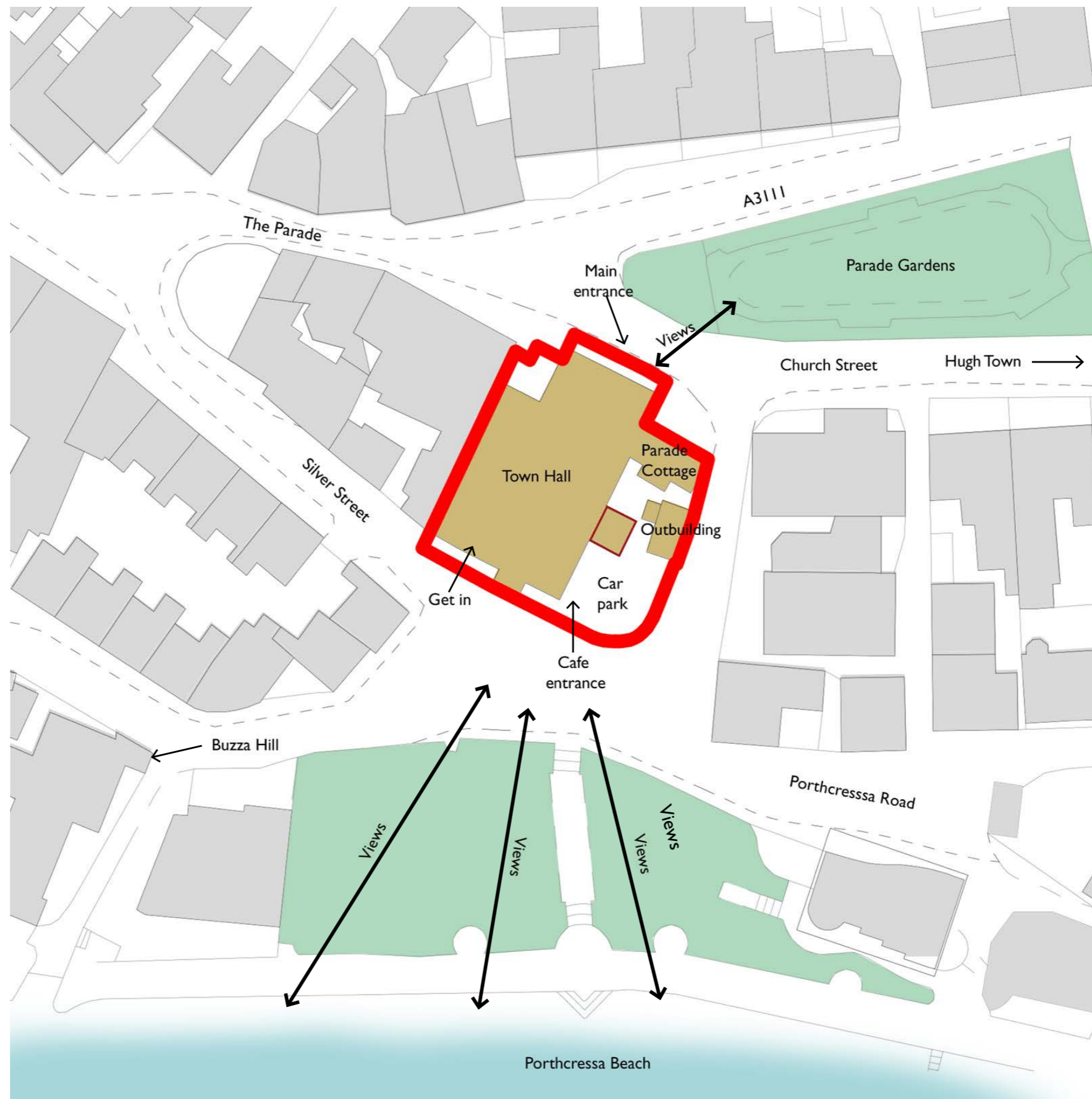


## SECTION 2.0: SITE LOCATION

### LANDSCAPE SETTING AND SITE CONSTRAINTS

The location of the site is within the narrowest part of Hugh Town with Town Beach and Porthcressa lying 75m to the north and 50m to the south respectively.

The closest areas of green space are the Parade Gardens lying 10m to the north-east; and the grassed area adjacent to Porthcressa Beach lying 15m to the south. Both of these areas are dominated by close-mown amenity grassland with ornamental planting, reflecting their popularity with visitors and fundamentally municipal function. The closest areas of semi-natural habitat are associated with the Garrison approximately 250m to the west and the land around Buzza Tower approximately 250m to the south-east.

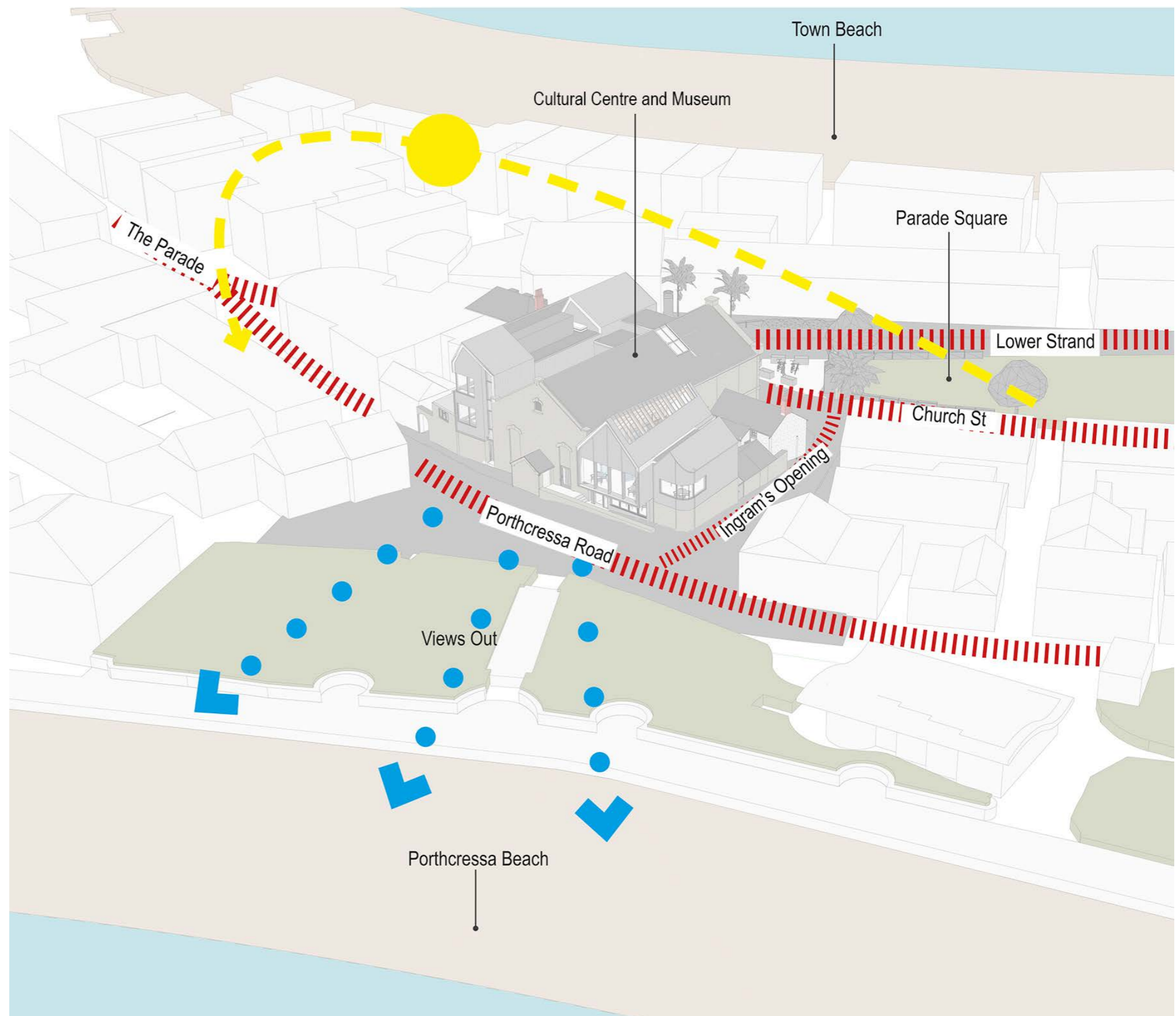


Not to Scale

## SECTION 2.0: SITE LOCATION

### LANDSCAPE SETTING AND SITE CONSTRAINTS

Roads immediately bound the site to the north and south. The eastern side of the site includes Parade Cottage, the Outbuilding and a tarmarked parking area. The buildings of Spanish Ledge and others directly about the site along its western aspect.



## SECTION 2.0: SITE LOCATION

### LANDSCAPE SETTING AND SITE CONSTRAINTS

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The CGI image in the photos showing the views overlooking Hugh Town from Buzza Hill and the Garrison illustrate that the proposed extensions to the Town Hall does not have a detrimental impact on the roof scape.



*View from the Garrison over looking Hugh Town with the CGI image of the Town Hall added to the photo*



*View from Buzza Hill over looking Hugh Town with the CGI image of the Town Hall added to the photo*

## SECTION 2.0: SITE LOCATION

### THE EXISTING TOWN HALL

The Town Hall is listed Grade II by Historic England as being of architectural and historic importance and is within the Isles of Scilly Conservation Area.

See Appendix A for Portico Heritage's Heritage Statement.

#### HISTORIC DEVELOPMENT

The Town Hall was built in 1887-1889 to the designs of a local architect called Goodfellow and under the patronage of Algernon Dorrien-Smith whose uncle, Augustus, had been responsible for the construction of the Abbey and Gardens on Tresco. It was built in the centre of Hugh Town on St Mary's facing the Parade Ground for the garrison on the Islands, now the Parade Gardens. The building provided a public hall, theatre, Council Chamber and Magistrates Court.

The Council Chamber and Magistrates Court functions moved out in 2002 and the hall and stage use had ceased by 2019. At present the offices in the 1970s extension are partly used and the Museum has temporary use of the front ground floor rooms but otherwise the building is empty and unused.

The Town Hall is a classical design with a symmetrical pedimented front, facing north-east, of three bays on two-storeys with an attic. Originally it was a simple rectangular building on plan with the main hall behind the two-storey front façade. It was constructed in hammer dressed, snecked granite under a slate roof. A flight of granite steps under an outshot roof gave access to the hall which, due to the rise in the ground levels from front to rear, has a floor level approximately 1.2m higher than the ground floor at the front of the building. A second access was provided to the Hall centrally in the south-west elevation at ground level to the rear.

The main Hall is a substantial space, originally well-lit with tall side windows, all but one of which are now blocked by later extensions. It has a cast and wrought iron trussed roof with a timber soffit. Its height is approximately 7m at the eaves and 10m at the ridge. At the north-east end of the Hall is an elevated stage, probably not original. All of the original internal spaces are functional and very simply finished with a minimum of decorative detail.

In the early 1900s the Hall was extended on the north-west side with a single-storey granite front elevation, still visible behind the original granite steps in the current entrance. The extension was further increased in the 1970s to provide three-storeys of accommodation running the full length along its north-west elevation creating new Council office accommodation and better sanitary provision for the Hall. To the south-east side of the Hall is a small 18th century cottage and rear stone shed and yard. The cottage also faces onto the Parade Gardens and pre-dates the Hall. The southern section of the Hall's south-east wall faces onto an open tarmac area currently used as a waste re-cycling point and for the parking of commercial catering vehicles.

The history and a detailed description of the Town Hall is provided in the Heritage Statement prepared by Nick Collins of Portico Heritage in 2021 and drawings of the building as existing are appended to this report.

Despite its simplicity the Town Hall played an important part in the life of the Islands, being the only substantial place of assembly where they could gather. It provided the only venue on the Islands for entertainment, functions such as craft markets and fairs, performance and larger scale gatherings, celebrations, dances and musical events.

As a consequence, it is held in great affection by Islanders and is seen as an important foundation to their community and social life. The proposals to reuse the Town Hall for a new Cultural Centre and Museum will continue that important tradition, as well as helping welcome the many visitors to the Islands without whom Scilly's economy and social fabric would suffer badly.

Even the temporary re-location of the Museum to the front of the Town Hall during the summer of 2021 has had a significant impact and has been much appreciated by both Islanders and visitors alike.



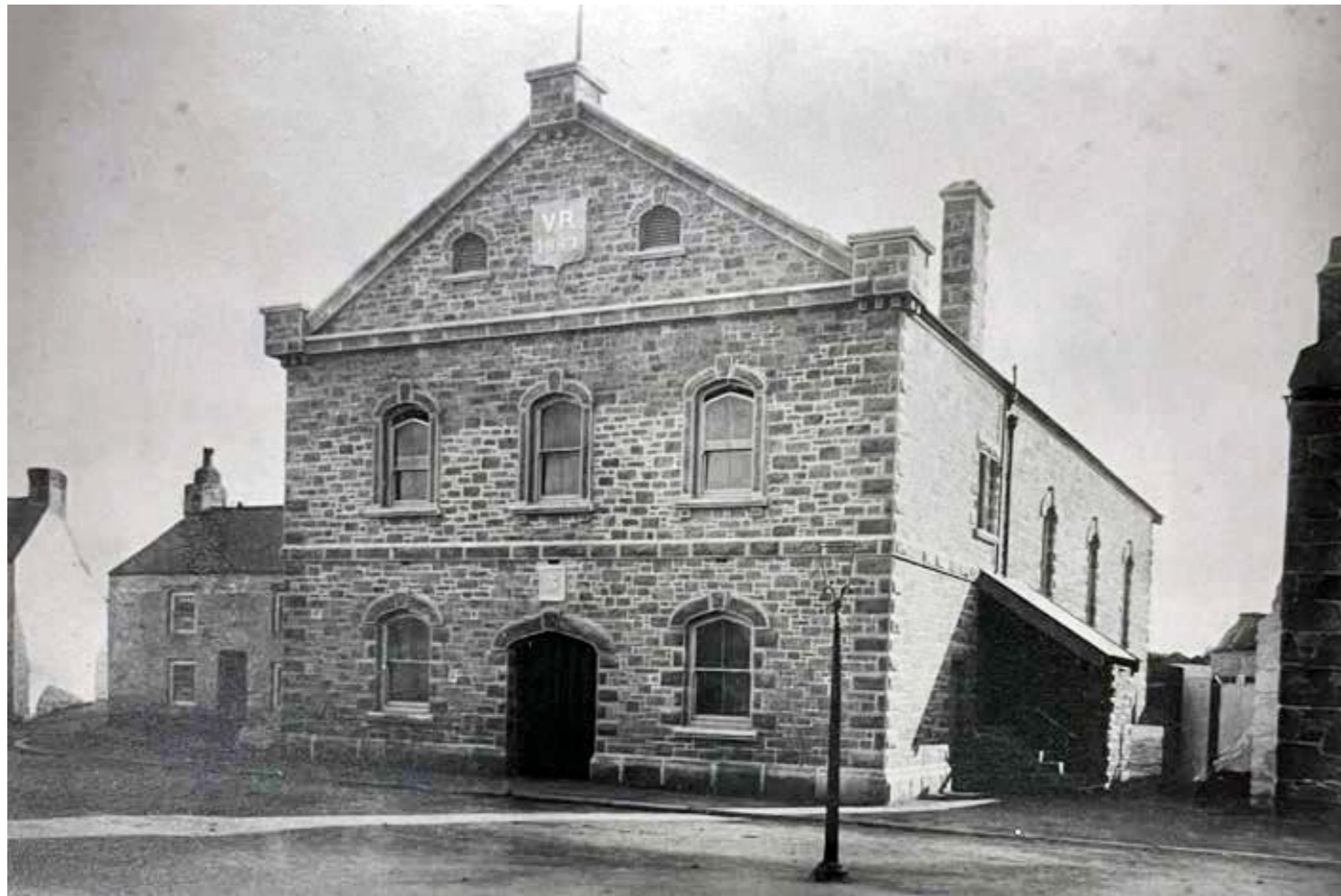
## SECTION 2.0: SITE LOCATION

### THE EXISTING TOWN HALL

#### LISTED BUILDING STATUS

The Town Hall was listed in December 1992. The list description reads:

*Town Hall. 1889, by J. Goodfellow. Squared and roughly coursed and snecked granite with hammer-dressed dressings; stone-coped gabled slate roof. Rectangular plan with gable to street. Classical style. Plinth, angle quoins and plat band to pedimented front of 2 storeys with symmetrical 3-window range. Keyed 4-centred arches over horned 2/2-pane sashes flanking similar tripartite sash to centre on ground floor; similar first-floor sashes set in raised architraves with similar arches and blocks to cills; similar arches over centre-hung 4-pane casements flanking shield with relief lettering reading VR/1887 to tympanum of pediment, which has dentil brackets to antefixae. West end has one arch-headed window. Altered interior. Included for group value.*



Historic image of the north east elevation of the Town Hall



North east elevation of the Town Hall and Parade Cottage

## SECTION 2.0: SITE LOCATION

### THE EXISTING PARADE COTTAGE

#### LISTED BUILDING STATUS

Parade Cottage was listed Grade II in February 1975. Its list description was most recently amended in December 1992. The list description reads:

*House. Late C18/early C19. Colourwashed coursed granite rubble, with some squared stone to front; gabled slate roof; rendered left end stack. 2-room plan with central entry and staircase. 2 storeys; 2-window range. Granite lintels over central 6-panelled door (2 upper panels glazed) and horned 2/2-pane sashes. C20 outshut to rear. Interior: exceptionally complete C19 Scillonian interior including panelled doors, joists and plank and muntin partitions flanking central stair. Ground-floor room to left, former kitchen, has cupboard doors flanking blocked fireplace; Hinges to cupboard doors to first-floor room on left.*



South east elevation of Parade Cottage



North east elevation of Parade Cottage

## SECTION 2.0: SITE LOCATION

### THE EXISTING OUTBUILDING

#### LISTED BUILDING STATUS

The Outbuilding behind Parade Cottage was also listed separately in December 1992. The list description reads:

*Outbuilding. Late C18/early C19. Coursed granite rubble; gabled pantile roof; brick end stack. One storey. Original double entry to west elevation; north gable has inserted doorway. Interior: fireplace to south gable. Included for group value.*



View towards the Outbuilding with Parade Cottage behind



The south east elevation of the Outbuilding

## SECTION 3.0: PLANNING POLICY

### LEGISLATION, POLICY AND GUIDANCE AND PRE-APPLICATION ADVICE

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#### LEGISLATION, POLICY, LOCAL PLAN AND GUIDANCE

Relevant legislation, policies and guidance considered in preparation of the Planning and Listed Building Consent applications are:

- The *Planning (Listed Buildings and Conservation Areas) Act* 1990.
- The legislation governing Scheduled Ancient Monuments is the *Ancient Monuments and Archaeological Areas Act* 1979.
- The revised version of the *National Planning Policy Framework* (NPPF) was published in February 2021
- Isles of Scilly Local Plan (2015-2030)
- The Isles of Scilly Design Guidance was published in 2006 as a Supplementary Planning Document (SPD) and provides further guidance on appropriate design on the islands.
- The following policies are most relevant to this Design and Access Statement :
  - **Policy OE7** Development affecting Heritage. Part (5) Conservation Areas and Part (6) Listed Buildings and Part (7) for archaeological issues
  - **Policy OEI** Protecting and Enhancing the Landscape and Seascape
  - **Policy SS4** Protection of Retailing, Recreation and Community Facilities Part (1) for new community facilities
  - **Policy OE4** Dark Skies (minimising the need for external illumination)
- The Isles of Scilly Local Development Framework Supplementary Planning Document Biodiversity and Geological Conservation.

Both the Heritage Statement, Appendix A and the Preliminary Ecological Assessment, Appendix C give detailed references of the planning context.

#### PRE-APPLICATION ADVICE

In formal Pre-application advice from the planning department has been sought during the design development and the following feed back was received and informed the design.

##### Email from Lisa Walton dated 28/02/2022

*“As anticipated, with the Town Hall being a Grade II building we do not need to be closely engaged with the proposals but instead offer the following brief comments which we hope will be helpful. We suggest that the taller extension element (with the off centre ridge line) could beneficially be made less dominant – allowing the listed building to have primacy rather than making an architectural statement might be the best approach in this particular context. The buildings in this area are all relatively low and therefore introducing something of this height will really stand out above the roofscape. Whilst we can’t really visualise what this would look like in terms of the views out from surrounding scheduled monuments and listed buildings on the higher ground of the Garrison and Buzza Hill, we would recommend that your authority considers this as part of the mix.”*

##### Email from Lisa Walton dated 21/01/22

*“It appears that the HS doesn’t fully consider the significance of the outbuilding and cottage or provide a proper description of their interior accompanied with photos and it doesn’t present a schedule of impacts on all the listed buildings and different parts of the historic fabric which I would suggest is also included. We need to weigh up the scheme relative to the significance of the building and the impact of the proposal on that significance, weighing any harm with the wider public benefits. The Conservation Area is also a designated heritage asset so it’s worth referencing the impact of the proposal on this designation, particularly impacts/benefits within the Hugh Town area. The HS should also consider the opportunity for further recording and any archaeological potential (if there is any).”*

#### Summary of correspondence from Lisa Walton in June 2023

- Because the cottage and shed were shown outside the red line in the original application we have to submit a new planning application.
- She advised that in a new application the cottage should be included within the red line although its use is not changing from residential
- We need to get the CMP revised to include the ‘shed’ and the cottage.
- The DAS should be amended to highlight the benefits of the scheme revisions for both the project and the cottage tenant.
- She advised the applications should cover the whole of the project – thus picking up any minor other changes we have made.



## SECTION 3.0: PLANNING POLICY

### PUBLIC CONSULTATION

On 15<sup>th</sup> March 2022, the Council of the Isles of Scilly, in partnership with the Isles of Scilly Museum and the Islands' Partnership, launched a formal pre-planning consultation to gather views, ideas and feedback on the initial plans for the transformation of the Town Hall into a New Cultural Centre and Museum. An initial launch event that evening attracted **40** members of the local community, who watched a presentation, viewed the plans and had a chance to talk to representatives from all partners. We also sought views around four key areas, including asking people:

- What would make you want to visit the new Cultural Centre and Museum?
- What activities would you like to see at the new Cultural Centre and Museum?
- When thinking of the Isles of Scilly, what are the most interesting stories?
- What shall we call our new Cultural Centre and Museum?

A further event ('Meet the Architects') ran on 6<sup>th</sup> April 2022, with two drop-in events at lunchtime and in the evening attracting **50** people, as well as a school visit of **25** students and **three** staff.

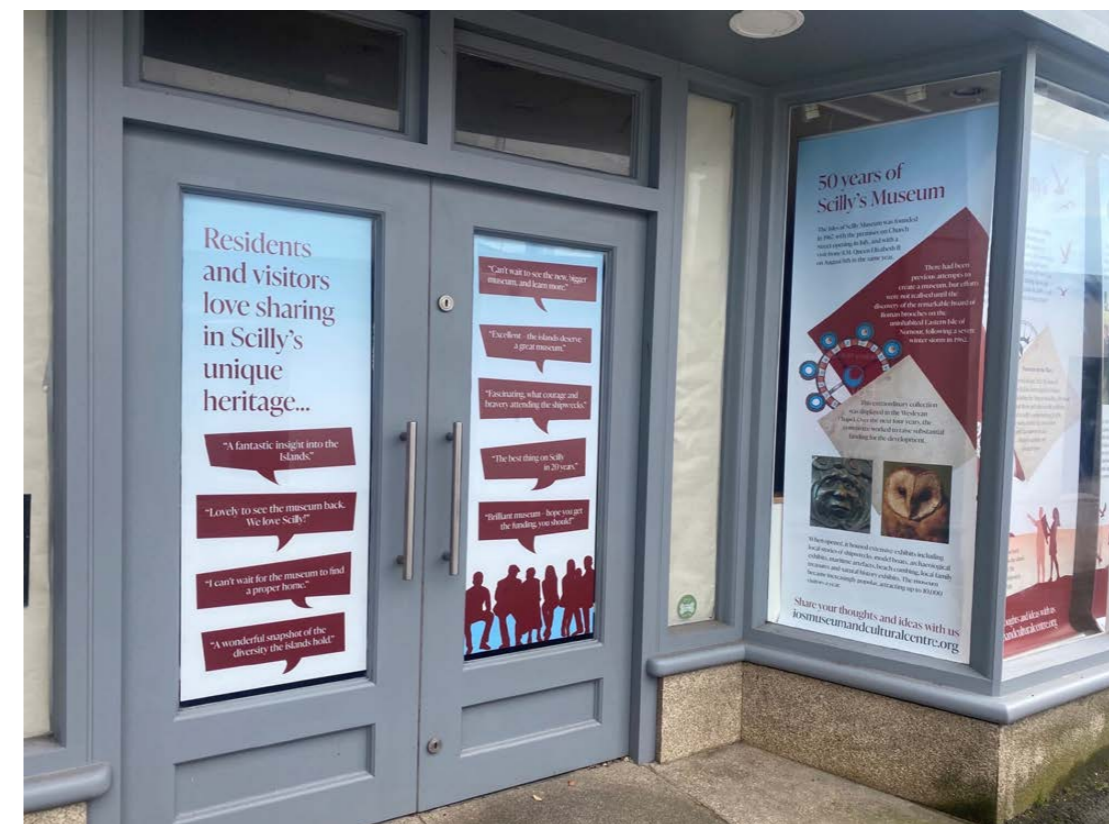
The 16<sup>th</sup> of March 2022 saw the formal launch of a complementary online consultation, hosted on the project website ([www.iosmuseumandculturalcentre.org](http://www.iosmuseumandculturalcentre.org)). This is more comprehensive, with a greater range of questions tailored by audience. Respondents were asked whether they identified as a local resident, Scilly diaspora ("I used to live on Scilly), a second-home/holiday-let owner, a seasonal worker or a visitor, allowing for sophisticated analysis of responses. As of 6<sup>th</sup> April, **101** people had responded, including 31 people from the local community, with **92% of people overall indicated support** for the proposals. This has been supported by a dedicated project website – [iosmuseumandculturalcentre.org](http://iosmuseumandculturalcentre.org) – which hosts the plans, a video walkthrough and a comprehensive set of FAQs.

A physical display of the plans, including a 3D model of the proposed development, has remained on display and is viewable by the public when the Museum on the Move is open (six days a week, from 10am-1pm). This has attracted a number of residents and tourists, with upwards of 50 people visiting and sharing their thoughts. In addition, around **125** students (aged 5 to 16) from the Five Islands Academy, accompanied by **15** staff, have visited Museum on the Move, view the Town Hall and hear about the plans. An MP4 walkthrough of the proposals, hosted on the project website and Council YouTube channel, has attracted **400 views** – making it by far the most watched video on the channel.

There have been five main areas of concern raised throughout the face-to-face consultations and on social media (but please note, these have been raised by a handful of people):

- 01 The height of the extensions, to house the air source heat pumps and to house the café.
- 02 The cladding on the building – is it visually in keeping with the immediate neighbourhood?
- 03 The performance hall – could it have a lower ceiling to improve the acoustics, and could the seats be standard rather than raked? There are concerns around the viability of high-tech installations and can these be maintained/fixed with ease and efficiency online?
- 04 Storage – does the new build allow for enough storage for all the different users, e.g., the Museum artefacts, performance equipment, etc.?
- 05 The displacement of two mobile food vans that are currently parked, in the summer, where the café extension is sited (NB: the Council is working to relocate these when their licences expire in the next two years, pre-build).

A further public consultation was held from Monday 10<sup>th</sup> July 2023 in the Town Hall to gain feedback on the revised scheme and notably the inclusion of the Outbuilding.



SECTION 3.0: PLANNING POLICY  
PUBLIC CONSULTATION

MEET THE ARCHITECT



## SECTION 3.0: PLANNING POLICY

### CONSULTATION DURING THE PLANNING PROCESS

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Below is a summary of the consultee and comments from members of the public that were submitted during the public consultation process for the previous approved planning and listed building consent application ((P/22/024/LBC).

#### **Response from Historic England:**

Historic England provides advice when our engagement can add most value. In this case we are not offering advice. This should not be interpreted as comment on the merits of the application

#### **Response from CFRS**

Access for fire appliances within the site will be considered satisfactory providing it complies with Part B5 of Approved Document B, Vehicle Access. Cornwall Fire and Rescue have no additional comments

#### **Response from Environment Agency**

We have no objections to this development. Pleased to see that the Design and Access Statement has included our pre-application comments and that flood resilient and flood resistant techniques are to be used and further considered.

#### **Comments from The Victorian Society**

The Town Hall, built in 1889 by J Goodfellow is listed Grade II and forms one of the most imposing buildings within the low rise and architecturally simple character of Hugh Town's townscape. This is typified by the much lower buildings of a vernacular character which surround the Town Hall, which allow it to stand out as an impressive civic building, despite its relatively simple design.

It appears from the application documentation that the interior retains few features of interest and therefore we can accept the proposals to the interior of the Town Hall building. However, if any historical features survive these should be preserved.

The Victorian Society understands that some exhibits require certain spaces within the museum, but any acceptable proposal must be on a smaller scale which is subservient to the existing Town Hall building in scale and design. No extension should extend higher than the existing ridge level, nor beyond the lines of the elevation. The NPPF states the desirability of sustaining and enhancing the significance of heritage assets (para 190a) and that 'Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance.' (para 206). These proposals would not guarantee this and must be revised so that they can accommodate the needs of the museum while preserving the special character of the Town Hall. I would be grateful if you could inform me of your decision in due course

We also accept the principle of extending the existing building. However, we are concerned by the design and scale of the proposed extensions. Most concerning is the extension on the site of the 1970s office block. This part of the proposals would be taller than the existing 1970s block, and taller than the Town Hall itself. This would harm the significance of the Town Hall, decreasing its assertiveness within the townscape as one of the most important buildings in the area. Similarly, the rear extension, although lower, remains very assertive. It extends beyond the line of the rear elevation of the Town Hall and its ridge height is almost equal to that of the Town Hall. This would harm the significance of the Town Hall due to its assertiveness. This is clearly demonstrated in the three-dimensional view from the southeast in which the extension appears very large and overbearing. Furthermore, it would overshadow the listed 18th century cottage beside the Town Hall, harming the setting of the listed building.

The Victorian Society understands that some exhibits require certain spaces within the museum, but any acceptable proposal must be on a smaller scale which is subservient to the existing Town Hall building in scale and design. No extension should extend higher than the existing ridge level, nor beyond the lines of the elevation.

The NPPF states the desirability of sustaining and enhancing the significance of heritage assets (para 190a) and that 'Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance.' (para 206). These proposals would not guarantee this and must be revised so that they can accommodate the needs of the museum while preserving the special character of the Town Hall.

#### **Response from the Cornwall Archaeological Unit**

Based on the submitted evidence, in this instance, we consider it unlikely that significant historic building fabric and buried archaeological remains will be disturbed by the proposed redevelopment of the building and the adjacent site. Therefore, no historic building or archaeological mitigation is required, and no condition is sought.

#### **Comments from the Theatres Trust**

Issues raised concerning the internal layouts to be addressed in the next stage of the design development and concludes that "we are supportive of the change of use and the principle of bringing cultural and social functions together and are supportive of the theatre element of this scheme. We would support a granting of planning permission and listed building consent on that basis."

#### **Members of the public's comments included:**

The footprint of new build will take up the space currently being used for recycling bins and fast food vans and the possibility of providing a fixed development for fast food outlet in the vicinity of the Town Hall.

## SECTION 4.0: DESIGN PRINCIPLES

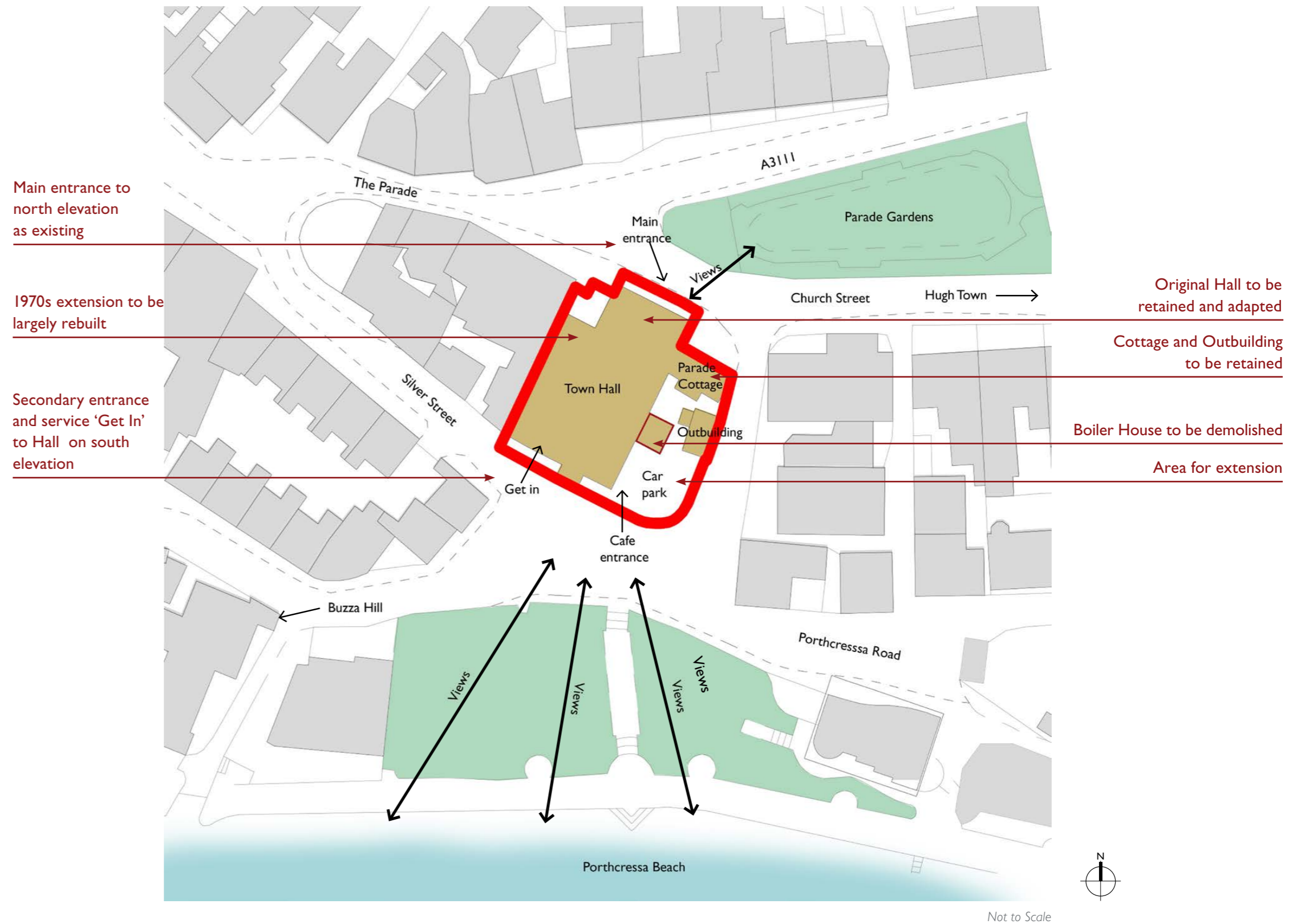
### SITE STRATEGY

The design team have worked through a number of options for the Town Hall and which seek to comply with the client group brief requirements. These options have been considered and debated by the client group and a preferred option has been agreed which is described in the drawings and documentation included within this report and as outlined below.

#### STRATEGIC DECISIONS

The RIBA Stage 3 design scheme illustrated is based on the following strategic decisions:

- The original hall should be largely retained and adapted for the main new culture and community space.
- The primary entrance to the Museum should be from the original north-east façade from the Parade Gardens;
- Due to the proximity and importance of Porthcressa Beach, a secondary entrance and foyer space should be provided from the south-east side of the building;
- A new extension should be provided on the south-east corner of the existing building and should create both a secondary entrance to the complex and the primary entrance to the culture and community space.



## SECTION 4.0: DESIGN PRINCIPLES

### KEY DESIGN MOVES

- Options for accommodating the Klondyke rowing gig are limited and in order to create space with adequate ceiling height to allow for the rig it should be housed in the new extension;
- The key customers for the café and bar will be from Porthcressa Beach and the performance space audiences rather than Museum visitors and so the café and bar should be orientated accordingly and located in the new extension;
- The main Museum visitor route should include both the Klondyke and an AV interpretative installation in the hall and hence there needs to be good legible linkage between them both and the primary collection exhibition spaces;
- Access to all floor levels should be provided by a lift which should be positioned to optimise its location on the building's circulation routes and if possible avoid the need for a second lift;
- Circulation is to be provided around the building without the need to enter the performance space to allow for maximum flexibility;
- The 1970s extension will provide supporting ancillary accommodation on the ground floor, with exhibition and activity space on the first floor and library, archive and gallery space on the top floor. To increase floor area it will be extended forward at the north-east end over the current entrance lobby. Its roof will be modified to provide space for visually screened roof top plant;
- The servicing strategy in compliance with the Town Hall's sustainability strategy (Section 6) will involve a move from carbon fuels to electricity and using air-to-air heat pumps. This means primary plant and heat exchangers will be at roof level with vertical ducting to distribute to the ground and first floors; and
- The new south-east extension should be planned so as not to preclude a possible future extension to link the adjacent cottage and stone shed should they become available at some date in the future.

### SECTION C-C



*Not to Scale*

## SECTION 4.0: DESIGN PRINCIPLES

### DESIGN APPROACH

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The alterations to the 1970s extension include stepping this part of the building back from the original Town Hall and neighbouring building in order to reduce the impact of the increased height. This can be appreciated in the view from the parade.

The external pavement will have to be resurfaced slightly to ensure that there is step free access into the Museum as there is currently a 120mm step.



# SECTION 4.0: DESIGN PRINCIPLES

## DESIGN APPROACH

### PROPOSED GROUND FLOOR PLAN

Welcome and orientation space with a shop and Tourist Information Centre which leads to the top lit gallery. Large flexible community space with movable seating. The new extensions provide a new cafe as well as changing and toilet facilities.



#### KEY

- BoH
- Cafe
- Circulation
- Cottage
- Museum
- Performance Space
- Plant
- Toilets

Not to Scale

# SECTION 4.0: DESIGN PRINCIPLES

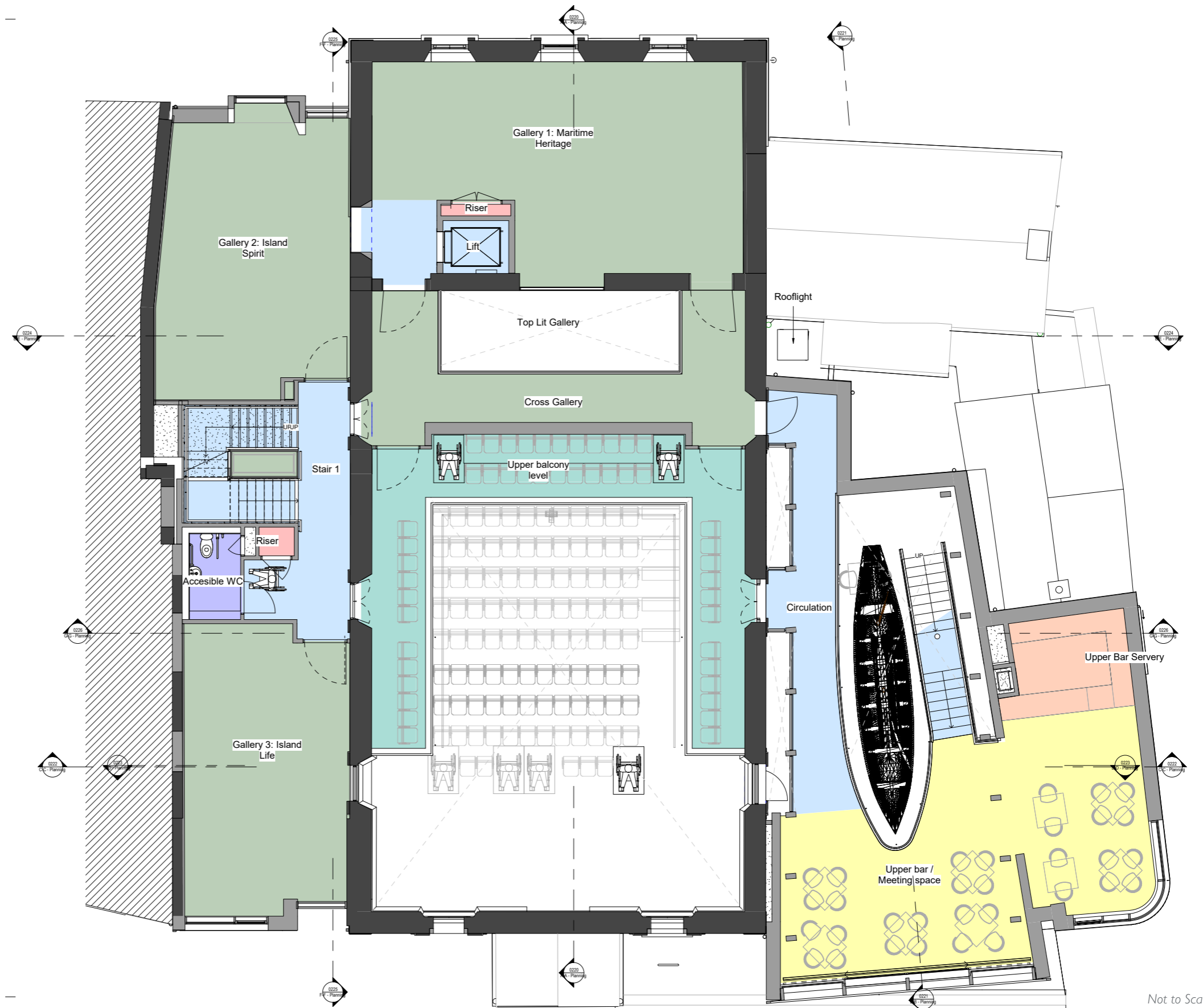
## DESIGN APPROACH

### PROPOSED FIRST FLOOR PLAN

The first floor provides dedicated exhibition spaces, balcony seating over the performance space and further cafe seating around the Klondyke rowing gig.

#### KEY

- BoH
- Cafe
- Circulation
- Cottage
- Museum
- Performance Space
- Plant
- Toilets



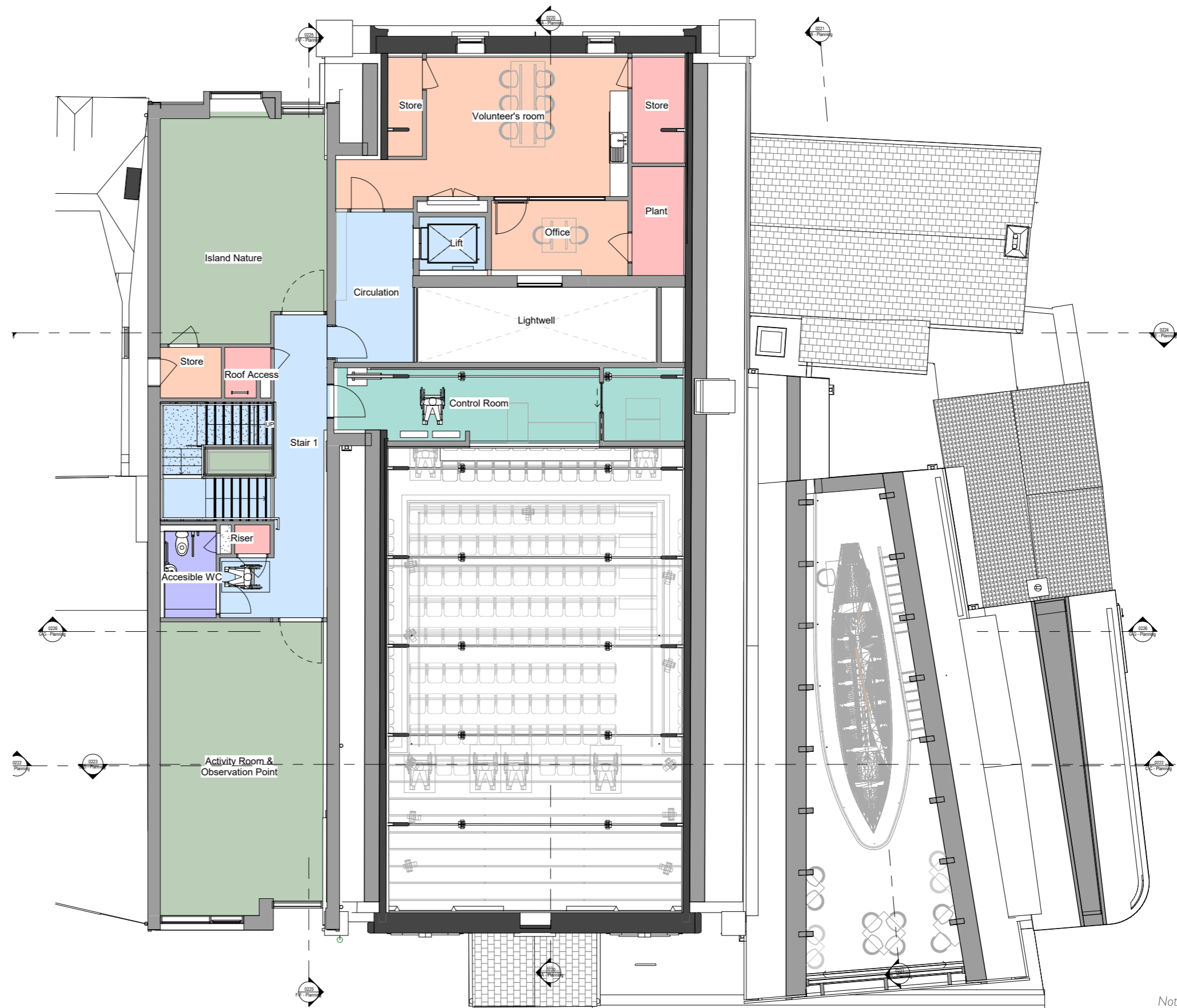


# SECTION 4.0: DESIGN PRINCIPLES

## DESIGN APPROACH

### PROPOSED SECOND FLOOR PLAN

The second floor provides further exhibition space, the control room for the performance space and the volunteering area. All areas are accessible.



#### KEY

- BoH
- Cafe
- Circulation
- Cottage
- Museum
- Performance Space
- Plant
- Toilets

Not to Scale

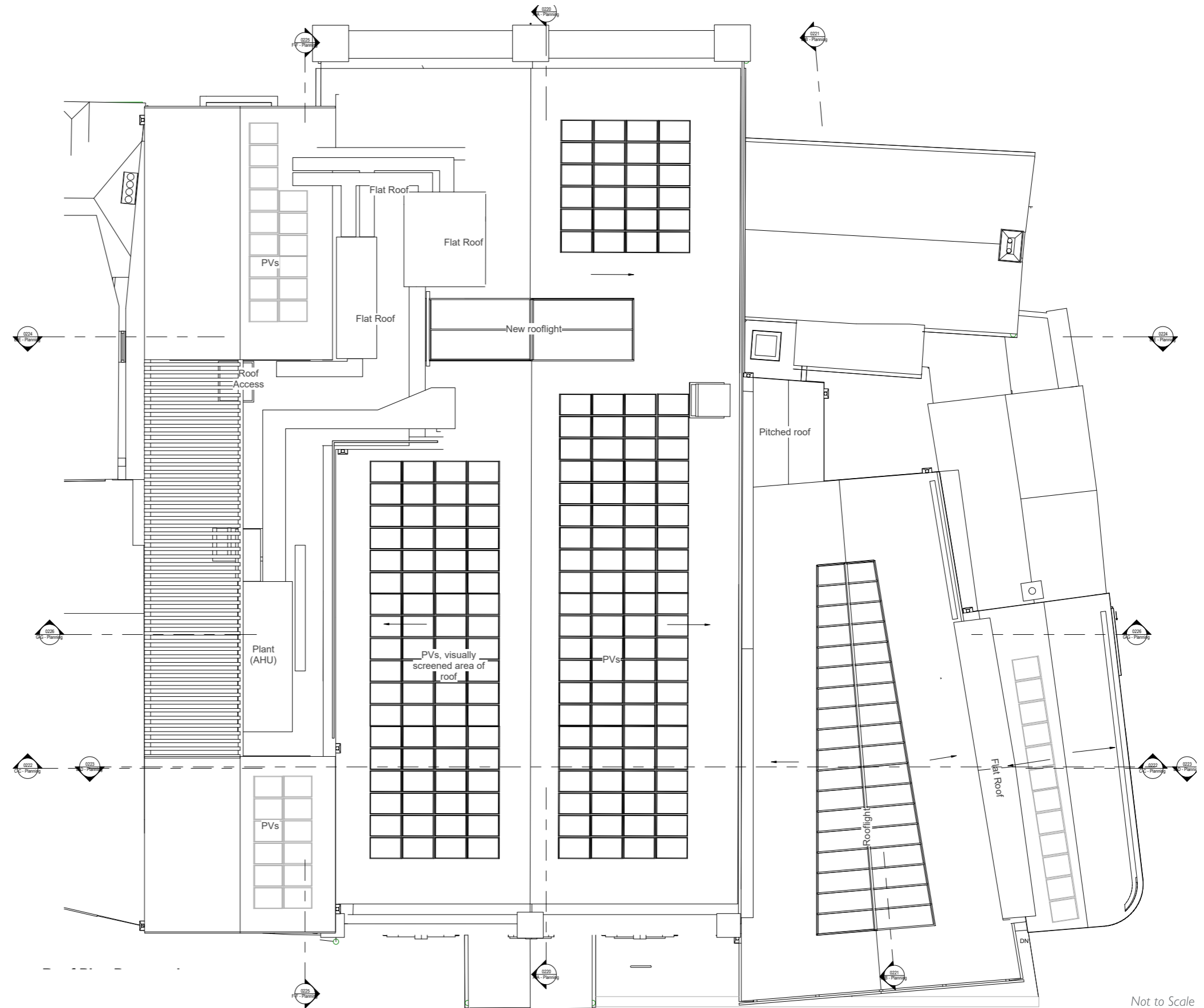
## SECTION 4.0: DESIGN PRINCIPLES

### DESIGN APPROACH

#### PROPOSED ROOF PLAN

Photovoltaics are proposed on the roof of the auditorium as well as sections of roof on the west side extension. A roof light has been proposed on the main roof to facilitate the top lit gallery. The west extension houses the plant which is screened by a vertical louvred screen. Several flat roof sections have been proposed to allow for the creation of a second floor and ensuring that the lift services all areas. The east extension features further rooflights which provide natural light to the cafe areas.

There are no proposed changes to the roofs of Parade Cottage and the Outbuilding. The extension to Parade Cottage to create a utility room will feature a roof light.



Not to Scale

## SECTION 4.0: DESIGN PRINCIPLES

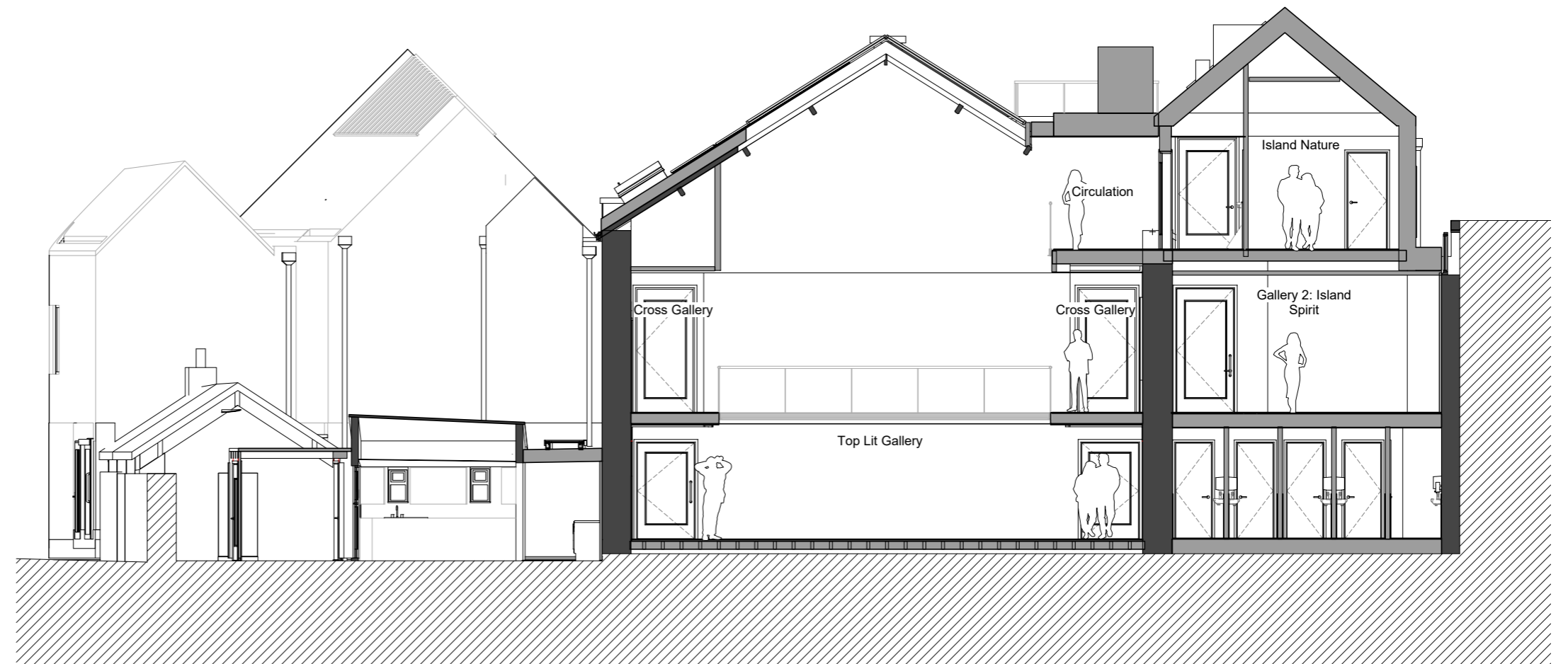
### MUSEUM PLANNING

The main entrance to the Museum will be through the current entrance off Parade Gardens, remodelled to enhance its accessibility and presence. This area will include the reception and ticketing desk, the retail space for the Museum and the addition of space for the Tourist Information Centre. The first main exhibition space will be directly off the entrance on the ground floor of the original Town Hall. The secondary partitions in this space will be removed to give greater flexibility for the layout of the introductory museum exhibitions retaining the two cast iron columns that support the first floor. The main lift for the building will be positioned close to the entrance and will give access to all floor levels in the building.

The back wall of the ground floor exhibition space will be opened-up to bring light down into the rear of the space from a roof light above. This lightwell will provide a visual link to the exhibition floors above. A new flight of steps will give access up to the rear level of the performance hall and 1970s extension.

The secondary partitions to the first floor spaces in the front of the Town Hall are removed to create a larger open exhibition space. The first floor exhibition space links via lift and stairs through to further exhibition galleries on both first and second floors of the 1970s extension.

#### SECTION E-E



Not to Scale

## SECTION 4.0: DESIGN PRINCIPLES

### MUSEUM PLANNING

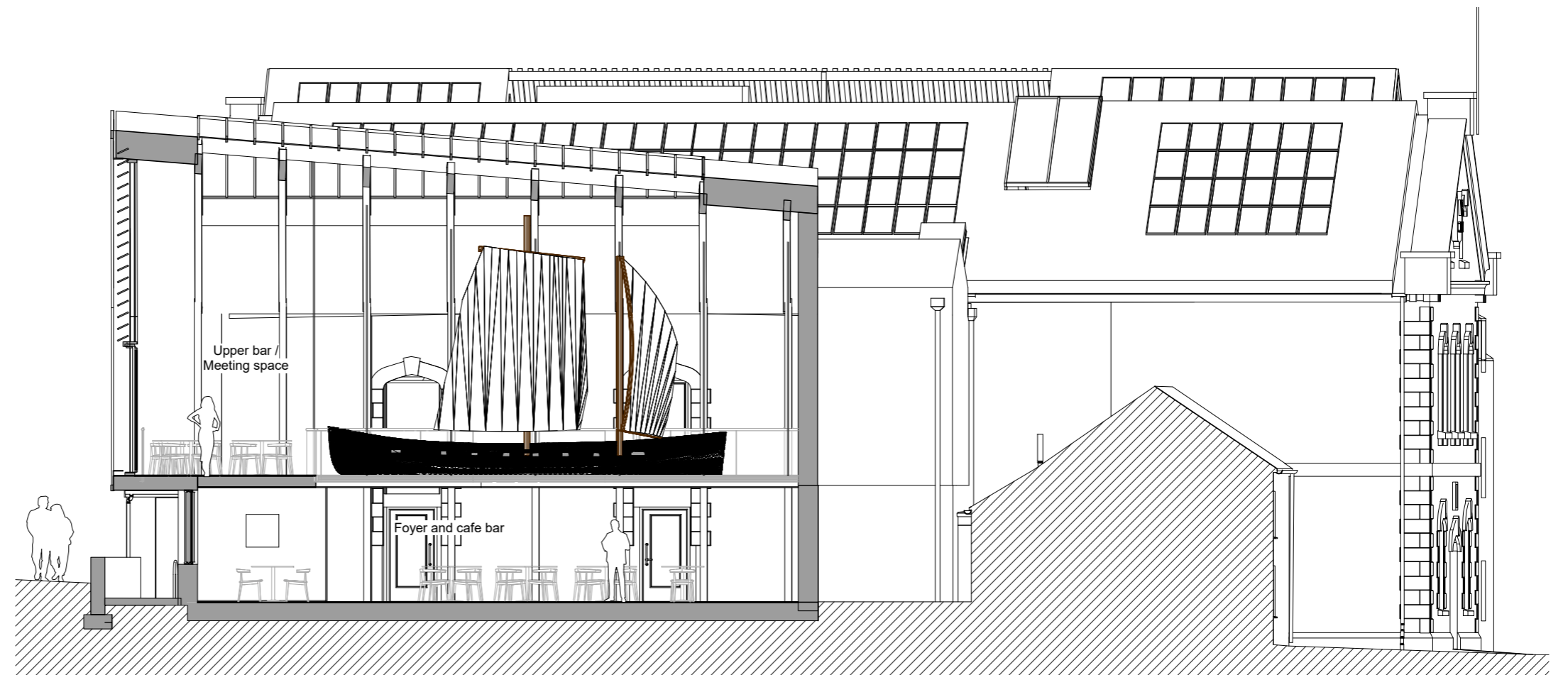
From the toplit gallery, the visitor will be able to circulate into the performance space where there will be an audio-visual interpretative tour of the Islands. From here you will ascend the new staircase in the location of the 1970s extension or use the lift to gain access to the first and second floor where the exhibition continues.

The attic space of the main Town Hall will be upgraded to provide a volunteers space.

Furthermore, although not behind the pay barrier, visitors will be able to see the Klondyle gig suspended at first floor level so that its hull construction can be viewed from the cafe area below. A new staircase in the cafe will take visitors up to view the boat in detail and see views out across Porthcressa beach.

There is no significant provision for reserve collections or new accessions storage which will have to be found off site.

#### SECTION B-B



Not to Scale

## SECTION 4.0: DESIGN PRINCIPLES

### THE HALL

The new performance hall is created by adapting the Town Hall's main original assembly hall. The stage is removed and the performance space is created on the south-west end of the existing space with the raked seating storage area at the north east of the space. A flat performance space allows for maximum flexibility and accessibility.

New side balconies provide seating to both sides of the hall taking advantage of the stone arched window openings to provide access and create visual links.

The layout in the theatre mode provides six wheelchair spaces (four at ground level and two on the balconies) along with 113 seats on the ground floor and 48 seats on the balcony level. This provides 167 seats in total.

A screen will hang in the south west end as a backdrop to any performances as well as acting as the screen for the introductory museum video.

Changing rooms are provided in the 1970s extension with an accessible changing room at ground floor level along with sanitary facilities. A further changing space is provided in one of the galleries for large groups. There are doors either side of the stage which allow for access each side.

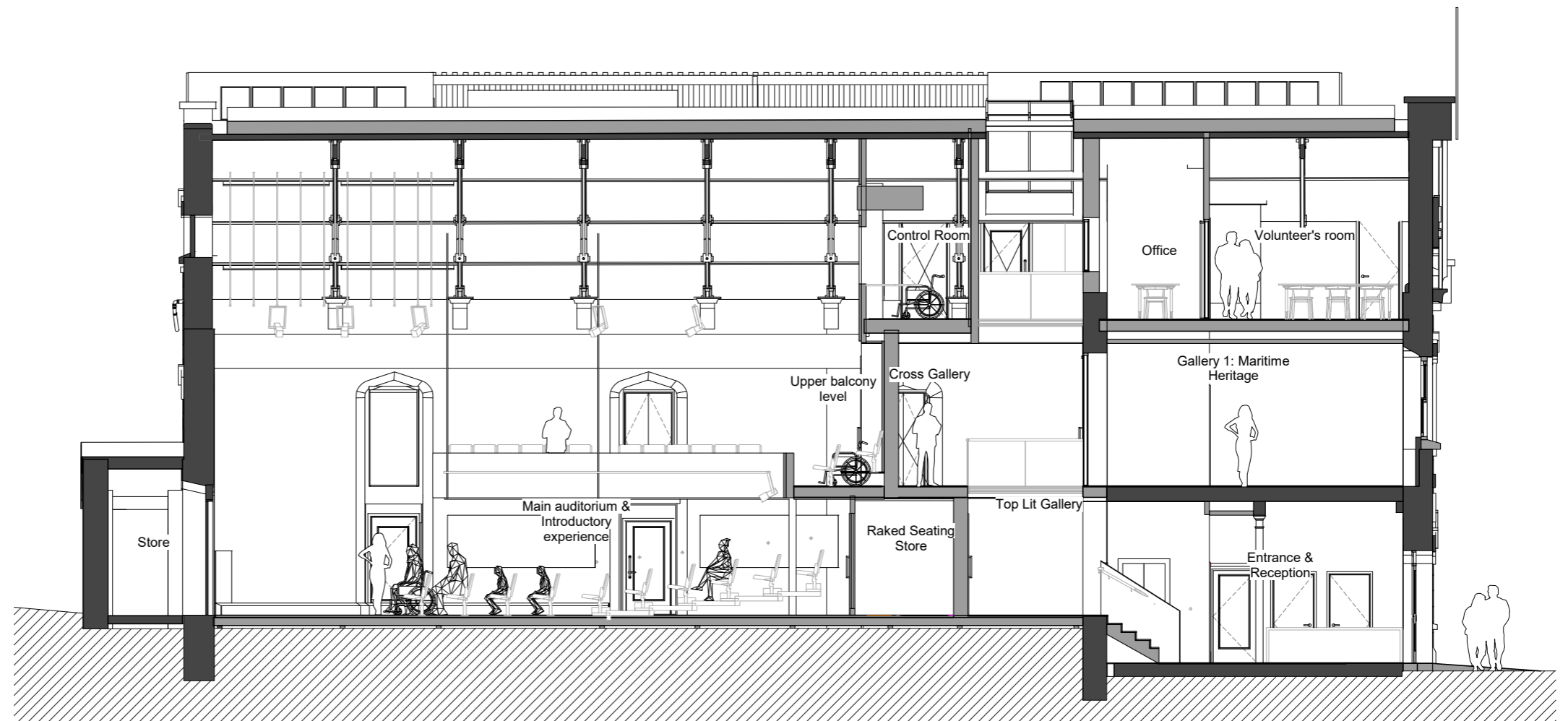
The 'get-in' for equipment is provided by dropping the cill of one of the windows on the south west elevation. This creates a large high doorway to the back-stage area.

The main entrance for when the Hall is in performance use is envisaged as the Porthcressa entrance, using the cafe and bar area as the foyer and a secondary bar area at first floor. With the visual interest of the Klondyke and the fine views they offer across Porthcressa Beach these areas will provide attractive foyer spaces during the intervals and before and after performances.

Sanitary provision is provided in the Outbuilding, on the ground floor of the 1970s extension and one accessible WC is provided on each of the upper floors. The sanitary provision meets the performance space occupancies.

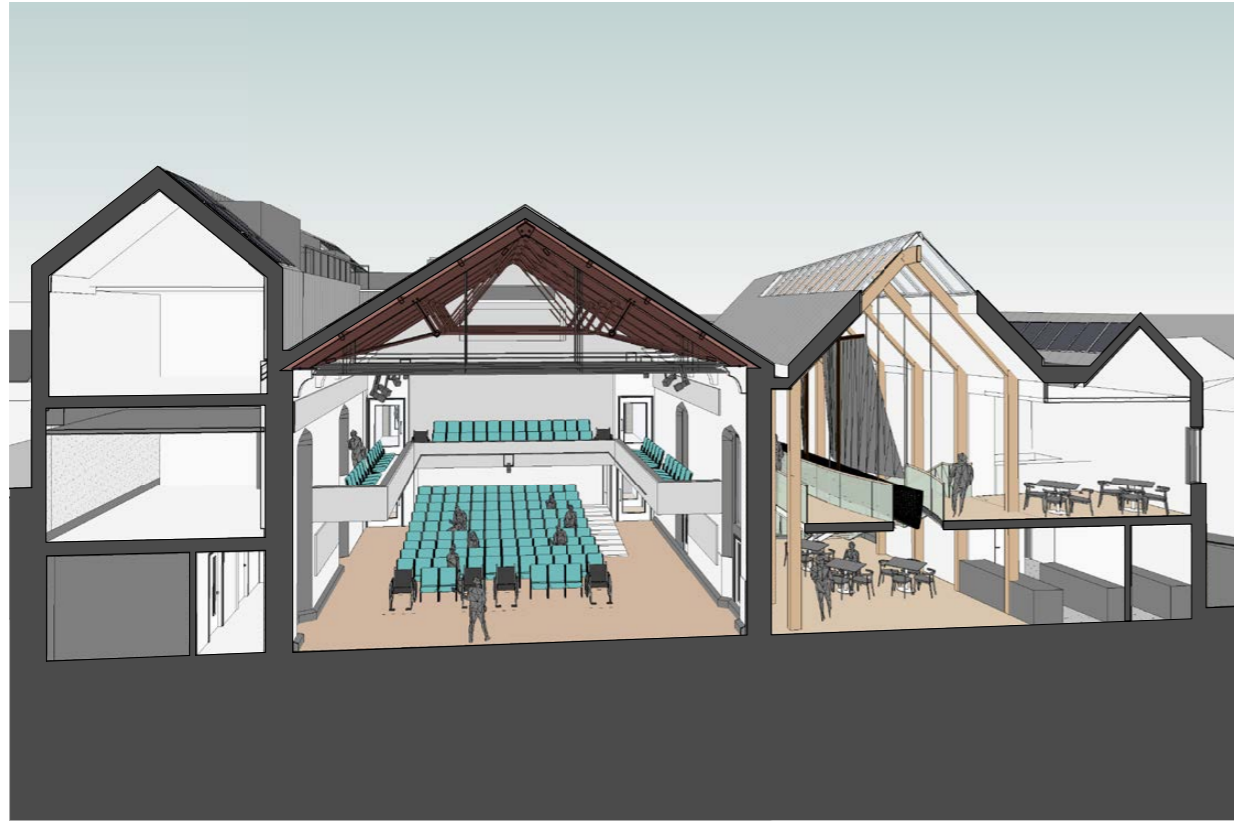
A control room and sound desk are located at high level centrally overlooking the stage. The control room is accessed from the second floor.

#### SECTION A-A

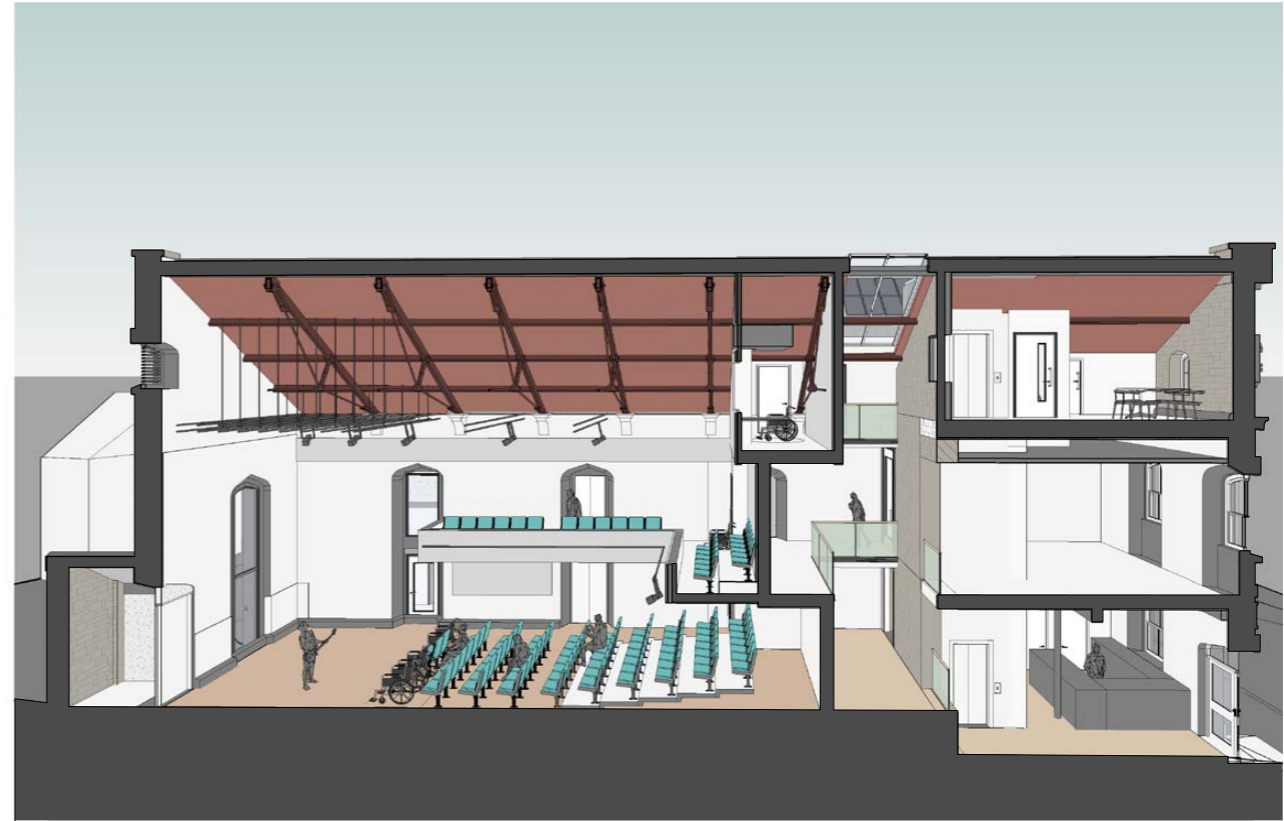


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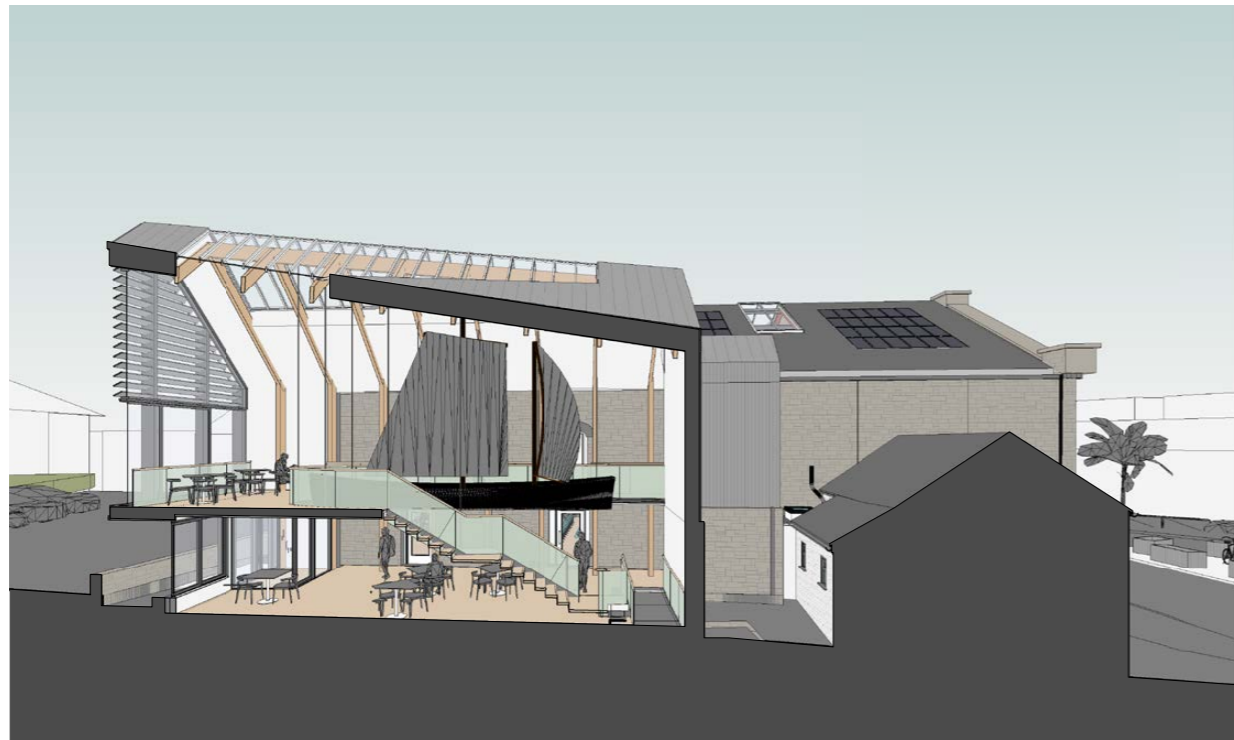
SECTION 4.0: DESIGN PRINCIPLES  
THE HALL



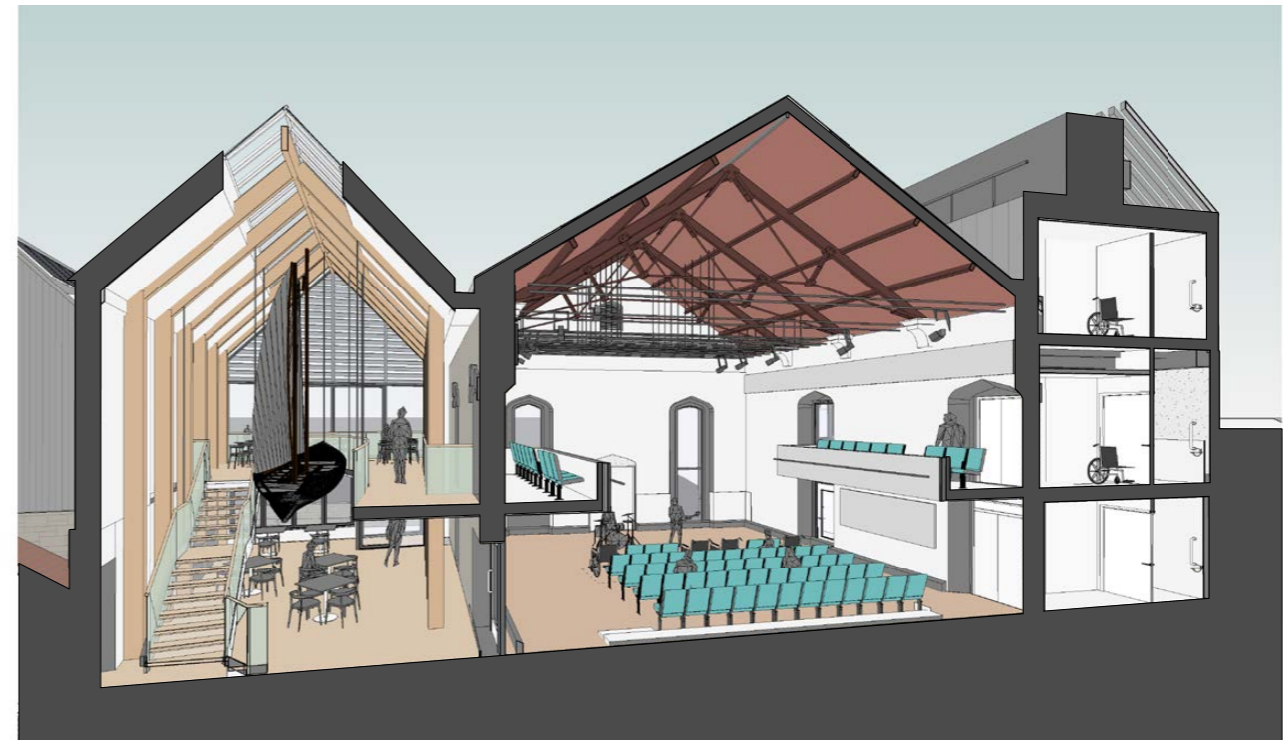
1: Full scheme section



2: Town Hall section



3: Boat Hall section



4: Scheme cutaway

## SECTION 4.0: DESIGN PRINCIPLES

### ELEVATIONAL DESIGN

The main front and rear elevations of the Town Hall will see little change from their original design. The 1970s extension will be re-worked with a new slate roof profile to accommodate the roof top plant required and its narrow street elevations to the north-east and south-west significantly improved with a granite base to the ground floor, vertical timber profiled boarding above and new fenestration.

The upper part of the central section of the new extension projects over a new sloping walkway and side wall to emphasis the entrance form Porthcressa Beach.

The area around the main entrance will be resurfaced to allow for an accessible step free entrance as there is currently a 120mm step.

It is proposed to upgrade the windows with slim double glazed timber sash windows to improve the energy efficiency of the building.



North-East Elevation



South-West Elevation

## SECTION 4.0: DESIGN PRINCIPLES

### ELEVATIONAL DESIGN

The new extension to the south east side of the Hall is of two bays that have open soffits and pitched roofs which repeat on a diminishing smaller scale, the cross section of the Hall's roof.

The angling of the new extension's ground floor plan means the ridge line of the new central pitch extension falls towards the north-east, visually opening its elevations towards the south-west and Porthcressa Bay, whilst accommodating the height of the Klondyke's rig and helping reduce its scale against Parade Cottage.

A lower pitched roof element sits behind the main extensions which provides a vital link between the cafe and the Town Hall which omits the need to enter the performance space. The reduction in height aims to minimise the impact on Parade Cottage. This allows spaces to act independently. There is no proposed changes to the south east elevation of the Outbuilding or Parade Cottage.

The building is proposed as being constructed with a granite block base with vertical oak boarding above and seamed zinc sheet roofing.



South-East Elevation



North-West Elevation

Not to Scale



## SECTION 4.0: DESIGN PRINCIPLES

### PHYSICAL MODEL

Please note that the scheme has developed since this physical model was created. However, the concepts remain unchanged.

Views of Elevations from the Town



1: Aerial view from North-east



2: View from north near Parade Square



3: View from south-east

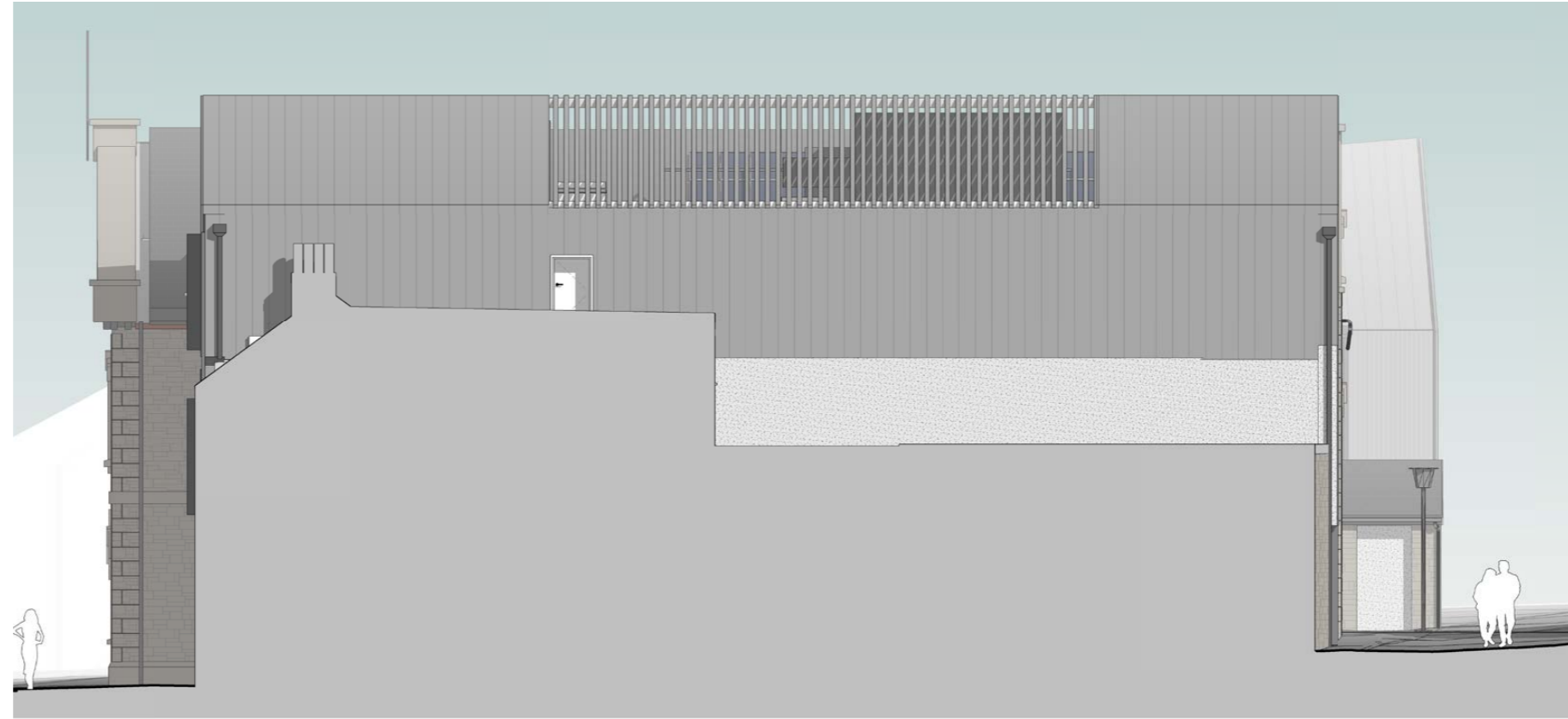


4: View from the North-east

## SECTION 4.0: DESIGN PRINCIPLES

### AIR SOURCE HEAT PUMPS

Following the planning application consultation, and in response to councillors' comments and concerns raised at the committee meeting on the 30<sup>th</sup> of June 2022, the proposals were revised to lower the height of the new roof over the 1970s in order to make it more subservient to the existing Town Hall, and to reduce the verticality of this element the timber cladding has been changed from vertical to horizontal cladding. To achieve the reduced height the design was changed from an asymmetrical roof over this part of the building to a symmetrical pitched roof.



North-west Elevation



Section F-F

Not to Scale

## SECTION 4.0: DESIGN PRINCIPLES

### PARADE COTTAGE AND OUTBUILDING

The planning and listed building consent application has been resubmitted as the opportunity has arisen to include the Outbuilding and part of Parade Cottage yard within the scope of the project. This proposal has been discussed in person with the tenant of the cottage.

The proposed inclusion of the Outbuilding and thereby a section of the Parade Cottage yard has transformed the scheme as it has greatly improved circulation routes through the building. Although it is only a small increase in footprint, notably it provides a linkage between the café and the entrance and reception area and omits the need to enter the main auditorium. This is important in allowing different uses to operate independently.

Furthermore, it allows the café to have its own independent sanitary facilities (including an accessible WC). These WCs also allow the scheme to achieve the required number of sanitary facilities in line with the maximum occupancy levels of the main auditorium.

The new link is the smallest possible size in line with building regulations to ensure that the maximum amount of yard can be retained. All the openings utilised are existing openings with the opportunity to use one of the existing windows in the Outbuilding to provide the entrance. The WCs have been arranged to ensure that the large fireplace is left exposed.

The works to the yard of Parade Cottage will also involve upgrading the facilities to the Cottage to improve the living arrangement for the tenant. This includes alterations to the kitchen to provide a utility room as well as a wet / drying room following consultation with the Cottage tenant.



*Inside of the Outbuilding*



*The kitchen extension to Parade Cottage*



*The external wall between Parade Cottage and the Outbuilding*



*The north east elevation of Parade Cottage with the new extension behind*



*The kitchen of Parade Cottage*

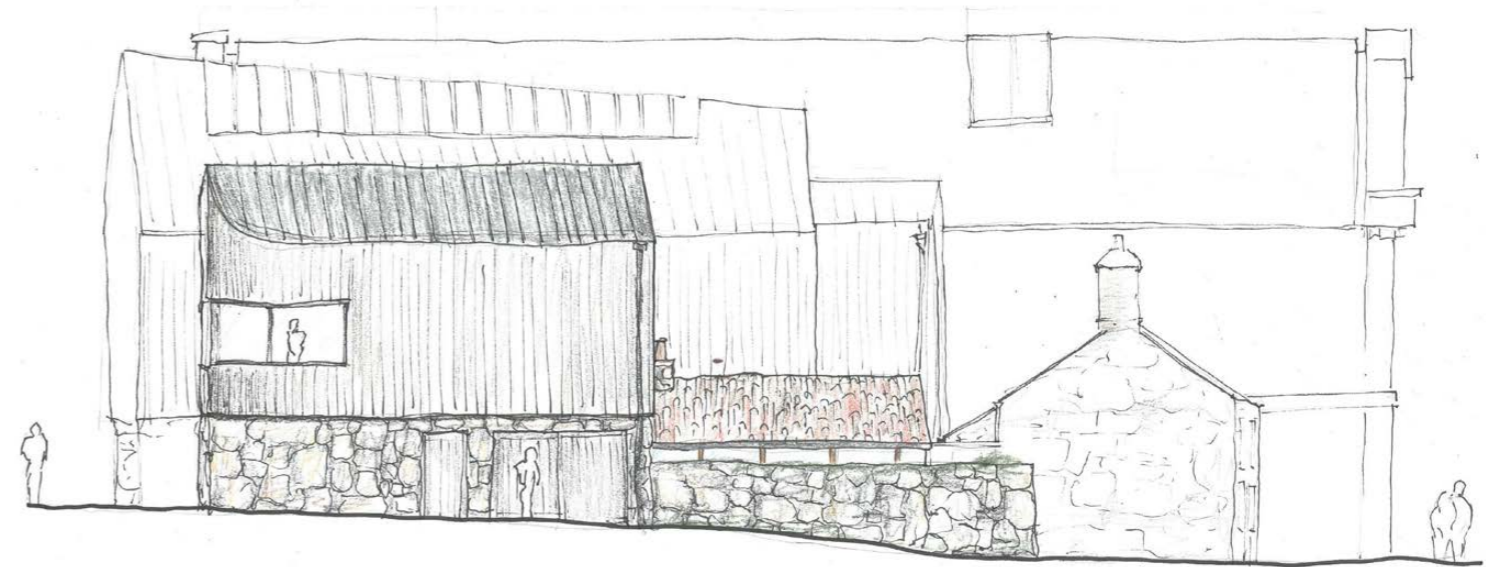
## SECTION 4.0: DESIGN PRINCIPLES

### ALTERATIONS TO OUTBUILDING

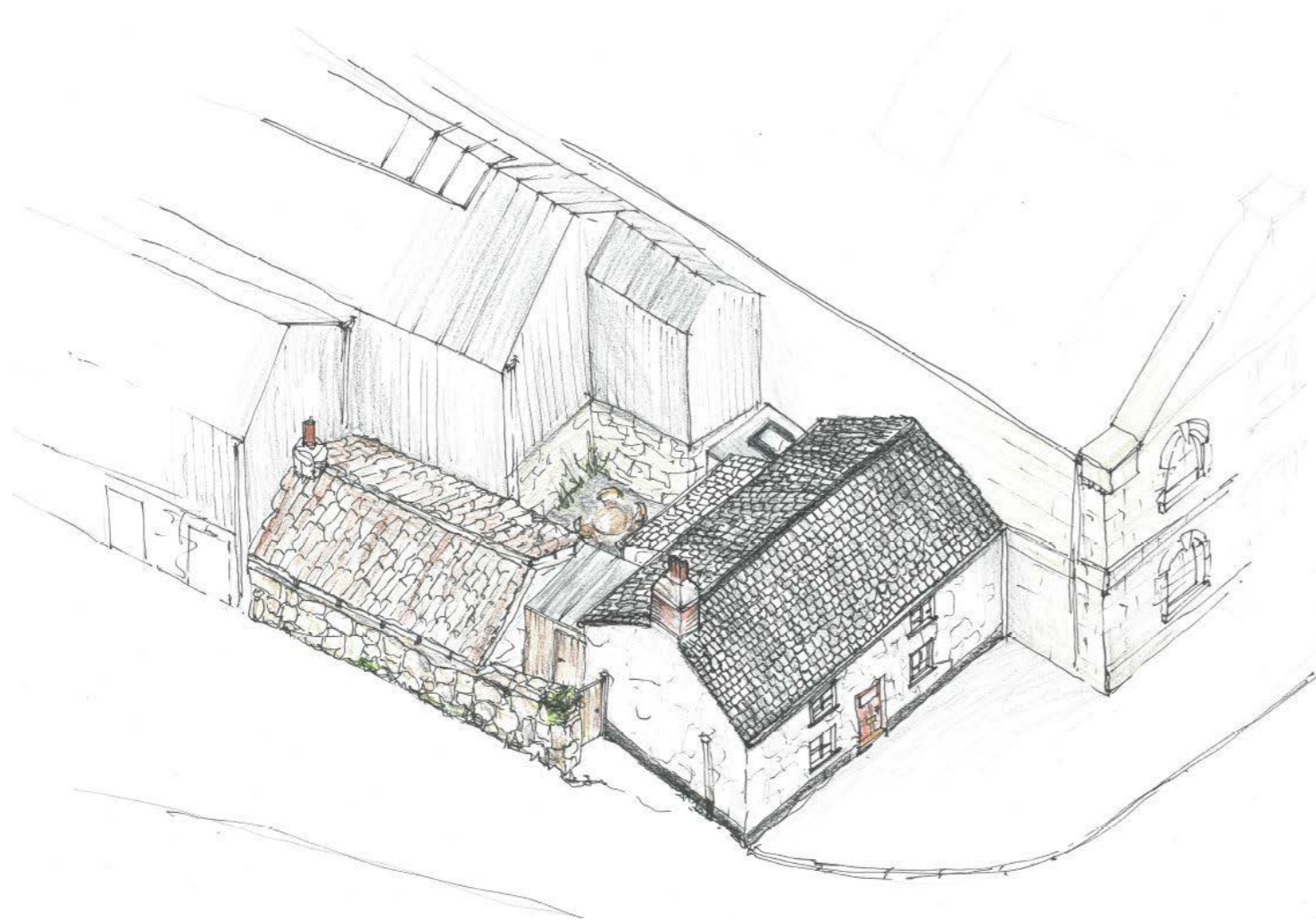
To provide level access into the Outbuilding, as well as to provide a useable space, it is proposed that the floor is raised, along with the roof. The existing floor is a concrete slab and does not contribute to the significance of the asset. All contemporary partitions will be removed and replaced with similar lightweight reversible partitions. There are no new openings proposed. The building will be carefully conserved, including removing all the pantiles from the roof after being carefully recorded to allow for the removal of the expanding foam which has been inserted. Any required repairs to the roof timbers can be done at this stage, if any repairs are required these will be splice repairs to match the existing materials. All cementitious pointing will be removed

from the roof area and flaunching to the chimney, and renewed with an NHL lime mortar. Any failed and missing joints will be raked out and repointed using NHL lime mortars. The insertion of a glass strip at the eaves allows us to raise the roof and flood the space with natural light. It is also a clear intervention which allows for legibility of intervention.

The adjacent sketches demonstrate the impact of this and the extensions to Parade Cottage Yard on the scheme.



Proposed South-East Elevation (design development sketch)



Axonometric view of proposed scheme (design development sketch)



Perspective view of proposed alterations (design development sketch)

## SECTION 4.0: DESIGN PRINCIPLES

### EXTERNAL LIGHTING

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Careful consideration has been given to all aspects of the external lighting of the museum to ensure the effect is both sympathetic to the building and respectful to surrounding area and wider environment.

All functional lighting to entrances/exit doorways will employ luminaires with 0% upward light ratio (ULR) in order to prevent unnecessary environmental light spill, as recommended by the Institution of Lighting Professionals (ILP), thus contributing towards our dark sky environments.

Where façade lighting has been proposed it has been done so in a sympathetic manner. A number of building elements have been selected for highlighting, due to their architectural prominence, as opposed to floodlighting the building façade. Mounting locations have been carefully selected to both conceal the light sources from view and ensure the illumination is contained within the building façade, again preventing any unnecessary light spill where possible.

In addition to this it is proposed the façade luminaires be controlled via a time clock, allowing curfew times to be applied and ensuring the luminaires are not left on all night.

## SECTION 4.0: DESIGN PRINCIPLES

### EXISTING AND PROPOSED AREAS

Please see below a table of existing and proposed areas.

EXISTING				
	Ground Floor (m <sup>2</sup> )	First Floor (m <sup>2</sup> )	Second Floor (m <sup>2</sup> )	Total (m <sup>2</sup> )
Town Hall	283	69	67	419
1970s Office Block	122	93	88	303
Parade Cottage	35	27	-	62
Outbuilding	15	-	-	15
Boiler House	14	-	-	14
<b>Total</b>				<b>813</b>

PROPOSED				
	Ground Floor (m <sup>2</sup> )	First Floor (m <sup>2</sup> )	Second Floor (m <sup>2</sup> )	Total (m <sup>2</sup> )
Town Hall	283	155	99	537
1970s Office Block	122	122	114	358
Parade Cottage	43	27	-	70
Outbuilding	15	-	-	15
Boiler House	0	-	-	0
Cafe extension	124	85	-	209
<b>Total</b>				<b>1,189</b>

## SECTION 5.0: HERITAGE SIGNIFICANCE AND ASSESSMENT

### HERITAGE IMPACT ASSESSMENT

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The heritage significance of the Town Hall is discussed in detail in Portico Heritage's Heritage Statement. See Appendix A

The statement emphasises that the building is a modest late 19th century civic building but one which has a considerable presence in Hugh Town and hence the Isles of Scilly as a whole. It was built as a simple building with an impressive front formal elevation but internally had very little significant original architectural detail except the attractive ironwork trusses and roof to the main hall. Perhaps its greatest significance is its contribution to the civic, social and community life of the Islands and its role as the principal place of meeting, gatherings and entertainment for the Islands – residents of Scilly regard it with great affection. The impact of the proposals illustrated in this report on the Town Hall's existing fabric can be summarised as follows;

- The Town Hall's original principal space, the Hall, is being retained both in its original function and physically with its proportions, volume and its visible roof structure and construction effectively unchanged.
- The proposed new balconies will enhance the hall visually and provide additional seating essential to its financial viability. The blocked original granite dressed stone openings will be re-opened to link the hall with its side spaces, provide circulation and draw light from the adjacent spaces.
- The front and rear original elevations will remain unchanged but their masonry and joinery will be cleaned, repaired and redecorated.
- The 1970s utilitarian extension will be enhanced with a new roof and re-designed elevations that sit better visually with the adjacent granite elevations of the original building.
- The new extension to the south-east of the Hall will make better use of an important focal space in the town, currently used for waste re-cycling and parking. It will help the building better address the wonderful aspect of Porthcressa Beach. In addition, it will provide space for important functions such as the café, bar and foyer and the Klondyke display that will contribute to the Hall's future viability.
- New environmentally efficient servicing will allow the removal of the unsightly internal flue running up through the hall and the external boiler house and will help achieve future sustainability goals of net zero-carbon and reduction in the use of fossil fuels.
- The principal changes to the original Hall's existing fabric will be the insertion of a rooflight for the light well, slight raising of the slate coverings to allow ventilation and insulation of the roof, removal of some secondary internal partitions to create more flexible exhibition areas and re-opening of a number of the original hall windows.

Overall the benefits arising from the changes to the Town Hall's fabric will be very significant in securing its future in better condition and contributing to its long-term sustainability. We are of the view that the disbenefits of the relatively minor changes proposed and that are necessary to meet the brief requirements are far outweighed by the resulting benefits.

# SECTION 6.0: SUSTAINABILITY STRATEGY

## QODA CONSULTING

QODA Consulting have been appointed as part of the design team for the refurbishment and extension of the Isles of Scilly Town Hall building in Isles of Scilly. See Appendix B for the full Sustainability Strategy Report.

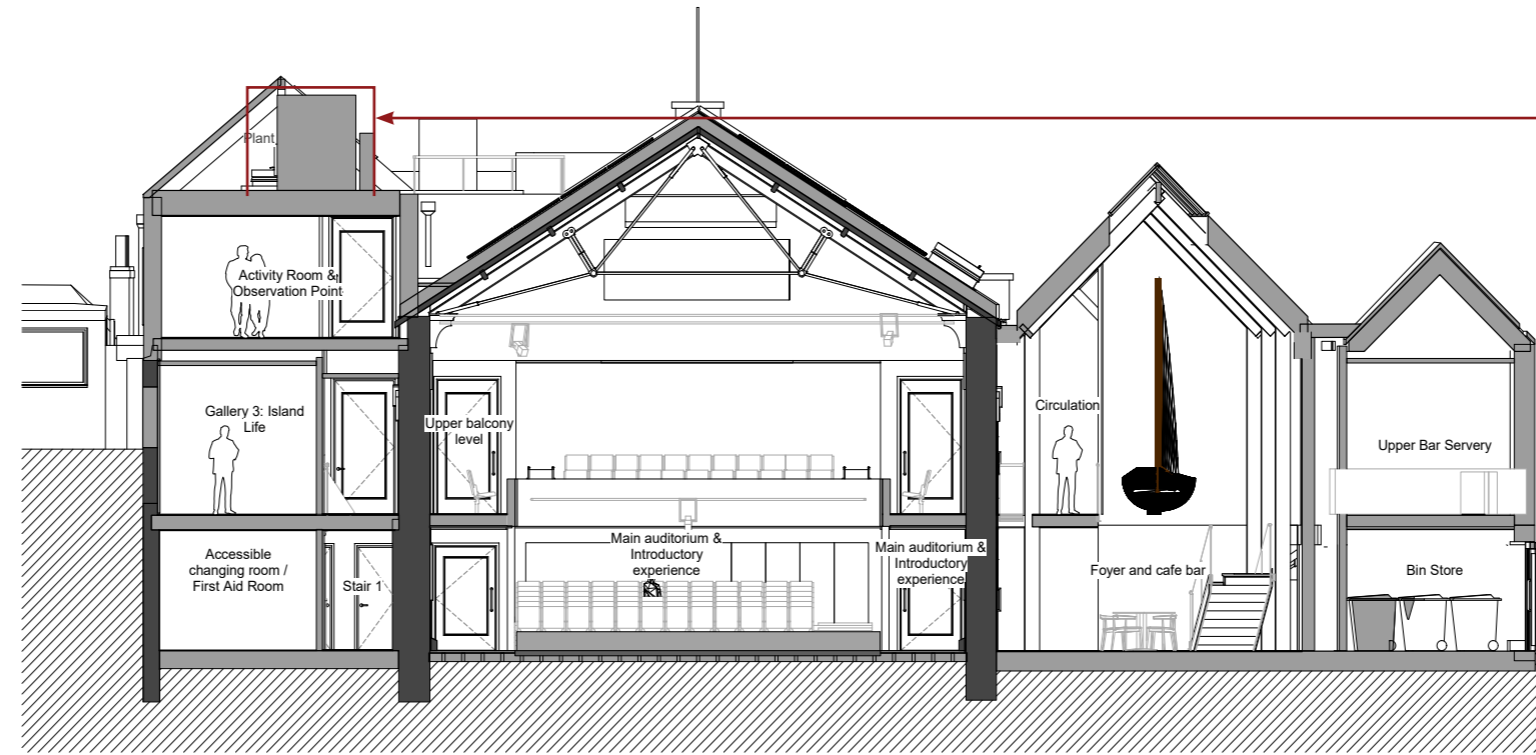
### SUMMARY OF QODA CONSULTING'S SUSTAINABILITY STRATEGY

The proposed works aim to improve the energy and sustainability performance, eliminate the use of fossil fuels and significantly reduce the carbon footprint of the building. The works will include the following:

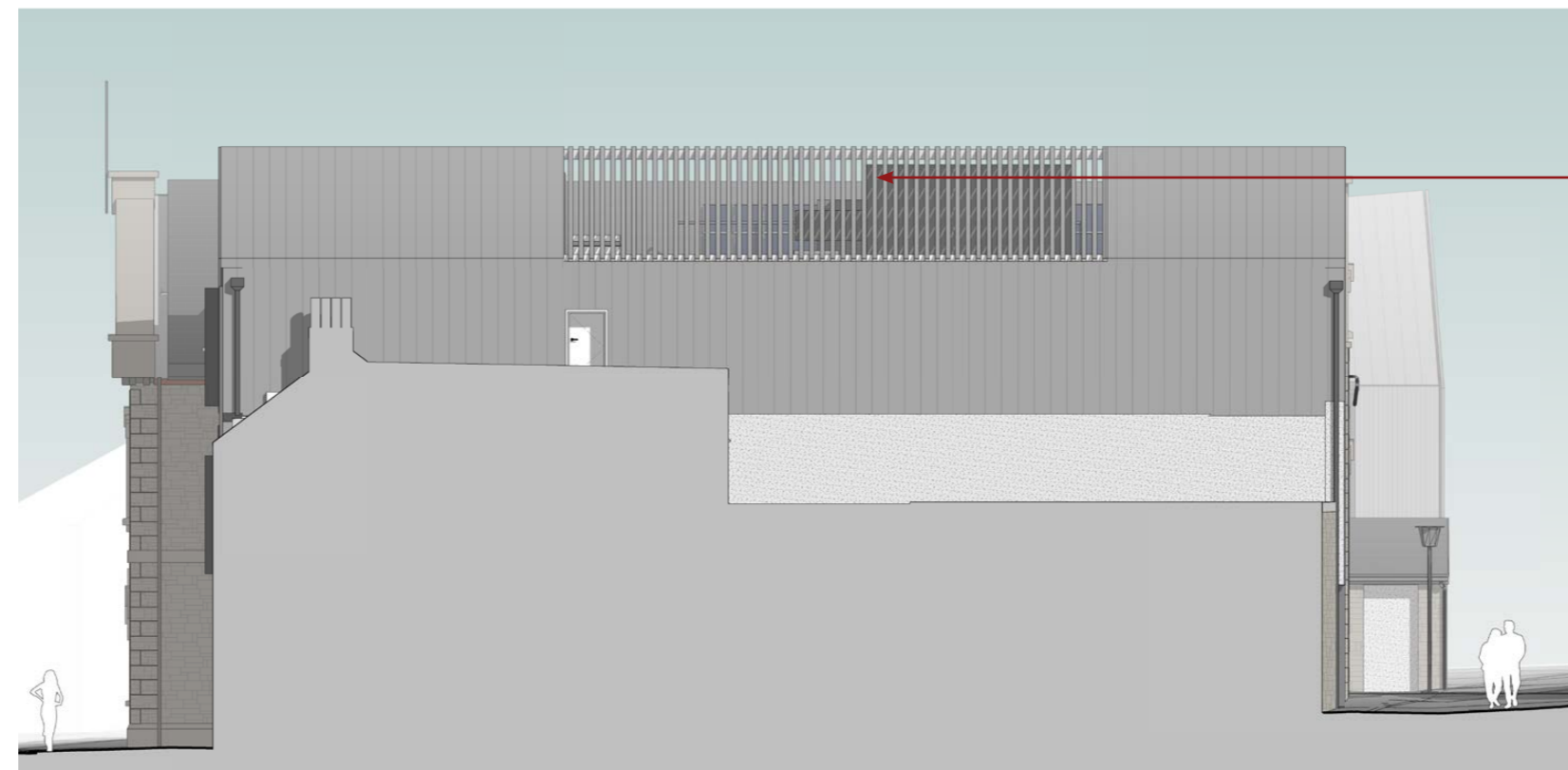
- Upgrade of the existing and retained main building, which includes the main hall, exhibition areas and administration offices;
- Demolishing the 1970s west wing and replacing it with a new build extension that will accommodate exhibition and archive spaces, reading areas, a new shop and ancillary spaces; and
- New build extension on the east side of the building that will include a café/bar and a gig area.

In order to demonstrate a quantitative improvement and decarbonisation of the town hall, QODA Consulting have built a baseline energy model with existing fabric and servicing arrangements, and a proposed model complete with the proposed fabric and services upgrades. From this exercise we are then able to compare the regulated carbon emissions using the Building Regulations Part L methodology.

### SECTION G-G



Air Source Heat Pumps



Air Source Heat Pumps behind screen



## SECTION 6.0: SUSTAINABILITY STRATEGY

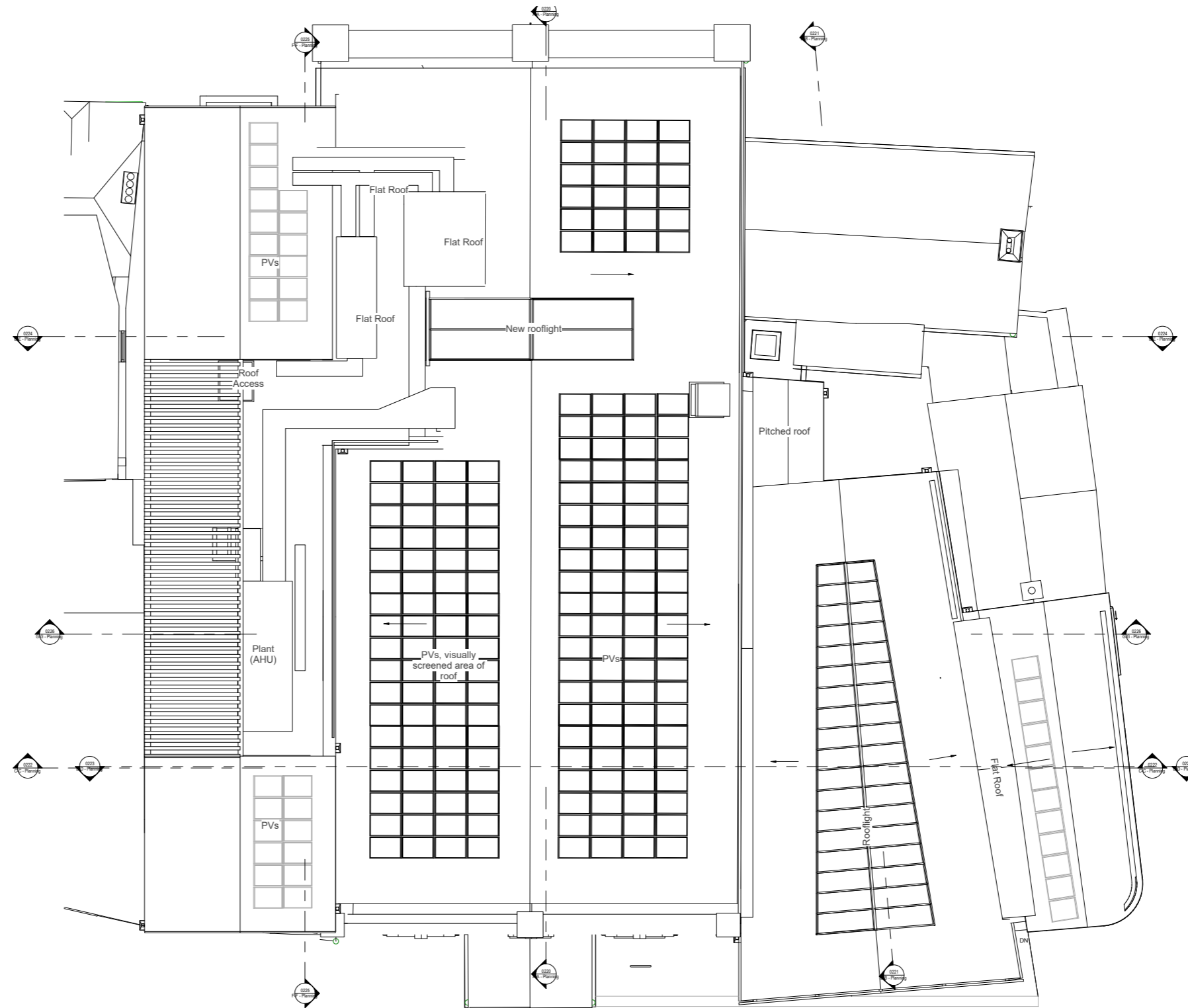
### QODA CONSULTING

The proposed building can achieve significant carbon savings compared with baselines, both for the new extensions and the existing building. These savings are driven by the following design details:

- An excellent insulated fabric, with properties improving upon the Approved Document L2A and L2B minimum standards.
- Use of an energy efficient air source heat pump, both for space heating and hot water preparation. This will replace the existing gas boiler and eliminate the reliance on fossil fuels.
- Energy efficient lighting, equipped with occupancy sensors.
- A 150m<sup>2</sup> PV installation located on the roof.

Overall the benefits arising from the changes to the Town Hall's fabric will be very significant in securing its future in better condition and contributing to its long term sustainability. The proposals show the position of the air source heat pump at roof level (see Section G-G plan on the following page), this is screened from view by the adjacent reconfigured roof and a screen on the north-east elevation.

We are of the view that the reconfiguration of the roof to accommodate the plant is necessary to meet the brief requirements and is far outweighed by the resulting benefits.



## SECTION 7.0: MECHANICAL STRATEGY

### VENTILATION / EXTRACTION STATEMENT

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The new building will be mechanically ventilated with heat recovery to minimise wasted energy by recovering heat from the extracted air. The new café will be supplied with dedicated supply and extract fans, with no heat recovery.

To minimise the impact of potential odours from the cafe, the outlet louvre for kitchen extract air is situated approximately 7 meters above ground level and approximately 13m meters from the closest neighbouring property. The kitchen ventilation system will be regularly cleaned and inspected to prevent the build-up of grease and odour causing substances, and is designed in accordance with the relevant Building Regulations and British Standards.

Specialist acoustic advice will ensure the proposed ventilation plant will incorporate all appropriate attenuation and screening as required to ensure background noise levels are not intrusively increased, subject to final plant specifications.

## SECTION 7.0: STRUCTURAL DESIGN

### SUMMARY OF FENTON HOLLOWAY STRUCTURAL REPORT

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Fenton Holloway have been appointed as part of the design team for the refurbishment and extension of the Isles of Scilly Town Hall building in Isles of Scilly.

#### EXISTING BUILDINGS

##### Town Hall

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The existing town hall is of traditional construction with solid granite walls and is effectively three-storeys high including the attic space.

The front part of the building contained former council offices and is divided into small rooms which have been modified several times at ground floor level to accommodate changing uses. The upper floors are timbered and the attic space containing plant and duct work is partially decked for access only which is gained via a floor hatch. The wall that divides the front part from the rear of the building is solid masonry at ground and first floor level and timber stud work with masonry infill at attic level.

The rear part of the building contains a large single height hall including a stage area and multipurpose space. The floor of the hall section is made of timber joists parallel to the stage that span onto granite dwarf walls at 1.8m centres. The joists support a beech slat floor. The roof structure for the front and rear parts of the building are common and visible in the rear section. The trusses are fine examples of Victorian engineering with timber rafters and forged iron tension rods. The trusses are supported at high level on granite corbels.

##### Office Extension

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Adjacent to the original building section has been added a modern extension which contains the council offices at first and second floor levels and WCs and kitchen serving the adjacent hall at ground floor level. The extension is narrow and is of traditional masonry and timber floor and roof construction. A mansard type roof allows occupation of the roof level in this part of the building. It is possible the mansard frame is steel.

#### EXISTING BUILDING STRUCTURAL CHANGES

##### Town Hall

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Proposed adjustments to the internal layout of the front section will include removal and reconstruction of partitions and part removal of the wall that divides the front and rear at ground and first floor levels. Recovered masonry, if granite, can be reused in new parts of the structure that require a granite wall finish. Steel beams will enable openings in walls to be created. Larger openings may require steel window frame type structures to maintain lateral stability. Full conversion of the attic space will require the removal of the forged rods in two trusses and the rafters supported with steel purlins. The steel purlins would be supported at a reconstructed separation wall between the front and rear with concealed steel posts and on traditional bearings in the front gable.

Access to the remodelled attic space will be gained by a new lift shaft from ground floor level and a short stair built in the eaves of the roof space between the town hall roof and the office extension roof. A raised dormer of section of roof between the two buildings will accommodate the needed increase locally in head height to allow passage to the new habitable attic space.

A new lightwell will be created by incorporating glazing between an existing truss and the separation wall between attic space and main hall. The glazing will be a similar weight to the existing roof coverings and a frame support can be installed in the rafter zone of the structure.

The ground floor of the rear hall section will be reconstructed to accommodate a hydraulic platform stage and retractable seating. The existing timber joists can be salvaged and re-used and these will be supported on a revised dwarf wall layout. The granite dwarf walls can be harvested for the granite and re-used elsewhere. Adjustment of the dwarf walls will allow for the subfloor construction of air ducts and the carriage loads of the retractable seating which are heavy. The subfloor ducting and hydraulic stage lift will be contained in block wall trenches. The dwarf walls will be built off new strip foundations founded on sand. Where excavation into the sand risks undermining the external walls or makes construction of the duct trenches difficult the sand can be treated with a pressure grouting system prior to excavation works taking place. This will ensure stability of the walls and excavations are maintained. The existing beech slats may survive lifting for re-use but as these have been sanded at least once before they may be best used where support can be placed closer together on newer parts of the project such as the upper bar/meeting space.

Changes to the main hall will incorporate two side balconies at first floor level. The long balconies will be supported by long steel or glulam timber elements. The balconies will provide walk-through links made at first floor level between the office space and main hall and main hall and upper bar/meeting space. Opening links in the east and west walls will coincide with existing windows or false windows.

There will be full width gallery structures at first and second floor. The full width gallery structures will be supported by a two-storey frame. The frame will support the Klondyke rowing gig.

##### Office Extension

The proposed changes will include extending the front elevation forward at first floor level to match the line of the non-glazed elements of the existing ground level construction. Internal partitions will be adjusted at all levels

and a new stair location created approximately at the centre of the extension. The new stair construction will be self-supporting and can be used to create trimming support for the cut floor levels.

The significant change to the structure will take place at second floor level where the existing mansard roof will be removed and replaced with a steel frame that projects to a higher ridge line locally at the front and rear to hide a central flat roof plant area. The steel frames will be portalised and will sit on new steel floor beams at second floor level. The roof pitch on the west side will incorporate a cantilever element to create the second floor glazed projecting corner window detail. The flat roof area central to the plan will be designed to support plant equipment. A section of wall on the west side of the flat roof area will screen the plant space when viewed from the west. A dormer will link the new raised roof at the north end of the extension to the main building front attic space for access of building users and duct work.

## SECTION 7.0: STRUCTURAL DESIGN

### SUMMARY OF FENTON HOLLOWAY STRUCTURAL REPORT

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#### NEW BUILDING ELEMENTS

##### Foyer and Gig Display

The Foyer structure on the east side of the main hall is a clear height space which matches the main hall for height and includes a mezzanine first floor level. The main structure will be made of portalised timber glulam frames which meet at the ridge supporting a non-structural atrium glazed unit. The cantilevered south gable wall will require steel frame elements with bracing hidden within the wall zone at first and second floor level. The braced bays will provide longitudinal stability to the structure and in addition at the north end there will be a braced glulam bay and connection made to the existing building. The braced bays will work hard to resist the wind forces on the gable walls. The foundations on sand will likely not allow heavy strips or rafts to be constructed against the existing shallow building foundations which should not be undermined if possible (pressure grouting could be used where essential). Therefore resistance to uplift at the braced column positions may require vertical rock anchors which socket into the granite below the sand layer.

The Kondyke rowing gig is suspended from the portalised frames.

##### Bar and Servery

The bar and servery structure will be masonry walls to first floor level and a hybrid portal steel and timber frame from first floor up. The masonry wall will include a Stepoc type concrete block inner skin. This is a proprietary mortarless hollow block system which is reinforced with steel bars and the hollow voids filled with concrete. The stepoc wall will be capped with a concrete ring beam and the timber and steel upper levels constructed off the beam. External parts of the wall can be granite faced. The first floor will tie the steel portal legs together and the portal frame at roof level will allow a short cantilever roof to be formed over the curved corner window.



CLT exposed columns in the Boat Hall Gig Display

## SECTION 8.0: ECOLOGY

### SUMMARY OF IOS ECOLOGY'S REPORT

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IOS Ecology have been appointed by the client to carry out the required ecology surveys. They completed a Preliminary Ecological Assessment (PEA) and a Preliminary Bat Roost Assessment (PRA) in February 2022. The PRA was updated in June 2023 and a PAS survey was undertaken in July 2023.

The Ecological Assessment update did not identify any changes nor requirement for survey updates related to other ecological receptors as a result of the change in the site boundary.

#### ECOLOGICAL ASSESSMENT

There are no vegetated habitats which would be affected by the proposed development; the most proximate areas of habitat and green space are described in the PEA report in order to inform the siting of recommended biodiversity enhancement measures only.

The proposals have the potential to impact on nesting birds – two nests were identified in the attic of the Town Hall building and the buildings have further potential to support nests of other common bird species.

The proposals have the potential to impact on roosting bats – the PRA details the full range of potential features identified and these are summarised in the PEA document. No roosting bats were confirmed following the PRA, but further surveys would be required to confirm presence or likely-absence relating to potential roosting opportunities.

No other impacts to protected species, habitats or offsite designated sites are identified.

#### Bats - Results and Findings

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The following assessments of potential are identified for roosting bats:

- The front porch of the Town Hall has **negligible potential** to support roosting bats;
- The main hall and rear porch have **low potential** to support roosting bats;
- The 1970's extension, cottage, stone shed and plant room have **moderate potential** to support roosting bats.

Potential roosting opportunities identified would be damaged, disturbed or destroyed as a result of the proposed redevelopment works.

No direct evidence of roosting bats was identified; however limitations on accessibility including the presence at height of many of the features means that the assessment relates to the identified potential.

This judgement was reached in accordance with the survey methodologies and evaluation criteria outlined in the Bat Surveys for Professional Ecologists: Good Practice Guidelines.

#### RECOMMENDATIONS

The recommendation of the PEA was that a PAS survey was required.

#### CONCLUSION

The results of the recommended surveys would be used to inform and update the mitigation or Reasonable Avoidance Measures (RAMS) which would be submitted in support of the Planning Application to allow the development works to proceed. No further recommendations are therefore outlined at this stage.

## SECTION 9.0: ACCESSIBILITY

### SUMMARY OF JANE TOPLIS ASSOCIATES REPORT

*Jane Toplis Associates have been appointed as part of the design team for the refurbishment and extension of the Isles of Scilly Town Hall building in Isles of Scilly.*

See the Access Review of Proposals and Existing Facilities in Appendix E.

#### ACCESS STRATEGY

Jane Toplis Associates, access consultants carried out a review of the current access to and within the existing Town Hall, and made recommendations that fed into the initial design process and development of the design in preparation for the planning application. She has also provided further recommendations for design development which will be captured in the next stage of the design process.

#### CAR PARKING AND CYCLE STORAGE

A signage strategy within the building will be developed to assist people with cognitive, wayfinding and orientation issues.

#### REFUSE COLLECTION AND SITE DELIVERIES

The proposals will include a new lighting scheme. It will provide even lighting levels in circulation areas and feature lighting where communication is essential, such as at service counters and the bar/café serveries. There will be good lighting levels in the exhibition areas, the foyer areas (e.g. for people to read menus and programmes) and in WC facilities (e.g. above basins and mirrors).

#### AUDIO ENHANCEMENT

At this stage, audio enhancement systems are still being specified. The detailed design of such systems and the audio environment can, however, significantly affect people's ability to communicate with others and hear information.

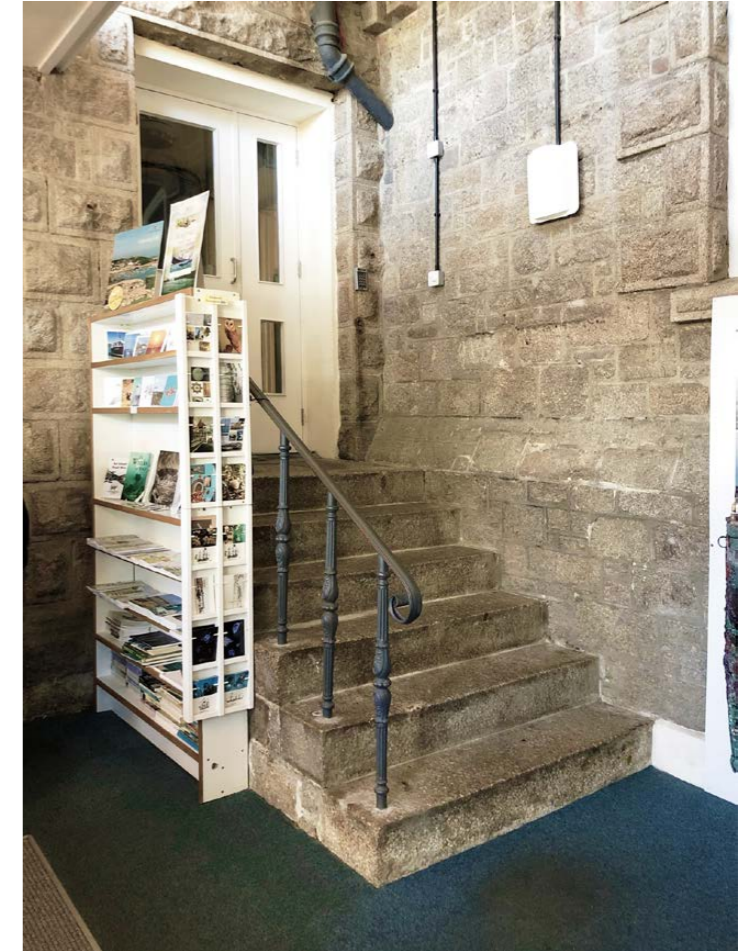
#### CAR PARKING AND CYCLE STORAGE

There is currently no car parking or cycle storage provision within the site and the proposals do not include this due to the central location of the building within High Town.

#### REFUSE COLLECTION AND SITE DELIVERIES

The proposals include a refuse store to the rear of the Café which can accommodate 3 bins.

The bin storage area is gated and this access point is also used for deliveries to the kitchens.



## SECTION 10.0: FLOOD RISK ASSESSMENT

### ENVIRONMENT AGENCY ADVICE

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The Environment Agency were consulted and advised:

*Whilst an extension less than 250m<sup>2</sup> is not something we would normally be asked to consult on, we have the following advice. Once the flood maps are published, the site will be shown as being potentially in Flood Zone 3 in the future, and that along with it being within an area of historic flooding, could mean that there may be difficulties with obtaining insurance now and/or in the future. We would therefore strongly recommend the use of flood resilient and resistant techniques are used at the construction stage to reduce the reliance on a claim on any insurance to be made and to get the business up and running again following a flood event.*

*You should consider the raising of floor levels where possible and locating the more flood sensitive uses on the higher levels.*

*The techniques within these websites may be useful for suitable construction techniques.*

<https://nationalfloodforum.org.uk/about-flooding/reducing-your-risk/protecting-your-property/>

<https://www.gov.uk/government/publications/flood-resilient-construction-of-new-buildings>

#### **DESIGN MITIGATION OF FLOOD RISK**

We have maintained the existing ground floor levels within the building which have an change of height stepping up to the floor level in the hall, where possible have raised floor levels to the higher level of the hall. Artefacts and exhibits on the Ground floor have been positioned at the higher level and the Gig exhibit has been suspended from the ceiling primarily to show it off the best advantage but this also has the benefit of being resilient in the event of flooding. Further measures will be taken to produce a resilient design following the recommended guidance in the Stage 4 design.

## SECTION 11.0: REFERENCE MATERIAL

### DRAWINGS LIST

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#### Site Location at 1:1250

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IOS-PUR-01-SL-DR-A-1004 - Site Location Plan

#### Site Plan at 1:500

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IOS-PUR-01-SL-DR-A-1005 - Site Plan

#### Existing plans

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IOS-PUR-01-00-DR-A-0100 - Planning - Ground Floor - Existing

IOS-PUR-01-00-DR-A-0101 - Planning - First Floor - Existing

IOS-PUR-01-00-DR-A-0102 - Planning - Second Floor - Existing

IOS-PUR-01-00-DR-A-0103 - Planning - Roof Plan - Existing

#### Existing elevations

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IOS-PUR-01-ZZ-DR-A-0110 - Planning - NE Elevation - Existing

IOS-PUR-01-ZZ-DR-A-0111 - Planning - SE Elevation - Existing

IOS-PUR-01-ZZ-DR-A-0112 - Planning - SW Elevation - Existing

IOS-PUR-01-ZZ-DR-A-0113 - Planning - NW Elevation - Existing

#### Existing sections

---

IOS-PUR-01-XX-DR-A-0120 - Planning - Section A-A - Existing

IOS-PUR-01-XX-DR-A-0121 - Planning - Section B-B - Existing

IOS-PUR-01-XX-DR-A-0122 - Planning - Section C-C - Existing

#### Demolition

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IOS-PUR-01-00-DR-A-0130 - Planning - Ground Floor - Demolition Plan

IOS-PUR-01-01-DR-A-0131 - Planning - First Floor - Demolition Plan

IOS-PUR-01-02-DR-A-0132 - Planning - Second Floor - Demolition Plan

IOS-PUR-01-RF-DR-A-0133 - Planning - Roof Plan - Demolition Plan

IOS-PUR-01-ZZ-DR-A-0135 - Planning - NE Elevation - Demolition

IOS-PUR-01-ZZ-DR-A-0136 - Planning - SE Elevation - Demolition

IOS-PUR-01-ZZ-DR-A-0137 - Planning - SW Elevation - Demolition

IOS-PUR-01-ZZ-DR-A-0138 - Planning - NW Elevation - Demolition

#### Proposed plans

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IOS-PUR-01-00-DR-A-0200 - Planning - Ground Floor Plan - Proposed - No seating

IOS-PUR-01-00-DR-A-0201 - Planning - Ground Floor Plan - Proposed

IOS-PUR-01-01-DR-A-0202 - Planning - First Floor Plan - Proposed

IOS-PUR-01-02-DR-A-0203 - Planning - Second Floor Plan - Proposed

IOS-PUR-01-RF-DR-A-0204 - Planning - Roof Plan - Proposed

IOS-PUR-01-RF-DR-A-0205 - Planning - Block Plan - Proposed

#### Proposed elevations

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IOS-PUR-01-ZZ-DR-A-0210 - Planning - NE Elevation - Proposed

IOS-PUR-01-ZZ-DR-A-0211 - Planning - SE Elevation - Proposed

IOS-PUR-01-ZZ-DR-A-0212 - Planning - SW Elevation - Proposed

IOS-PUR-01-ZZ-DR-A-0213 - Planning - NW Elevation - Proposed

IOS-PUR-01-ZZ-DR-A-0215 - Planning - NE Elevation - Coloured Illustration

IOS-PUR-01-ZZ-DR-A-0216 - Planning - SE Elevation - Coloured Illustration

IOS-PUR-01-ZZ-DR-A-0217 - Planning - SW Elevation - Coloured Illustration

IOS-PUR-01-ZZ-DR-A-0218 - Planning - NW Elevation - Coloured Illustration

#### Proposed sections

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IOS-PUR-01-XX-DR-A-0220 - Planning - Section A-A - Proposed

IOS-PUR-01-XX-DR-A-0221 - Planning - Section B-B - Proposed

IOS-PUR-01-XX-DR-A-0222 - Planning - Section C-C - Proposed

IOS-PUR-01-XX-DR-A-0223 - Planning - Section D-D - Proposed

IOS-PUR-01-XX-DR-A-0224 - Planning - Section E-E - Proposed

IOS-PUR-01-XX-DR-A-0225 - Planning - Section F-F - Proposed

IOS-PUR-01-XX-DR-A-0226 - Planning - Section G-G - Proposed

#### Views

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IOS-PUR-01-ZZ-DR-A-0240 - Internal Spaces

IOS-PUR-01-ZZ-DR-A-0241 - 3D Section Cuts

IOS-PUR-01-ZZ-DR-A-0242 - External Axonetric Drawings

IOS-PUR-01-ZZ-DR-A-0243 - External Views

IOS-PUR-01-ZZ-DR-A-0244 - External Views across Hugh Town

#### Sunlight analysis

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IOS-PUR-01-RF-DR-A-0251 - Sunlight Analysis Summer - Existing

IOS-PUR-01-RF-DR-A-0252 - Sunlight Analysis Summer - Proposed

IOS-PUR-01-RF-DR-A-0253 - Sunlight Analysis Winter - Existing

IOS-PUR-01-RF-DR-A-0254 - Sunlight Analysis Winter - Proposed

#### Parade Cottage Drawings

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IOS-PUR-01-00-DR-A-4004 - Ground Floor - Parade Cottage Yard (Existing)

IOS-PUR-01-00-DR-A-4005 - Ground Floor - Parade Cottage Yard (Proposed)



## SECTION 12.0: MATERIALS

### EXTERNAL MATERIALS

#### EXTERNAL WALLS

##### Existing Materials and Finishes

- 19<sup>th</sup> century Town Hall: rough coursed granite
- Boiler house: render painted cream
- 1970s extension: self coloured cementitious render - appears grey/brown in colour
- Outbuilding: Granite rubble
- Parade Cottage: Colour washed coursed granite rubble

##### Proposed Materials and Finishes

- 19<sup>th</sup> century Town Hall: repair and conservation to rough coursed granite
- Boiler house: to be demolished
- 1970s extension: existing self coloured cementitious render to be removed and replaced with vertical oak timber cladding with insulation under
- Extension: vertical oak timber cladding with insulation under, bespoke fascia and mullions formed from powder-coated zinc Basalt grey: RAL 7012 and rough coursed granite to match existing
- Outbuilding: No proposed new walls
- Parade Cottage: Proposed utility room to be white render to match existing kitchen extension. Proposed wet / drying room to be lightweight timber structure

#### ROOF FINISHES

##### Existing Materials and Finishes

- 19<sup>th</sup> century Town Hall: Slate
- Boiler house: Slate
- 1970s extension: Slate and Lead
- Outbuilding: Pantile
- Parade Cottage: Slate

##### Proposed Materials and Finishes

- 19<sup>th</sup> century Town Hall: new slate to match existing (due to suspected asbestos), PV cells and new roof lights. Note that the existing slates will need to be removed and reinstated in order to install new insulation
- Boiler house: to be demolished
- 1970s extension: roof to be reconfigured with new powder-coated seamed zinc cladding, Basalt grey: RAL 7012, powder-coated aluminium vertical louvers Basalt grey: RAL 7012 with PV cells and roof light
- New flat grp roof plant areas
- Extension: powder-coated seamed zinc cladding, Basalt grey: RAL 7012, powder-coated aluminium vertical louvers Basalt grey: RAL 7012 with PV cells and roof light
- Mansafe handrails and access ladders are shown on the elevations
- Outbuilding: Repair and conservation of pantiles
- Utility extension to Parade Cottage: Single ply membrane with 1 No. roof light

#### CHIMNEY

##### Existing Materials and Finishes

- 19<sup>th</sup> century Town Hall: chimney feature to rough coursed granite and parapet on SE and NW elevations
- Outbuilding: Granite rubble
- Parade Cottage: Rendered left end chimney stack

##### Proposed Materials and Finishes

- 19<sup>th</sup> century Town Hall: repair and conservation of chimney feature to rough coursed granite and parapet on SE and NW elevations
- Outbuilding: Repair and conservation of chimney
- Parade Cottage: No proposed works

#### WINDOWS

##### Existing Materials and Finishes

- 19<sup>th</sup> century Town Hall: single glazed sash and case windows of varying sizes, on North East Elevation one has been infilled with ventilation louvers
- Boiler house: none
- 1970s extension: combination of velux type windows, timber frame double glazed and fixed light units, timber frame fixed light double glazed units
- Outbuilding: Contemporary softwood and metal framed windows
- Parade Cottage: Timber sash windows to front elevation, uPVC windows to kitchen extension

##### Proposed Materials and Finishes

- 19<sup>th</sup> century Town Hall: Allow for new slim double glazed timber sash windows to match existing
- Boiler house: to be demolished
- 1970s extension: windows to be relocated with new powder-coated aluminium Basalt grey: RAL 7012 double glazed units
- Extension: powder-coated aluminium Basalt grey: RAL 7012 double glazed units
- Roof lights to existing building and extension: powder-coated aluminium Basalt grey: RAL 7012 double glazed units
- Outbuilding: Removal of modern softwood timber infill with metal window and insertion of fixed timber window
- Parade Cottage: No new windows proposed

#### DOORS

##### Existing Materials and Finishes

- 19<sup>th</sup> century Town Hall: white painted timber doors with glazed panels and white painted legend and braced door
- Boiler House: white painted louvred doors and white painted legend and braced door
- 1970s extension: white painted timber doors with glazed panels
- Outbuilding: Timber ledged and braced door
- Parade Cottage: Timber panelled door to front elevation and timber stable door to kitchen extension

##### Proposed Materials and Finishes

- 19<sup>th</sup> century Town Hall: new timber doors with glazed panels where required
- Boiler house: to be demolished
- 1970s extension: new powder-coated aluminium Basalt grey: RAL 7012 with double glazed panels
- Extension: new powder-coated aluminium Basalt grey: RAL 7012 with double glazed panels
- Outbuilding: Removal of door and opening to be blocked up, no new doors proposed
- Parade Cottage: Ledged and braced timber doors to wet / drying room

## SECTION 12.0: MATERIALS

### INTERNAL MATERIALS

#### CEILINGS

##### Existing Materials and Finishes

- 19<sup>th</sup> century Town Hall: timber ceiling following roof pitch with exposed trusses
- Boiler house: exposed soffit to the underside of roof
- 1970s extension: plaster and plasterboard painted
- Parade Cottage kitchen extension: softwood timber boarding
- Outbuilding: softwood timber boarding and exposed slates

##### Proposed Materials and Finishes

- 19<sup>th</sup> century Town Hall: repair and conservation of the timber ceiling following roof pitch with exposed trusses
- Boiler house: to be demolished
- 1970s extension: materials finishes to be confirmed.
- Extension: materials finishes to be confirmed.
- Parade Cottage utility room: plasterboard
- Outbuilding: line with insulation and breathable plasterboard

#### RAINWATER GOODS

##### Existing Materials and Finishes

- 19<sup>th</sup> century Town Hall: cast iron painted black
- 1970s extension: light grey metal or plastic
- Parade Cottage: uPVC rainwater goods
- Outbuilding: no rainwater goods

##### Proposed Materials and Finishes

- 19<sup>th</sup> century Town Hall: repair and conservation the existing cast iron painted rain water goods, including repainting black to match existing.
- Boiler house: to be demolished
- 1970s extension: New zinc rain water goods
- Extension: New zinc rain water goods

- Parade Cottage: No proposed changes
- Proposed Outbuilding: No proposed changes

**Table 2: Proposed New Fabric Standards for the Extensions.**

In line with the Sustainability Strategy, it is proposed that the fabric will achieve the following U-Values (originals in the Sustainability report)

	FABRIC ELEMENT	L2A REQUIREMENT	PROPOSED SPECIFICATION	IMPROVEMENT OVER L2A
<b>New Thermal Elements - Extensions</b>	Roof U-Value	0.25 W/m <sup>2</sup> .K	0.12 W/m <sup>2</sup> .K	52%
	Ground Floor U-Value	0.25 W/m <sup>2</sup> .K	0.14 W/m <sup>2</sup> .K	44%
	External Walls U-Value	0.35 W/m <sup>2</sup> .K	0.18 W/m <sup>2</sup> .K	48%
	Windows, Rooflights and Pedestrian Doors U-Value (whole unit)	2.20 W/m <sup>2</sup> .K	1.20 W/m <sup>2</sup> .K	45%
	Air Permeability Target	10 m <sup>2</sup> /(h.m <sup>2</sup> ) @50Pa	7 m <sup>2</sup> /(h.m <sup>2</sup> ) @50Pa	30%

#### Existing Fabric

**Table 3: Proposed Fabric Upgrades Against L2B Minimum Requirements for the Existing Building**

	FABRIC ELEMENT	EXISTING U-VALUE ASSUMPTION	L2B REQUIREMENT	PROPOSED SPECIFICATION	IMPROVEMENT OVER L2B
<b>Upgraded Fabric Elements - Existing Building</b>	Upgraded Roof U-Value	1.4 W/m <sup>2</sup> .K (uninsulated roof)	0.18 W/m <sup>2</sup> .K	0.16 W/m <sup>2</sup> .K	33%
	Ground Floor U-Value	-	01.80 W/m <sup>2</sup> .K	1.20 W/m <sup>2</sup> .K	33%

# APPENDICES

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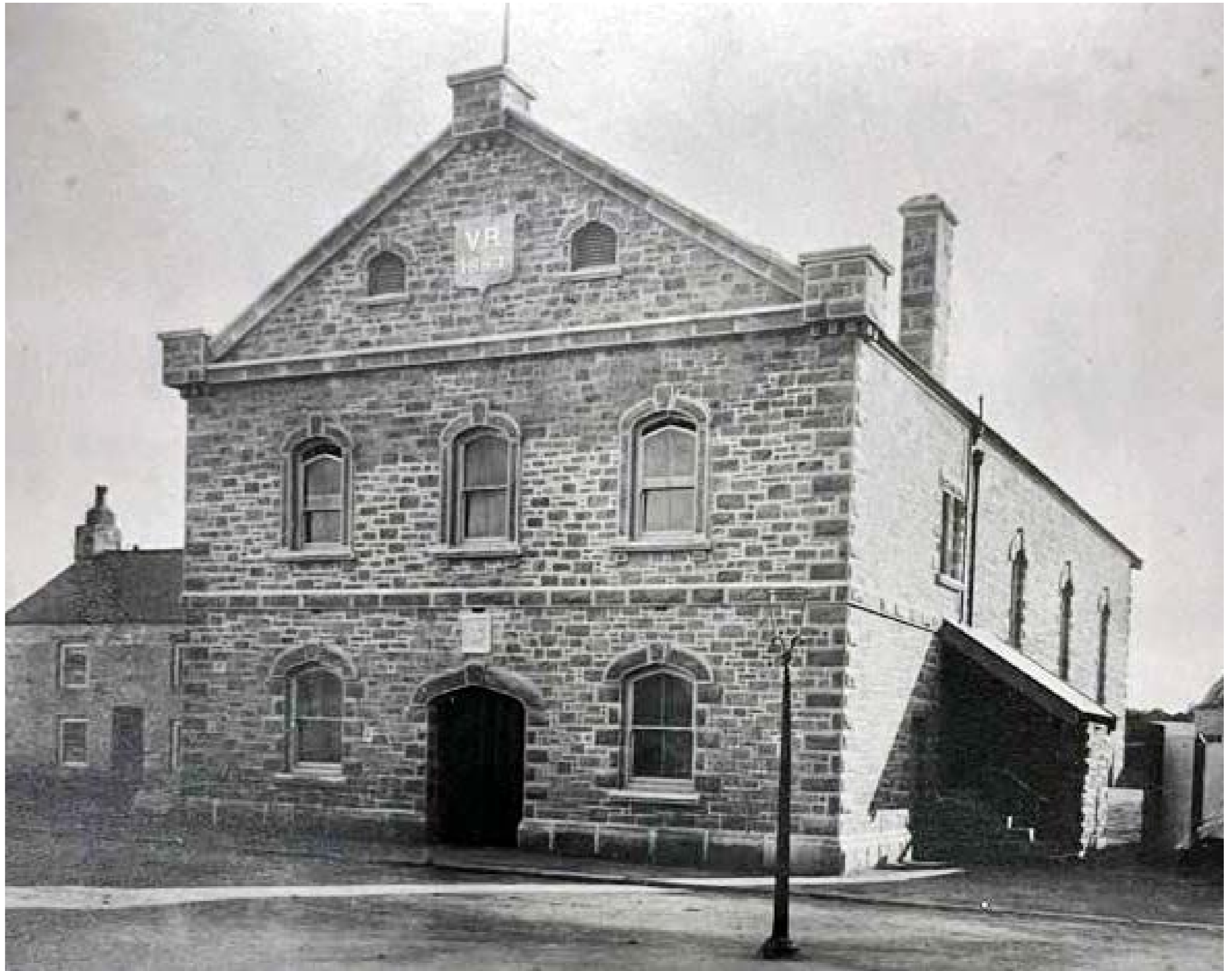
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A: Heritage Statement: Portico Heritage

B: Sustainability Report: QODA Consulting

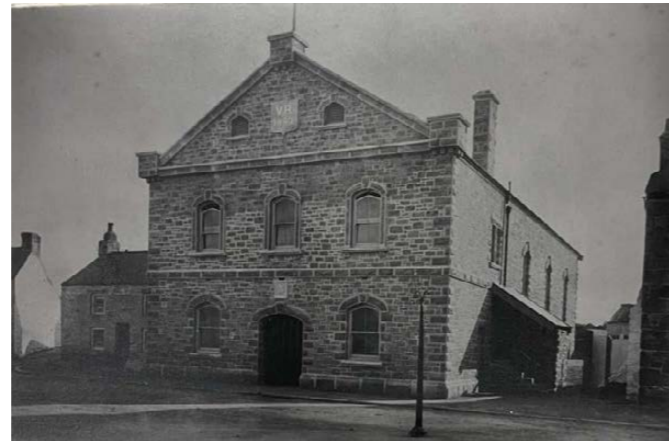
C: Access Report: Jane Toplis Associates

D: FRA Screening



**Town Hall, St Mary's  
Isles of Scilly**

Heritage Impact Assessment



September 2023

PORTICO  
HERITAGE

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**1 Introduction**

- 1.1 This Heritage Impact Assessment has been commissioned by the Council of the Isles of Scilly to provide an understanding of the significance of the Grade II listed Town Hall, St Mary's in order to inform proposals for its use as the Cultural Centre for the Isles of Scilly.
- 1.2 The report identifies the historic evolution of the site and its setting and identifies its heritage significance. It then considers the proposals and their impact on that heritage significance and how they comply with legislation, policy and guidance.
- 1.3 It should be read in conjunction with the Design & Access Statement and plans prepared by Purcell.
- 1.4 This application follows the granting of consent, in 2022, for the creation of a new home for the Isles of Scilly Museum in the Town Hall building.

**Author**

- 1.5 The author of this report is Nick Collins BSc (Hons) MSc MRICS IHBC. Formerly a Director of Conservation at Alan Baxter & Associates, Nick spent nine years at Historic England as a Principal Inspector of Historic Buildings & Areas where he led a specialist team of historic building inspectors, architects, and archaeologists on a wide range of heritage projects in East & South London. Previously Conservation Officer at the London Borough of Bromley, Nick began his career at real estate consultancy Jones Lang LaSalle as a Chartered Surveyor.

**2 The site and its context**

- 2.1 The following section provides a description of the existing site and its context. It also provides details of the site's history and the significance of the site and context.

**The Site**

- 2.2 The Town Hall is located in the centre of Hugh Town overlooking the Parade Ground and backing onto Porthcressa Road adjacent to Porthcressa beach.
- 2.3 As well as being the Islands' Town Hall it also contains offices for the Council of the Isles of Scilly, and currently a temporary exhibition for the Isles of Scilly Museum.
- 2.4 The Council Chamber and Magistrates Court have not been used for their original function since 2002. The stage has not been used since 2017 and the hall since 2019.
- 2.5 The foyer and front entrance space has been the temporary home of the Museum since 2020.

**History<sup>1</sup>**

- 2.6 Hugh Town is the main urban centre on St Mary's and the wider Isles of Scilly. It is located on a narrow isthmus which joins the Garrison (historically the Hugh) peninsula with the rest of St Mary's.
- 2.7 During medieval times nearby Old Town was the main centre of population. The key elements of the medieval landscape: Ennor Castle, St Mary's Church and the Old Quays, still form a coherent and visible group around Old Town Bay together with Old Town itself.
- 2.8 In 1570 Queen Elizabeth I granted the Godolphin family the lease of the Islands and for the next 215 years, except during the Civil War period, this Cornish family 'owned' Scilly. The Dukes of Leeds, heirs to the Godolphins, assumed the lease in 1785, reverting to the Crown in 1831.

<sup>1</sup> The history section of this report is drawn from a number of sources, including The Isles of Scilly Museum: Inside the Archipelago (2011); Laws, P (1980) The Buildings of Scilly; Madden, P (1996) Scilly's Building Heritage

- 2.9 The Godolphins and Star Castle (built in just 18 months during the 1590s to ward off a second Spanish Armada) transformed Scilly. Law and order came to the islands. So did an influx of new residents from Cornwall. Houses were put up against the Garrison walls and a quay was built in 1601 as Hugh Town grew in size and strategic importance. As the military defences increased, The Hugh became known as The Garrison.
- 2.10 A new 99-year lease was taken on by Hertfordshire squire Augustus Smith in 1834. Smith lived in Scilly until his death in 1872. Imbued with notions of self-help, he took over from a regime of absentee landlords and lacklustre land agents. He found declining trade and failing crops supporting an inflated population on holdings split between all a family's surviving sons.
- 2.11 As Lord proprietor and Chief Magistrate, Smith re-allocated tenancies. He insisted that only the eldest son could succeed to land. The dispossessed found work on Smith's new projects or left the islands.
- 2.12 Smith forbade marriage unless a couple had a house of their own and made parents pay a penny a week for sending children to school, tuppence if they stayed at home.
- 2.13 In 1838 he built his home next to the old Abbey on Tresco, planted trees as wind breaks, thus creating Tresco Gardens from species brought home by Scillionian sea captains, and helped to organise and finance a local shipbuilding industry.



Figure 1: Ordnance Survey Map 1875, before the Town Hall was constructed.

- 2.14 After the death of Augustus Smith in 1872 the Islands were inherited by his nephew, Thomas 'Algernon' Smith-Dorrien-Smith.
- 2.15 The Ordnance Survey Map of 1875 (figure 1) and the historic photograph (figure 2) shows how Augustus Smith would have found Hugh Town when he first inherited the role of Lord Proprietor.



Figure 2: Undated photograph of The Parade before the Town Hall was built © Isles of Scilly Museum Archive

- 2.16 Hugh House, built as Officer's Mess in 1792 can be seen high on the Garrison Hill. It became the first residence of Augustus Smith before he moved across to Tresco Abbey<sup>2</sup> and now serves as the Duchy of Cornwall's Offices on the Islands.
- 2.17 The site of the Town Hall is directly in front of Hugh House and can be seen in the middle ground marked by the single storey gable end adjacent to what became the Spanish Ledge Guest House (now holiday apartments) to the right and Parade Cottage to the left. The Parade Gardens had not been laid out at this time.

**Dorrien-Smith & Architecture**

- 2.18 Following the death of Augustus Smith, Algernon Dorrien-Smith continued the work started by his Uncle, including the construction of a number of new buildings across the Islands.
- 2.19 Dorrien-Smith appears to have had a curious architectural quirk – a delight in chunky stonework<sup>3</sup>. This is to be seen, for example, in the use of huge unwrought blocks of granite for porches of cottages near New Grimsby Quay, and in the house, Rowsfield, on Middle Down in Tresco, built about 1897. It is also very visible on the principal High Street façade of the Post Office, bearing his initials and the date 1897. There the chunky stones have been used with great effect to form the quoins and lintels of the windows.



Figures 3&4: Rowsfields & the Post Office 1897

<sup>2</sup> Historic England List Description: 1141186  
<sup>3</sup> Laws, P (1980) The Buildings of Scilly

**The Town Hall**

- 2.20 Perhaps a forerunner to this architectural idiosyncrasy, the Town Hall was begun in 1887 and opened in 1889. A plaque inside records the name of the honorary architect as Mr J. Goodfellow.
- 2.21 The site of two structures were cleared to make way for the new structure, which can be seen in the 1875 OS Map (figure 1).
- 2.22 Originally a rectangular plan and two storeys in height, its classical style is reflected in its pedimented front, symmetrical window pattern, plinth and angle quoins. The windows and main entrance have keyed four-centre arches over timber sashes and a centrally positioned shield reads 'VR 1887' whilst over the front entrance is the cypher of Thomas Algernon Dorrien-Smith.
- 2.23 Materials used include squared and roughly coursed and snecked granite with hammer dressed details and stone copings to the gabled roof.

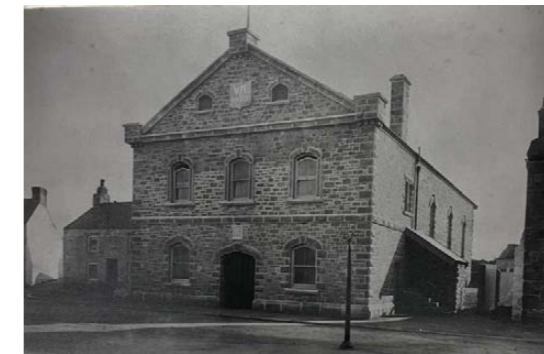


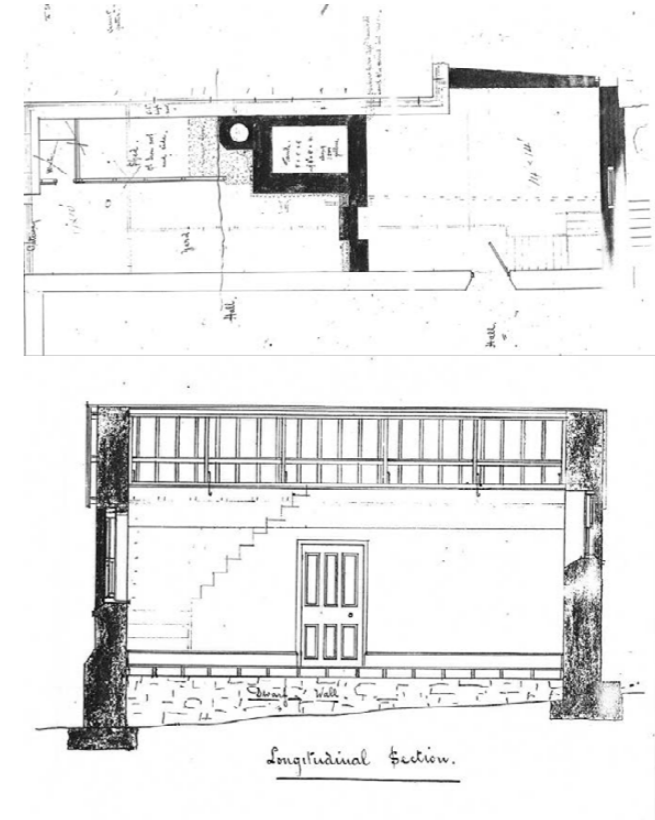
Figure 5: The Town Hall when newly completed © Isles of Scilly Museum Archive

- 2.24 The Town Hall was multi-functional – serving as a public hall and theatre, Council Chamber and Magistrates Court.
- 2.25 As can be seen in figure 5, the building was originally a simple rectangle with just a small lean-to covering steps to the side entrance. Large windows flanked the sides of the hall, providing natural light.



Figure 6: Undated photograph shortly after construction of the Town Hall © Isles of Scilly Museum Archive

- 2.26 The undated photograph in figure 6 shows how the adjacent remaining cottage (Parade Cottage) had to be 'joined' to the new structure after it was severed from its former neighbour.
- 2.27 By 1900 there must have been a requirement for additional accommodation at the building as plans were drawn up for a single-storey extension.



Figures 7&8: Plans for the single storey extension on the western side of the Town Hall

- 2.28 The extension sits just behind the original stone steps that accessed the side entrance to the Hall and remains today, subsumed into the later 1970s three storey extension and behind the modern entrance porch.
- 2.29 The following photographs show the same position in 1962 (on a visit by HM The Queen Mother), before the construction of the modern porch, and today.





Figures 9&10: The side entrance to the Town Hall in 1962 and today (2021)

2.30 The following Ordnance Survey extract from 1905 shows the town hall with the single storey extension to the west.



Figure 11: Ordnance Survey 1905

2.31 In 1970 a substantial extension was added to the western side of the building to create additional office space for the Council of the Isles of Scilly. This consumed the 1900 extension and stretched the length of the western elevation of the building.

- 2.32 Whilst the front elevation of the extension was given a partial granite stone dressing the windows are modern casements and the third floor is contained within a tall mansard, clad in artificial slate, with two large velux windows overlooking The Parade (figure 12).
- 2.33 To the side and rear the extension was rendered which whilst at least differentiating it from the original Town Hall building, overall detracted from the architectural qualities of the host building (figure 13).
- 2.34 The extension also required the blocking of all the original side windows to the Hall.



Figures 12&13: The 1970s extension on the western side of the Town Hall

Inside the Town Hall

- 2.35 As described earlier, from the outset the building was designed to be multi-functional serving as a public hall and theatre with a Council Chamber & magistrates court on the first floor at the front of the building.
- 2.36 It is perhaps because of this practical and functional requirement that the internal spaces in the building have seen so much alteration.
- 2.37 The ground floor entrance space had a market use and in the 20<sup>th</sup> century was occupied by a butcher. This meant that the main access to the chamber/court and hall above and behind was to the side.
- 2.38 There are very few details or images of the interior of the town hall, however figures 14 & 15 show the building at various times during the 20<sup>th</sup> century.



Figure 14: The Duke of Edinburgh in the Town Hall 1958 © Isles of Scilly Museum Archive

- 2.39 The photograph of The Duke of Edinburgh shows him sitting in front of a particularly ornate fireplace, possibly in the former Council Chamber, with the coat of arms of the Stuart family above. The Latin motto '*semper eadem*' translates as 'always the same'. It is probable that this chimney piece was salvaged from elsewhere - and is now gone.
- 2.40 Today, the Council Chamber has been stripped of any original fixtures and fittings and is entirely plain.



Figure 15: The former chamber/magistrates court with modern ceiling tiles, strip lighting and modern fire surround (2021)

- 2.41 The former Chamber/Magistrates Court now has modern ceiling tiles, strip lighting and modern fire surround.
- 2.42 Due to the impossibility of creating appropriate access to the upper floor both the Council and the Magistrates Court have ceased to use the Chamber.
- 2.43 The main hall has similarly seen considerable alteration although still retains its main volume.



Figure 16: Toy Fair 1971 © Isles of Scilly Museum Archive

- 2.44 Figure 16 shows the hall in use in 1971, looking towards the rear from the stage. A badminton court is painted onto the floor referencing its multi-functional use.
- 2.45 The western (right hand) windows have already been filled in.
- 2.46 The following images show the hall today. A large, incongruous heating vent (the top part of which would have been hidden behind a suspended ceiling) is visible. This now connects to the modern boiler room located on the eastern elevation of the hall.
- 2.47 The stage, a later addition, is situated at the southern end of the hall and is no longer used.



Figures 17 & 18: The main hall in 2021

- 2.48 Toilet facilities are accessed off the western side of the hall in the side extension. There is now only one remaining window providing natural light to the hall on the eastern side.

**Parade Cottage and Former Spanish Ledge Guest House**

- 2.49 Parade Cottage to the east and the former Guest House to the west are also Grade II listed and sit immediately adjacent to the Town Hall.



Figure 19: Parade Cottage (to the right) in the 1960s/70s © Isles of Scilly Museum Archive

- 2.50 Parade Cottage comprises a small vernacular cottage that dates back to the late 18<sup>th</sup>/early 19<sup>th</sup> century<sup>4</sup>.
- 2.51 It is constructed of coursed granite rubble which is colourwashed, with some square stone to the front. It has a gabled slate roof with rendered left end chimney stack.
- 2.52 Internally it has a 2-room plan with central entry and staircase with a 20<sup>th</sup> century outshot to the rear.



20<sup>th</sup> Century outshot to the rear

- 2.53 The cottage has an exceptionally complete 19<sup>th</sup> century Scillonian interior including panelled doors, joists and plant and muntin partitions flanking the central stair<sup>5</sup>.
- 2.54 Whilst the cottage is now physically attached to the side of the Town Hall, the image in figure 6 (and compared to figure 2) illustrates that clearly there was an element of reconstruction at the time the Town Hall was built and its more historic neighbour was demolished.
- 2.55 To the rear is a small single storey structure that is likely to be contemporaneous with the cottage and also appears on the 1875 Ordnance Survey Map. It is listed Grade II in its own right.

<sup>4</sup> Historic England List Description: 1141192

<sup>5</sup> Historic England List Description: 1141192



Rear small single storey structure (2023)

- 2.56 The building is also of coursed granite rubble, with a gabled pantile roof and brick end stack. The original double entry is on the western elevation and the north gable has an inserted doorway. There is a fireplace to the south gable<sup>6</sup>.
- 2.57 The setting of Parade Cottage relates primarily to The Parade to the front, however, with the single storey shed to the rear, both also have a relationship with Porthcressa Road and Ingram's Opening. The significance of their setting relates more their contribution to the domestic townscape of Hugh Town than their relationship with the Town Hall – to which they have no specific connection other than physical.

<sup>6</sup> Historic England List Description: 1291695



Figure 20: The rear of Parade Cottage and the Town Hall.

2.58 To the immediate west of the Town Hall are two early 19<sup>th</sup> century houses (now holiday lets, formerly the Spanish Ledge Guest House) which are of a grander scale and more formal architecture – symmetrically designed, 3 bays wide with central door and hipped half-dormers above.



Figure 21: Listed buildings immediately to the west of the Town Hall

2.59 Both buildings are of roughly coursed granite rubble. In contrast to Parade Cottage to the east, these houses reflect a higher status of both architecture and therefore original occupant.

2.60 Similar to Parade Cottage, the setting of the listed buildings relates more to the overall town centre – rather

than their physical relationship with the Town Hall – being representative of the other buildings in Hugh Town.

Wider Setting

- 2.61 As described earlier, the Town Hall sits at the western end of the former Parade Ground – now gardens - bounded by Lower Strand to the north and Church Street to the south.
- 2.62 The original open space can be seen in figures 2 & 6. By the turn of the 20<sup>th</sup> century the 1905 Ordnance Survey Map shows that it had been converted to gardens. (figure 11).
- 2.63 Surrounding the Parade Ground Gardens are terraces of individual houses, mostly two storeys many have attic floors and dormer windows facing the Gardens. As well as Parade Cottage, many of the houses are listed.
- 2.64 The Town Hall, at the western end, and the Scillionian Club at the north eastern are the exceptions to this scale, making them landmarks.
- 2.65 The houses are mostly constructed of coursed granite rubble/partially cut granite, with slate roofs. Some are now rendered.





Figures 21-24: buildings surrounding Parade Gardens, including the Town Hall and Scillonian Club

2.66 These buildings are all of significance in their own right – especially those that have been listed – as good examples of the domestic architecture of Isles of Scilly at different

points in its history. The contribution that setting makes to their significance is primarily as part of the overall urban context of Hugh Town, surrounding the former Parade Ground, now gardens. They form a characterful backdrop to this space and help to ensure the prominence and significance of the Town Hall in this context.

**3 The heritage significance of the site and its context**

3.1 The Town Hall is listed Grade II and lies within the Isles of Scilly Conservation Area.

3.2 The Town Hall was listed in December 1992. The list description reads:

*Town Hall. 1889, by J. Goodfellow. Squared and roughly coursed and snecked granite with hammer-dressed dressings; stone-coped gabled slate roof. Rectangular plan with gable to street. Classical style. Plinth, angle quoins and plat band to pedimented front of 2 storeys with symmetrical 3-window range. Keyed 4-centred arches over horned 2/2-pane sashes flanking similar tripartite sash to centre on ground floor; similar first-floor sashes set in raised architraves with similar arches and blocks to cills; similar arches over centre-hung 4-pane casements flanking shield with relief lettering reading VR/1887 to tympanum of pediment, which has dentil brackets to antefixae. West end has one arch-headed window. Altered interior. Included for group value.*

3.3 There are a number of heritage assets in the vicinity and wider area, including Parade Cottage and its outbuilding, immediately adjacent to the east and the 'Spanish Ledge Guest House and house attached at west' which immediately abuts the Town Hall extension to the west – all of which are listed Grade II.

3.4 A number of other buildings around The Parade are also listed -all Grade II. These are highlighted on the map below – indicated by the blue triangles and can be seen in the photographs in figures 21-24.



Map 1: Statutory Listed Buildings in the vicinity of the Town Hall (2021)

**Scheduled Ancient Monuments**

3.5 The nearest Scheduled Ancient Monuments are the Curtain Wall & Associated Defensive Structures on the periphery of The Garrison & the Round Cairn with funerary chamber on Buzza Hill – both some distance from the Town Hall.

**Non-designated Heritage Assets**

3.6 The Historic Environment Record identifies other sites of interest, extant, archaeological and/or demolished. The closest to the Town Hall, on The Parade, is an 'undated findspot' of 'a small rounded stone, 0.4m high and 0.5m diameter with a hole in the top, somewhat resembling a small barrel'

**Assessing heritage significance**

3.7 The conservation area, listed buildings and Scheduled Ancient Monuments are 'designated heritage assets', whilst other structures (including those identified as making a positive contribution to the character and appearance of the conservation area) are 'non-designated heritage assets' as defined by the National Planning Policy Framework (NPPF).

- 3.8 'Significance' is defined in the NPPF as 'the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic'. The Historic England 'Planning for the Historic Environment Practice Guide' puts it slightly differently – as 'the sum of its architectural, historic, artistic or archaeological interest'.
- 3.9 'Conservation Principles, Policies and Guidance for the sustainable management of the historic environment' (English Heritage/Historic England, April 2008) describes a number of 'heritage values' that may be present in a 'significant place'. These are evidential, historical, aesthetic and communal value.
- 3.10 The site, the listed and unlisted buildings nearby, and their relationship to one another and the conservation areas collectively illustrate the development of the Isles of Scilly.
- Isles of Scilly Conservation Area
- 3.11 The significance, character and appearance of the Isles of Scilly Conservation Area is embodied in the integration of the buildings and landscapes in Scilly and how its inhabitants have shaped the land over a long period.
- 3.12 The 'historic interest' to be found on the Isles of Scilly is well documented and the islands contain a remarkable abundance and variety of archaeological remains and thus 'evidential value' from over 4000 years of human activity.
- 3.13 The remote physical setting of the islands has lent a distinctive character to those remains, producing many unusual features important for the broad understanding of the social development of early communities.
- 3.14 The islands' archaeological remains demonstrate clearly the gradually expanding size and range of contacts of their communities.
- 3.15 By the post-medieval period (from 1540), the islands occupied a nationally strategic location, resulting in an important concentration of defensive works reflecting the development of fortification methods and technology from the mid 16<sup>th</sup> to the 20<sup>th</sup> centuries.

- 3.16 It was the construction of the defences at The Garrison (as well as other locations across the Islands) that directly and indirectly led to the growth of Hugh Town as the main urban and administrative centre of St Mary's and the Isles of Scilly. Similarly the encouragement of farming, flower growing and shipbuilding led to a growing of the economy and society.
- 3.17 Within this context the Town Hall makes an important positive contribution to the conservation area as a prominent landmark in the town centre, overlooking The Parade – the key historic open space (now gardens) in Hugh Town.
- 3.18 Its architectural presence signals its civic role and is an important element of the town and the Islands as a whole as envisaged and supported by the Dorrien-Smith family in the 19<sup>th</sup> century as they sought to bring law, order and good governance to the Islands.
- 3.19 The contribution the Town Hall makes to the conservation area is lessened by the unsympathetic 1970s addition to its west and similarly the modern porch – although both are functionally important.
- 3.20 Parade Cottage, its outbuilding and the other listed and unlisted buildings that surround the historic Parade Ground are important in their contribution to the evolution of Hugh Town and its townscape.
- 3.21 Their domestic scale is important in giving further prominence to the Town Hall while the variety in architectural styles also reflects the status of Hugh Town as the commercial centre of a small population – combining houses of slightly grander aspiration, architectural proportion and detailing with others of a more humble and 'cottagey' scale.
- 3.22 The relationship between the Town Hall and these buildings is an important element of the character of the conservation area.



The Town Hall

*Historical & Communal Significance*

- 3.23 In terms of English Heritage<sup>7</sup>'s 'Conservation Principles' the buildings and conservation area provide us with 'evidence about past human activity' and, by means of their fabric, design and appearance, communicate information about its past.
- 3.24 The historical and communal significance of the Town Hall is an important element of the civic evolution of the Islands as the Dorrien-Smith family sought to 'improve' the Islands.
- 3.25 The different uses within the building are also important from a historical - and communal – perspective. The building was not only the setting for democracy to be played out in the Council Chamber, but also law and order, as the Magistrates Court, as well as entertainment in the main hall and market/butcher to the front. This multi-functionality meant the building will have played a part, at some point, in the lives of most islanders and perhaps many visitors.



Figure 20: Early 20<sup>th</sup> century Postcard © Isles of Scilly Museum Archive

- 3.26 The postcard in figure 20 is an example of the use of the Town Hall. The words on the front read:

<sup>7</sup> Now Historic England

*We were here [the Town Hall] to a social Wednesday evening I performed on my fiddle! Fancy! I can assure you it was not my fault...*

- 3.27 The Town Hall often featured as a focal point for visits, such as those of the Duke of Edinburgh and The Queen Mother illustrated earlier, and the visit of Edward VII in 1902, below.



Figure 21: King Edward VII addressing a crowd outside the Town Hall in 1902 © Isles of Scilly Museum Archive

- 3.28 The civic function of the building was further expanded with the building of the Council Offices on the side of the Hall in 1970.
- 3.29 Unfortunately, the historical and communal value that can be attributed to the building has been considerably eroded in more recent years with the moving of the Council to the Wesleyan Chapel and the building no longer being used as the Magistrates Court.
- 3.30 The closing of the hall for theatre use has also further eroded the public use of the building.
- 3.31 Only the use of the offices by Council Officers and currently the temporary use of the ground floor front part of the building as the 'Museum on the Move' now connects the building to the Islanders and visitors it was built to serve.

*Architectural & Aesthetic Significance*

- 3.32 As well as the significance identified above, the Town Hall also possesses an element of architectural value – most

notably externally in its granite front elevation with its symmetrical plan, pedimented gable, and granite detailing celebrating both Queen Victoria with its date stone and also Thomas 'Algernon' Dorrien-Smith.

- 3.33 The architectural treatment gives the building its presence and prominence in the centre of Hugh Town overlooking the Parade.
- 3.34 Unfortunately, this is largely where the architectural 'special' interest of the building ends. The western side of the building has been compromised by the three storey 1970s extension, which runs from front to back along its flank, and the porch – which effectively hides the single storey side extension of 1900 with its granite carved window surround.



Figure 22: Rear of the Town Hall 2021

- 3.35 The rear of the Town Hall still reveals its simple original form, in granite blocks with rusticated quoins at the corners (figure 22) and there is a small porch that serves the back of the hall. However, the building has been compromised architecturally by the addition of the offices to the west and the boiler room to the east. Its setting is further compromised by the 'back of house' functions, recycling and parking – despite its prominent location overlooking Porthcressa Beach.

Internal Space

- 3.36 Internally, whilst most of the original spaces retain their plan form and volume, they have either lost all historic features and detailing, or have been heavily altered.
- 3.37 Nothing historic or 'of special interest' remains in the former Council Chamber/Magistrates Court (figure 15); adjoining office; ground floor market space (including its use during the mid-20<sup>th</sup> century as a butchers).
- 3.38 The main hall has lost all of its natural light except for a single glazed window at the south east corner. A large heating duct has been inserted, presumably at a point when a suspended ceiling was inserted. Whilst the subsequent removal of the suspended ceiling has revealed the original zig-zag tongue and groove ceiling, it has also revealed the heating system and also detrimentally altered the acoustics of the hall for practical use (figures 17&18).
- 3.39 The stage is no longer used.
- 3.40 The modern side extension has no architectural special interest at all being entirely functional.



Figures 23&24: Internal space in the side extension

- 3.41 Overall, the significance of the Town Hall lies primarily in its historic civic and communal role within the Isles of Scilly – providing a home to not just administrative, democratic and magistrate functions, but culture and entertainment. This was further bolstered with the addition of the Council Offices in the 1970s. However in more recent years this role and function has gradually reduced – lessening its relevance to both Islanders and visitors.
- 3.42 Architecturally, its significance lies in its external ‘presence’ in the centre of the town – which is particularly emphasised by its form, the architectural quality of the front elevation and its prominence in The Parade.

- 3.43 This presence is let down by the quality of the 1970s addition and the porch as well as the building’s setting to the rear, overlooking Porthcressa, although the 1970s extension does, nevertheless, still highlight the building’s civic function in comparison to the surrounding domestic uses and scale.
- 3.44 Internally the building is much altered and there is very little of ‘special interest’ remaining other than a sense of the original plan form and some of the key volumes.

Setting of Town Hall

- 3.45 The setting of the Town Hall is of particular relevance to its significance because of its communal and symbolic role within Hugh Town and the wider Islands.
- 3.46 In this case, it is not just physical visibility that contributes to its setting, but also its civic ‘presence’. Whilst the Town Hall extension is not of architectural quality, it does form part of this presence in the centre of Hugh Town.
- 3.47 Its immediate setting has been discussed above in relation to its prominent position and formal architectural presence on The Parade.
- 3.48 It is visible from across the Gardens, with the lower scale and massing of the surrounding buildings giving it further prominence.



Figure 25: The Town Hall across the Parade Gardens

- 3.49 Views of the rear of the building are of much less importance. Whilst the scale, massing and form of the building is still legible, it does not display its civic role in the same way and the quality and level of detailing is much less. This has been further eroded by the alterations made and also the quality of the public realm around Porthcressa Road.
- 3.50 Due to its civic relevance, views of the building from further afield are also of some (lesser) importance. This includes from Hugh House on the edge of The Garrison and also from Buzza Hill.



Figures 26&27: The Town Hall from in front of Hugh House and from The Garrison

- 3.51 The photographs show that whilst the Town Hall and extension are discernible (with the extension roof more prominent in views from the west) the complex largely merges in to the roofscape of the town. The church is far more prominent at the eastern end of Hugh Town.



Figure 28: View from Buzza Hill

- 3.52 Similarly from Buzza Hill, whilst it is the Town Hall roof that is more discernible, the building still forms part of the overall town and roofscape of Hugh Town rather than being especially prominent in its own right.
  - 3.53 Thus, whilst views of the Town Hall, and an appreciation of its presence, are important elements of its setting, views into Hugh Town from east and west are of less importance due to the building largely being seen as part of the overall urban form and roofscape of the town.
- The Parade
- 3.54 As described earlier, there are a number of listed (and unlisted) buildings in the vicinity of the Town Hall that are significant in their own right and also contribute to the character and appearance of the conservation area as well as the setting of the Town Hall.
  - 3.55 Of particular relevance is Parade Cottage and its associated outbuilding, to the east of the Town Hall, which are an important remnant of the late 18<sup>th</sup>/early 19<sup>th</sup>

century expansion of Hugh Town. The simple buildings typify the vernacular style of cottage and outbuildings on the Islands and retains some important historic and architectural features internally.

- 3.56 The historic photographs show that the cottage underwent some alterations at the time the Town Hall was constructed, but this has not lessened its interest.
- 3.57 The outbuilding, located just to the south on Ingram's Opening also retains much of its outward character.
- 3.58 To the front, the cottage retains its town setting – created at the time the Town Hall was constructed - and sits as part of the wider townscape of The Parade.
- 3.59 The rear of the cottage has been altered with a 20<sup>th</sup> century outshot and the setting of the cottage and outbuilding from behind has been much altered by the construction of the boiler room and creation of parking/recycling space behind the Town Hall and on Silver Street. The yard is entirely unseen from the public realm.
- 3.60 To the west of the Town Hall, the two early 19<sup>th</sup> century houses (now holiday lets) are of a grander scale and more formal architecture – symmetrically designed, 3 bays wide with central door and hipped dormers above. They contribute to the town-centre character of The Parade, conservation area and Town Hall, along with the other nearby buildings.
- 3.61 The other listed and unlisted buildings around The Parade and on Porthcressa Road further reflect the urban, but small scale, character of Hugh Town.

#### 4 The proposed scheme and its effect

- 4.1 This section of the report briefly describes the proposed scheme and its effect on the heritage significance described earlier. This section should be read in conjunction with the architect's drawings and Design & Access Statement which provide a comprehensive description and rationale for the proposals.

The proposed scheme

- 4.2 The main proposal seeking permission for the creation of a new home for the Museum with the addition of a performance space and supporting facilities that create a combined heritage and cultural centre for the Isles of Scilly and to serve both the Island's resident communities and visitors as well as provision of a café/bar was granted permission in 2022.
- 4.3 This application seeks to re-establish the principles of that application with a number of minor additions.
- 2022 Application Elements
- 4.4 The proposals necessarily require the comprehensive reconfiguration of the building to create appropriate access, facilities and accommodation.
- 4.5 This unavoidably requires the loss of some original fabric and the loss of a number of original features and staircases. It will also change the external appearance of the existing 70s extension.
- 4.6 The proposals have been drawn up with a detailed understanding of the building's significance, both architecturally and historically. This analysis has clearly identified that whilst its historic/communal value is of special interest, much of the physical fixtures and fittings internally are either functional, modern or 'standard' – rather than 'special'. To achieve a sustainable and optimum viable use for the future this distinction has been an important factor in the design process.

- 4.7 The proposals have sought to ensure that the key volumes and hierarchy of the spaces are retained and that where fabric is affected it is of less significance.

Internal Alterations

*The Town Hall*

- 4.8 It is proposed that the existing main hall will retain its volume and status as the new performance hall whilst the magistrates/council chamber will be converted to exhibition space.
- 4.9 The location of the existing entrance will remain broadly similar, and the entrance area will be opened up to gain a full appreciation (and access) to the space. A new staircase will lead up to a top-lit gallery which could spectacularly display the Klondyke gig in front of the full-height display of birds.
- 4.10 This 'new' space will be created from the back of the old stage and thus not impact on the volume of the existing main hall.
- 4.11 The main hall will be given back its original purpose with modern facilities, seating and access. The performance area will be 'turned around' to be positioned on the rear wall creating the much-needed accessible and modern Performance Hall.
- 4.12 Along the walls of the hall, galleries are to be created to provide both additional seating and also circulation space at first floor level. Access to the galleries will be provided through the currently blocked-up window openings – linking the performance space with the new café and new meeting/activity and exhibition space.
- 4.13 The former magistrates/council chamber and adjoining office will be opened up to create exhibition space overlooking The Parade.
- 4.14 A new staircase will be created in the 1970s extension that will link all the floors.
- 4.15 A 'new' second floor will be created at the front of the town hall building, in front of the performance space – effectively in the eaves of the building. This will provide necessary back-of-house accommodation for volunteers

etc. There is currently no accommodation in this space at the moment, being just a void above the existing first floor.

*1970s extension*

- 4.16 The existing 1970s extension will be entirely re-configured to provide a new staircase, activity/meeting and WC and museum exhibition space. Also, importantly, at roof level, the extension will house the primary plant and heat exchangers for the proposed air-to-air heat pumps. This is an important part of the overall sustainability strategy for the new complex allowing a move away from carbon fuels to electricity.

*New Extension*

- 4.17 On the eastern side of the Town Hall the existing boiler/plant room is to be replaced with a new two storey extension that will house a bar/café with views over Porthcressa Beach to the south. It will connect at ground and first floor level to the Performance Hall through the existing (blocked up) window openings and to the outbuilding at the rear of Parade Cottage. This element of the proposal is important for the financial viability of the project.

External Alterations

*The Town Hall*

- 4.18 The changes to the exterior appearance of the original town hall will be almost imperceptible. Its dominant gabled granite frontage will remain the prominent feature on The Parade, sitting forward and proud of the adjacent buildings. This is particularly important in views when approaching from the north west, where this frontage and flagpole will remain the immediate and notable feature.
- 4.19 To the rear, similarly, the dominant granite façade will remain largely unchanged except for the opening of the blind windows to provide better light into the hall, as well as the lowering of one of the cills to provide a door which allows large items for theatre productions/gallery exhibition to be moved into the building.

- 4.20 Photovoltaic tiles will be incorporated into the slate roof, enhancing the sustainability of the building. These will be largely unseen, on the elevation that is otherwise shielded by the side extension.

*1970s extension*

- 4.21 The existing 1970s extension will be almost entirely re-worked with a new slate roof profile to accommodate the roof-top plant required for the air-to-air heat source equipment. Its narrow street elevations to the north and south will be significantly improved with a granite base to the ground floor, vertical timber profiled boarding above and new fenestration with a contemporary but appropriately vertical expression.

*New Extension*

- 4.22 The new extension to the east will sit behind Parade Cottage and be of a similar architectural language to that of the re-modelled 1970s extension, except with a seamed zinc sheet roof. The two bays will step down from the town hall – visually opening up views of the side of the town hall and also stepping down towards Ingram's Opening and the listed Parade Cottage and outbuilding.

- 4.23 The extension will not only provide secondary, level, access to the building but connect the building visually to Porthcressa Road and beach - providing a structure of high quality that can activate a currently unkempt and dead part of the public realm.

*New Proposals (2023)*

- 4.24 Since consent was granted in 2022 a number of issues and opportunities have been identified as the details of the scheme have evolved.
- 4.25 Firstly, following thorough investigation by the structural engineer it has been identified that the second floor of the building requires rebuilding. Currently an ad hoc construction made up of a mixture of timbers and unsuitable for full-access use, the reconstruction offers the opportunity to rebuild the floor in a position that provides much better accessibility and a more compliant scheme in terms of fire strategy.

- 4.26 Although the timbers date to the construction of the Town Hall they are not of inherent 'special interest' in their own right but nevertheless the proposals are to re-use as many of the existing timbers as possible

- 4.27 Secondly, the opportunity has arisen to incorporate the rear 'outbuilding' structure to Parade Cottage into the proposals and to undertake a positive upgrade to accommodation at Parade Cottage itself.

- 4.28 Both structures are listed Grade II in their own right.

- 4.29 The proposals will provide a direct link between the café bar and the rear shed – which will be re-purposed as an accessible WC, 2 additional WCs and store. Importantly the new link also provides a vital link between the gallery space and reception area with the café without the need to traverse through the performance space – particularly important in ensuring the spaces can act independently.

- 4.30 To provide level access into the outbuilding, as well as to provide a usable space, it is proposed that the floor is raised, along with the roof. The existing floor is a concrete slab and does not contribute to the significance of the building.

- 4.31 All modern partitions will be removed and replaced with similar lightweight reversible partitions. There are no new openings proposed.

- 4.32 The building will be carefully conserved, including removing all the pantiles from the roof after being carefully recorded to allow for the removal of the expanding foam which has been inserted. This in itself can be regarded as a heritage benefit. Any required repairs to the roof timbers can be done at this stage, if any repairs are required these will be splice repairs to match the existing materials.

- 4.33 All cementitious pointing will be removed from the roof area and chimney and renewed with a lime mortar. Any failed or missing joints will be raked out and re-pointed using lime mortars. The insertion of a glass strip at the eaves allows us to raise the roof and flood the space with natural light. It is also a clear intervention which allows

- the legibility of intervention whilst retaining all of the historic fabric of the existing building.
- 4.34 Whilst this will undoubtedly lead to a visual change to the building the method proposed takes into consideration best conservation philosophy and practice and includes the full sympathetic restoration of the existing structure.
- 4.35 Thirdly, it is also proposed that a lightweight timber wet/drying room will be added to the rear of Parade Cottage to improve the quality of accommodation in the cottage.
- 4.36 This element of the proposals will not cause any harm to the historic fabric of the two listed structures and their relationship to one another will remain unchanged – this will especially be the case when viewed from the public realm and Porthcressa Road.
- 4.37 The connection between ‘old and new’ will be undertaken in a minimal way that allows the old and new to be read separately.
- 4.38 The wet/drying room, which will be constructed in timber, will similarly be unseen from the public realm and sit tucked behind the external wall, within the rear yard of the cottage providing a functional use that is not out-of-keeping with the purpose of the yard historically.
- Impact on the heritage significance of the listed building, conservation area and setting of nearby listed buildings**
- 4.39 Internally, the proposals will undoubtedly cause a considerable amount of ‘change’ to the building including the removal of original physical fabric and the loss of the former magistrates court/council chamber and stair at first floor. However, in reality this fabric is largely of little interest in its own right and the bones of the original plan form will be retained through the ground floor entrance space and first floor exhibition space to the front of the building and the volume of the performance space to the rear.
- 4.40 The proposals will, however, allow for the continued use of the building as one of community importance, giving it

- uses relevant to both Islanders and visitors – as was the original purpose and a key element of its significance.
- 4.41 Externally there will be little impact on any physical fabric of significance with the main front and rear elevations of the Town Hall remaining entirely intact. However, there will clearly also be an impact on both the conservation area and the setting of listed buildings.
- 4.42 The extensions will also change the setting of the original Town Hall building – but in a complimentary way.
- 4.43 The most important architectural element of the original building will remain the prominent feature in many views.
- 4.44 Even where the proposed additions are prominent in their own right they will not compete with the granite solidity and presence of the original building – instead forming a complimentary cluster that signals the whole complex is of civic importance.
- 4.45 The extended roof of the existing town hall extension will be considerably higher than the existing roof, however it will be set back from The Parade and the main facade so visually its scale will be reduced – and where visible will be a beacon of sustainability.
- 4.46 The new extensions on the eastern side reflect the gable ended form of the town hall, stepping down towards Ingram’s Opening, so providing a complimentary form that sits comfortably alongside the granite elevation of the original building.
- 4.47 Currently views of the eastern elevation of the Town Hall – adjacent to Porthcressa Beach - are filled by the large boiler/plant room and the car park/bin stores. The new extension will activate this space with character and life, providing level access to the building and offering views over the beach.
- 4.48 The overall impact on the setting of the listed Town Hall will be positive. The existing 1970s extension currently detracts from the significance of the historic building and the site of the new extension an unwelcoming area for bins and cars. The new and refurbished structures will be of high quality materials that will complement the town hall and creates a new unified cultural hub that reflects



not just its historical importance but also the sustainable aspirations of the Islands.

New Proposals 2023

- 4.49 Changes to the second floor structure fall within the justification as given above – in reality this fabric is largely of little interest in its own right whilst the proposals allow for the continued use of the building as one of community importance, giving it uses relevant to both Islanders and visitors – as was the original purpose and a key element of its significance.
- 4.50 The proposals to re-purpose the listed former shed as 1 accessible WC and 2 additional WCs and store and provision of the wet/drying room behind Parade Cottage will not negatively affect their special interest. The most visible change will be the insertion of the glass strip at eaves level – adding a clear modern intervention that will floor the space with light – however the existing historic fabric and appearance of the building will otherwise remain un-changed and importantly will be restored in a manner far more appropriate to its original construction, replacing cementitious mortar with lime and removing the expanding foam from the pantiles.
- 4.51 The wet/drying room structure will be in timber and provide the type of function to be expected in the rear yard of a small cottage, whilst the integrity of the stone shed will be retained intact.
- 4.52 The main extension of the original application proposed will sit directly behind Grade II listed Parade Cottage and its adjoining out building (now linked by the new proposal). Due to its scale it will be prominently visible behind the listed buildings in views from The Parade which will have a potentially negative effect on an ability to appreciate the cottage in its original setting.
- 4.53 However, as has been illustrated earlier in this report, the setting of the cottage has already changed considerably – with the building of the existing town hall. The proposed additional change to its setting should be seen in this context.

The impact on the setting of other nearby listed buildings

*Other listed buildings in the vicinity*

- 4.54 As described in the earlier sections, the contribution that setting makes to the significance of other listed buildings in the immediate vicinity – the majority of which surround the Parade Gardens – relates primarily to their collective contribution to the Square – their scale, materials and form. This includes the adjacent former Spanish Ledge Guest House to the west. The town hall has always been a prominent and differently scaled element – reflecting its civic status, with the existing 1970s extension detracting from both the town hall and the setting of surrounding buildings.
  - 4.55 This contrast will remain un-changed with the proposals in terms of their relationship – if anything the enhancements to the 1970s extension will enhance their setting where they are seen within the same context.
- The Conservation Area
- 4.56 The effect on the conservation area will be similar to that described above. The centre of Hugh Town is made up of domestic, commercial, and civic buildings and the differentiation is often articulated through the scale and architecture of the buildings.
  - 4.57 The Town Hall has a rightly dominant position within the centre of the town. This will be visually retained with its repaired and restored granite front (and rear) elevations remaining the most prominent elevations facing the street. The proposed extensions and alterations will contribute a high-quality piece of architecture to the town and conservation area that both reflects its collective status as a new cultural centre for the Islands whilst still allowing the existing Town Hall building to retain its primacy.
  - 4.58 Even from further afield – particularly from the Garrison and from Buzza Hill – where views across the town are possible – the proposed buildings will sit comfortably as part of the overall townscape. The use of slates for the 70s addition roof extension will mean that it blends with

the other slate roofs – including that of the town hall - whilst the zinc roof to the new extension will also share its colour palette and compliment the surrounding buildings.

Conclusions

- 4.59 Overall, whilst the proposals involve a comprehensive re-purposing of the Town Hall and its 1970s extension, the effect will be a beneficial one. The 'new' complex will be relevant, fit-for-purpose, economically viable, sustainable and complimentary to the significance and purpose of the listed building.
- 4.60 The proposals may cause an element of less-than-substantial harm to a number of the heritage assets: the loss of some historic fabric within the Town Hall, its setting and that of the adjacent Parade Cottage through the scale of the proposed new roof. However, this must be considered and balanced within the context of the considerable public benefits that the scheme will deliver.
- 4.61 These benefits have been considered above and are also outlined in the Design & Access Statement:
- The Town Hall's original principal space, the Hall, is being retained both in its original function and physically with its proportions, volume and its visible roof structure and construction effectively unchanged.
  - The proposed new balconies will enhance the hall visually and provide additional seating essential to its financial viability. The blocked original granite dressed stone openings will be re-opened to link the hall with its side spaces, provide circulation and draw light from the adjacent spaces.
  - The front and rear original elevations will remain unchanged but their masonry and joinery will be cleaned, repaired and redecorated.
  - The 1970's utilitarian extension will be enhanced with a new roof and re-designed elevations that sit better visually with the adjacent granite elevations of the original building.
  - The new extension to the south-east of the Hall will make better use of an important focal space in the

town, currently used for waste re-cycling and parking. It will help the building better address the wonderful aspect of Porthcressa Beach. In addition, it will provide space for important functions such as the café, bar and foyer and the Klondyke display that will contribute to the Hall's future viability.

- New environmentally efficient servicing will allow the removal of the unsightly internal flue running up through the hall and the external boiler house and will help achieve future sustainability goals of net zero-carbon and reduction in the use of fossil fuels.
  - The principal changes to the original Hall's existing fabric will be the insertion of a rooflight for the light well, slight raising of the slate coverings to allow ventilation and insulation of the roof, removal of some secondary internal partitions to create more flexible exhibition areas and re-opening of a number of the original hall windows.
- 4.62 Overall, the benefits arising from the proposals will help to secure the long term sustainability and future of the listed building and ensure that a key element of its significance and contribution to Hugh Town and Island life can be perpetuated.
- 4.63 These conclusions remain relevant and valid when considering the additional incorporation of the listed shed to the rear of Parade Cottage to provide accessible facilities.

**5 Compliance with policy and guidance**

5.1 This report has provided a detailed description and analysis of the significance of the Town Hall and its context, as required by Paragraph 194 of the National Planning Policy Framework. In addition, the report also describes how the proposed scheme will affect that heritage significance. The effect is, overall, positive and for that reason, the scheme complies with policy and guidance.

5.2 The proposed scheme with amendments, in our considered view, still preserves the special interest of the listed building, preserves the character and appearance of the Conservation Area and the setting of nearby listed buildings, and thus complies with S.66(1) and S.72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

The National Planning Policy Framework

5.3 In respect of Paragraph 197 of the NPPF the proposals very clearly 'seek to sustain and enhance the significance of heritage assets, putting them to viable uses consistent with their conservation; recognise the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to character and distinctiveness'.

5.4 As outlined in Appendix A, the NPPF identifies two levels of potential 'harm' that might be caused to a heritage asset by a development: 'substantial harm...or total loss of significance' or 'less than substantial'. Both levels of harm must be caused to a *designated* heritage asset – in this instance the Town Hall, the Conservation Area and the setting of nearby listed buildings.

5.5 The proposals meet the requirements of Paragraphs 200-202. The proposals clearly do not cause substantial harm to the significance of any designated heritage assets – the

key elements of all heritage assets remains in tact and legible.

5.6 It is possible that the proposals will cause a small element of less-than-substantial harm to the significance of a number of assets, however this harm needs to be weighed against the public benefits of the proposal including securing its optimum viable use.

5.7 For the reasons given earlier in this, and other submitted reports, we believe that the benefits of the proposals clearly outweigh any identified harm.

The Council of the Isles of Scilly Local Plan

5.8 In positively addressing the requirements of the National Planning Policy Framework, the works also meet the policy requirements of the Council of the Isles of Scilly Local Plan relevant to the historic built environment.

5.9 In terms of Strategic Objective OE7 the proposals will ensure that the historic environment 'continues to contribute to the special character and identify and quality of life of the Isles of Scilly'; importantly and very uniquely the proposals will 'increase public understanding, awareness and enjoyment of and access to our heritage for both residents and visitors'. They will 'support the vital tourist economy of the islands, recognising that heritage is a key element'; and 'ensure that the historic environment is used as a key driver and focus for inward investment, regeneration and re-development, particularly within the islands' settlements'. The proposals will also enable the 'creation and support for strong partnerships between public, private and voluntary sectors'.

5.10 In conclusion, we believe that the proposals meet the legislative, national and local policy requirements for the historic built environment.

**Appendix A – Policy Context**

Any proposals for the site must have regard for national and local policy and guidance relevant to the consideration of change in the historic built environment.

The Planning (Listed Buildings and Conservation Areas) Act 1990

The legislation governing listed buildings and conservation areas is the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act'). Section 66(1) of the Act requires decision makers to 'have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses' when determining applications which affect a listed building or its setting. Section 72(1) of the Act requires decision makers with respect to any buildings or other land in a conservation area to pay 'special attention... to the desirability of preserving or enhancing the character or appearance of that area'.

The legislation governing Scheduled Ancient Monuments is the Ancient Monuments and Archaeological Areas Act 1979.

The National Planning Policy Framework

The revised version of the National Planning Policy Framework (NPPF) was published in 2021.

Chapter 12 of the National Planning Policy Framework deals with design: Achieving well-designed places. It begins:

'The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process' (paragraph 126).

Paragraph 130 advises that 'planning policies and 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 as a result of good architecture, 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 (such as increased densities);
- 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.

Chapter 16 of the National Planning Policy Framework: 'Conserving and enhancing the historic environment' deals with Heritage Assets describing them as 'an irreplaceable resource' that 'should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations'.<sup>8</sup>

Proposals affecting heritage assets

Paragraph 194 brings the NPPF in line with statute and case law on listed buildings and conservation areas. It says that:

'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.'

<sup>8</sup> The policies set out in this chapter relate, as applicable, to the heritage-related consent regimes for which local planning authorities are responsible under the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as to plan-making and decision-making.

In terms of the local authority, paragraph 195 requires that they 'identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.'

Further, 'Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision (paragraph 196).

Paragraph 197. In determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Considering potential impacts

Paragraph 199 advises local planning authorities that 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 200 continues, 'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;

- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.<sup>9</sup>

In terms of proposed development that will lead to substantial harm to (or total loss of significance of) a designated heritage asset, paragraph 201 states that 'local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use'.

It continues 'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use' (paragraph 202).

In taking into account the effect of an application on the significance of a non-designated heritage asset the local authority should employ a 'a balanced judgement' in regard to the scale of any harm or loss and the significance of the heritage asset (paragraph 203).

The NPPF introduces the requirement that 'Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred (paragraph 204).

<sup>9</sup> Non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.

Where a heritage asset is to be lost, the developer will be required to 'record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible' (paragraph 205).<sup>10</sup>

In terms of enhancing the setting of heritage assets the NPPF states that 'local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably. (paragraph 206).

It goes on however that 'Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole' (paragraph 207).

Finally, paragraph 208 requires that the onus will be on local planning authorities to 'assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies'.

Local Policy: Council of the Isles of Scilly Local Plan 2015-2030

The Council of the Isles of Scilly Local Plan was adopted in November March 2021.

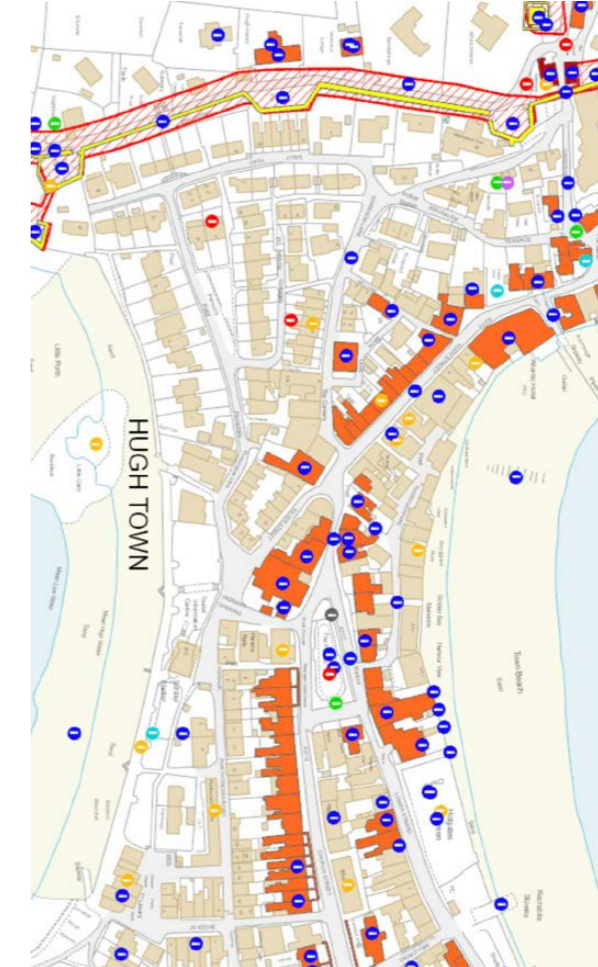
Policy OE7 relates to Development affecting Heritage.

<sup>10</sup> Copies of evidence should be deposited with the relevant historic environment record, and any archives with a local museum or other public depository.

### Appendix B – Historic Environment Record Maps

Immediate and Wider Context

Orange: Statutory Listed Building; Red/hatched: Scheduled Ancient Monument; Red, blue, green dots: identified sites on HER



QODA

Isles of Scilly Museum

Sustainability Strategy

2877.R03

# QODA

## Revision Summary

Issue	Document prepared			Document checked		
	Name	Signature	Date	Name	Signature	Date
First Issue	G. Sigalas		29.03.2022	T. Walkley		29.03.2022
P1	G. Sigalas		25.04.2022	T. Walkley		25.04.2022
P2	M. Tobin		06.07.2023	T. Walkley		06.07.2023



# QODA

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# QODA

## 1 Executive Summary

QODA Consulting have been appointed as part of the design team for the refurbishment and extension of the Isles of Scilly Town Hall building in Isles of Scilly.

The proposed works aim to improve the energy and sustainability performance, eliminate the use of fossil fuels, and significantly reduce the carbon footprint of the building. The works will include the following:

- Upgrade of the existing and retained main building, which includes the main hall, exhibition areas and administration offices.
- Demolishing the 1970s west wing and replacing it with a new build extension that will accommodate exhibition and archive spaces, reading areas, a new shop, and ancillary spaces.
- New build extension on the east side of the building that will include a café/bar and a gig area.

In order to demonstrate a quantitative improvement and decarbonisation of the town hall, QODA Consulting have built a baseline energy model with existing fabric and servicing arrangements, and a proposed model complete with the proposed fabric and services upgrades. From this exercise we are then able to compare the regulated carbon emissions using the Building Regulations Part L methodology.

# QODA

## 2 Sustainable Building Services

### 2.1 Town Hall

In the town hall, heating, ventilation, and active cooling will all be provided by a central Air Handling Unit (AHU) located on a concealed flat roof plant area. The AHU will incorporate a reversible heat pump, heat recovery thermal wheel and a recirculation damper.

The system will provide tempered air at a rate equivalent to 6 air changes per hour (2.5 m<sup>3</sup>/s) through low velocity openings formed at low level. Air will be extracted from a single point at high level. This is commonly referred to as displacement ventilation.

This strategy works in tandem with the natural tendency of warm, stale air to rise to high level, where it can be extracted, while providing fresh air to seated occupants from below in a manner which is less likely to transit via other occupants and pick up contaminants. This system is pertinent to the space due to the extended period where occupants are expected to be seated together.

The high air change rate means that the system can quickly adapt to an influx of occupants and provide plentiful fresh air for well-attended events.

The system will be variable volume and capable of recirculating air. This will be managed via CO<sub>2</sub> and occupancy sensing such that when the space is not occupied but requires heating or cooling (for instance, prior to a performance), the system can temper recirculated air which will greatly reduce the energy demand. The volume of air being delivered will be modulated based on measured CO<sub>2</sub> within the space, which is indicative of general air quality.

### 2.2 Rebuilt 1970s wing and new extension

A 60 kW air-to-water Air Source Heat Pump (ASHP) system common to the rebuilt 1970s building, refurbished town hall exhibition spaces and the new build gig display area will be located on the concealed flat roof plant area.

The system will service underfloor heating throughout which will be linked to local manifolds allowing room-by-room control, thereby minimising instances of heating unoccupied spaces.

Ventilation will be provided via soffit-mounted MVHR units, concealed by suspended ceilings, which will duct supply air and extract air to and from all occupied spaces at high level. Due to the use of heat recovery, this system will ensure appropriate ventilation rates in all seasons without placing excessive load on the heating system.

Cooling in the summer months will be provided by operating ventilation units in “summer bypass” mode, along with natural openings utilised to provide free cooling.

Consideration will be made to provisioning a specialist archive space for delicate items, which would comprise of local climate control via a split DX heating and cooling unit and an inert gas fire suppression system.

### 2.3 Photovoltaics (PV)

There is precedence for PV in the area, and the orientation of the building lends itself to a possible East-West array comprising of ~150 m<sup>2</sup> panels. This represents an array of around 30 kWp but it must be stressed that this is pending further design. An east-west array is considered beneficial as the output is flattened across a longer period when compared to the shorter, sharper peak from a due south array. This is likely better suited to the usage profile of the building and will directly offset energy used by the building from the grid, inclusive of heating and ventilation demands.

Consideration will need to be made as to how panels are incorporated and securely fixed to the roof structure without compromising thermal lines, waterproofing or other systems. This will be significantly easier if completed in tandem with other roof works than if it was to be retrofitted.



### 3 Compliance with Building Regulations Approved Document L

#### 3.1 Compliance with Approved Document L2B – Existing Building

The proposed refurbishment works in the existing building must comply with Part L2B 2013 of the UK Building Regulations, which sets targets for the thermal properties of upgraded fabric elements and building services efficiencies in refurbished buildings.

The following paragraphs summarise the fabric requirements of Part L2B 2013 and the energy efficiency 'triggers' as a result of the proposed works. All mechanical and electrical systems installed within the extension and refurbishment builds will be designed in accordance with the requirements of the Non-Domestic Building Services Compliance Guide 2013.

#### 3.2 Compliance with Approved Document L2A –Extensions

The works include the provision of extensions which will provide additional facilities to the building.

Approved document L2B specifies that extensions that are both:

- a. Greater than 100 m<sup>2</sup>, and
- b. Greater than 25% of the total useful floor area of the existing building,

Must be regarded as large extensions and assessed under Approved document L2A (new constructions). In the case of the Isles of Scilly Museum, the two extensions cover more than 25% of the existing floor area, so they need to be assessed under Approved Document L2A: Conservation of fuel and power in new buildings other than dwellings.

**Table 1: Breakdown of the floor areas for existing and extension builds.**

Existing Building Floor Area (m <sup>2</sup> )	480
New Build (Extension) Floor Area (m <sup>2</sup> )	590
Extension % of existing building	123%



## 4 Building Specification

### 4.1 Fabric

#### 4.1.1 Extension Fabric

New thermal elements used in the construction of the extension will meet and exceed the minimum U-Value standards identified in Approved Document L2A.

Table 2: Proposed New Fabric Standards for the Extensions.

	Fabric Element	L2A Requirement	Proposed Specification	Improvement Over L2A
New Thermal Elements - Extensions	Roof U-value	0.25 W/m <sup>2</sup> .K	0.12 W/m <sup>2</sup> .K	52%
	Ground Floor U-Value	0.25 W/m <sup>2</sup> .K	0.14 W/m <sup>2</sup> .K	44%
	External Walls U-Value	0.35 W/m <sup>2</sup> .K	0.18 W/m <sup>2</sup> .K	48%
	Windows, Rooflights and Pedestrian Doors U-Value (whole unit)	2.20 W/m <sup>2</sup> .K	1.20 W/m <sup>2</sup> .K	45%
	Air Permeability Target	10 m <sup>3</sup> /(h.m <sup>2</sup> ) @50Pa	7 m <sup>3</sup> /(h.m <sup>2</sup> ) @50Pa	30%

#### 4.1.2 Existing Building Fabric

New and upgraded fabric elements in the retained building must comply with the fabric efficiency requirement detailed in Approved Document L2B.

The proposed works include the upgrade of the retained uninsulated roof, as well as provision of new rooflights above the gallery area. The upgrade of the roof is the one with the highest cost benefit for the following reasons:

- Due to the buildings form factor, most of the heat losses will be through the roof, if left uninsulated.
- The roof upgrade is the most practical and technically feasible. Internal wall insulation will have a high risk of condensation if it is to be insulated to the same standard.
- Internal wall insulation will reduce the net floor area of the building.
- Maintaining the existing windows will preserve the heritage of the building.

For these reasons, upgrading the roof has been prioritised. For the purposes of this exercise, the rest of the fabric elements (external walls, ground floor) have been considered uninsulated and the existing windows single glazed based on the buildings age.

Table 3: Proposed fabric upgrades against L2B minimum requirements for the existing building.

	Fabric Element	Existing U-value assumption	L2B Requirement	Proposed Specification	Improvement Over L2B
Upgraded Fabric Elements – Existing Building	Upgraded Roof U-value	1.4 W/m <sup>2</sup> .K (uninsulated roof)	0.18 W/m <sup>2</sup> .K	0.16 W/m <sup>2</sup> .K	11%
	New Rooflights U-value	-	1.80 W/m <sup>2</sup> .K	1.20 W/m <sup>2</sup> .K	33%

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## 4.2 Mechanical & Electrical Services Design Standards

All mechanical and electrical systems installed within the extension and refurbishment will be designed in accordance with the requirements of the Non-Domestic Building Services Compliance Guide 2013. Evidence of the design standards will be documented via technical drawings, specifications and schedules and will be provided to the Building Control officer as evidence.

### 4.2.1 Extension Mechanical and Electrical Services Specification

Table 4: Proposed M&E services specification for the new extensions.

HVAC Strategy	Proposed Design
Gallery & Exhibition Spaces, Meeting & Reading Rooms, Kitchen, Bar/Café area, Shop	Underfloor Heating via ASHP and balanced mechanical ventilation with heat recovery
WC	Underfloor Heating via ASHP and zonal mechanical extract
Stair cores	Underfloor Heating via ASHP, natural ventilation

Heating & Cooling System Specification	Proposed Design
<b>System 1 - Underfloor Heating via ASHP</b>	
Seasonal Coefficient of Performance	3.3

Ventilation	Proposed Design
<b>System 1 - Central Balanced Mechanical Ventilation</b>	
Heat Recovery Efficiency (Plate Heat Exchanger)	81%
Specific fan power	1.99 W/l/s
<b>System 2 - WC Zonal Extract</b>	
Specific fan power (Zonal Extract)	0.5 W/l/s

Domestic Hot Water	Proposed Design
<b>Bar &amp; Café Areas Generator Type</b>	<b>Air Source Heat Pump</b>
Seasonal Coefficient of Performance	3.3
Storage Volume (l)	150L
<b>All other areas Hot Water System</b>	<b>Instantaneous Electric Water Heaters</b>
Total Storage Volume - All heaters (L)	150L

Luminaire Efficacy	Proposed Design
Luminaire Efficacy Target - All Areas Average	90 lm/W

Lux Level Target	Proposed Design
Kitchen	500 Lux
Office, Activity Space, Meeting Rooms, Reading Room	400 Lux
Exhibition space, WC, Circulation, Archive, Shop	200 Lux
Stairs	150 Lux
Store rooms	100 Lux

Lighting Controls	Proposed Design
Activity Space, Meeting Space	Absence Detection and Daylight Dimming
Reading Room	Absence Detection
WC, Archive, Circulation	Presence Detection
Exhibition Space	Manual Switching, dimmable to reduced output via PIR sensor
Kitchen, Bar/Café, Shop	Manual Switching

Renewables (PV)	Proposed Design
Total PV Area	150 m <sup>2</sup>

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## 4.2.2 Existing Building Mechanical and Electrical Services Specification

Table 5: Proposed M&E services specification upgrade for the existing building.

Heating & Cooling System Specification	
Existing System	Proposed Upgrade
Oil-fired Boiler	VAV system served from Air Source Heat Pump (Main Hall)
Seasonal Efficiency 81%	Seasonal Coefficient of Performance 3.3
	Seasonal Energy Efficiency Rate 5
	<b>Underfloor Heating via Air Source Heat Pump</b>
	Seasonal Coefficient of Performance 3.3

Ventilation System Specification	
Existing System	Proposed Upgrade
Naturally Ventilated	<b>Central Balanced Mechanical Ventilation with Heat Recovery</b>
	Heat Recovery Efficiency 81.2%
	Specific Fan Power 1.99 W/l/s
	<b>Zonal Extract Ventilation (WC only)</b>
	Specific Fan Power 0.50 W/l/s

Lighting Specification	
Existing Lighting Average Efficacy	Proposed Lighting Average Efficacy
60 lm/W, assumed based on Approved Document L Typical Value	90 lm/W

Existing Lighting Controls	Proposed Lighting Controls
WC Areas: Presence Detection	Offices: Absence Detection
All other areas: Manual Switching	WC/Circulation Areas: Presence Detection
	Main Hall/Exhibition Areas: Manual Switching, dimmable to reduced output via PIR sensor
	Kitchen / Bar/Café/Shop: Manual Switching

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## 5 Carbon Emission Calculation

### 5.1 Calculation Methodology

The building specification, as detailed in chapter two of this report, has been included in a thermal modelling simulation to quantify the carbon emissions of the proposed development.

The thermal model has been prepared in the dynamic simulation modelling software IES Virtual Environment which includes the thermal templates of the National Calculation Methodology for Part L assessments.

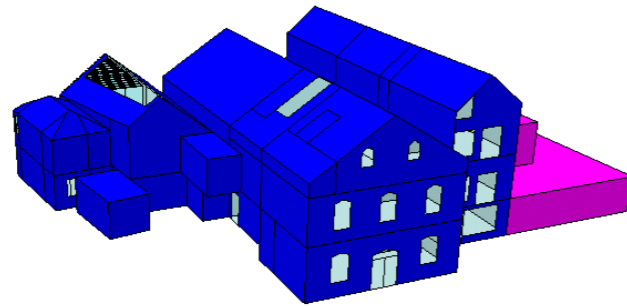


Figure 1: 3D view of the IES thermal model.

The model replicates the geometry of the proposed building and parameters including U-value fabric standards and M&E services specification as detailed in chapter two. CIBSE Test Reference Year weather data for Plymouth (the nearest TRY dataset) was used, following the NCM methodology guidance on weather data sets.

**Thermal Model Location:** Isles of Scilly

**Simulation Weather File:** Plymouth\_TRY05

### 5.2 Carbon Reduction Results

#### 5.2.1 New Extension

With the specification detailed in tables 2 & 4, the extension build achieves 8% reduction in carbon emissions from Approved Document L2A baseline.

Carbon Emission Results	New Extensions
L2A Target Emission rate (kgCO <sub>2</sub> /m <sup>2</sup> /yr)	30.5
Building Emission rate (kgCO <sub>2</sub> /m <sup>2</sup> /yr)	28.1
CO <sub>2</sub> emission reduction	7.9%

#### 5.2.2 Existing Building Refurbishment

With the energy efficiency measures detailed in tables 3 & 5, the existing building achieves 61% reduction in carbon emissions compared to the existing specification.

Carbon Emission Results	New Extensions
Existing Carbon Emission rate (kgCO <sub>2</sub> /m <sup>2</sup> /yr)	103
Carbon Emission rate after proposed works (kgCO <sub>2</sub> /m <sup>2</sup> /yr)	39.9
CO <sub>2</sub> emission reduction	61%



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## 6 Conclusion

The building achieves significant carbon savings compared to the baselines, both for the new extensions and the existing building. These savings are driven by the following design details:

- An excellent insulated fabric, with properties improving upon the Approved Document L2A & L2B minimum standards.
- Use of an energy efficient air source heat pump, both for space heating and hot water preparation. This will replace the existing oil-fired boiler and eliminate the reliance on fossil fuels.
- Energy efficient lighting, equipped with occupancy sensors.
- A 150 m<sup>2</sup> PV installation located on the roof.



Appendix A– Extension Building BRUKL

**BRUKL Output Document** HM Government  
Compliance with England Building Regulations Part L 2013

<b>Project name</b>	<b>Isles of Scilly New Extension</b>	<b>As designed</b>
<b>Date:</b>	Mon Mar 28 22:41:37 2022	

**Administrative information**

<b>Building Details</b>	
Address: Address 1, City, Postcode	
<b>Certification tool</b>	
Calculation engine: Apache	
Calculation engine version: 7.0.13	
Interface to calculation engine: IES Virtual Environment	
Interface to calculation engine version: 7.0.13	
BRUKL compliance check version: v5.6.b.0	
<b>Certifier details</b>	
Name: Name	
Telephone number: Phone	
Address: Street Address, City, Postcode	

**Criterion 1: The calculated CO<sub>2</sub> emission rate for the building must not exceed the target**

CO <sub>2</sub> emission rate from the notional building, kgCO <sub>2</sub> /m <sup>2</sup> .annum	30.5
Target CO <sub>2</sub> emission rate (TER), kgCO <sub>2</sub> /m <sup>2</sup> .annum	30.5
Building CO <sub>2</sub> emission rate (BER), kgCO <sub>2</sub> /m <sup>2</sup> .annum	28.1
Are emissions from the building less than or equal to the target?	BER <= TER
Are as built details the same as used in the BER calculations?	Separate submission

**Criterion 2: The performance of the building fabric and fixed building services should achieve reasonable overall standards of energy efficiency**

Values which do not achieve the standards in the Non-Domestic Building Services Compliance Guide and Part L are displayed in red.

Building fabric			
Element	U <sub>o-Limit</sub>	U <sub>o-Calc</sub>	U <sub>o-Calc</sub> Surface where the maximum value occurs*
Wall**	0.35	0.18	0.18 RM000000:Surf[1]
Floor	0.25	0.14	0.14 RM000010:Surf[0]
Roof	0.25	0.12	0.12 RM000013:Surf[4]
Windows***, roof windows, and rooflights	2.2	1.16	1.22 RM00000B:Surf[1]
Personnel doors	2.2	1.21	1.21 00000000:Surf[0]
Vehicle access & similar large doors	1.5	-	- No Vehicle access doors in building
High usage entrance doors	3.5	-	- No High usage entrance doors in building
<small>U<sub>o-Limit</sub> = Limiting area-weighted average U-values [W/(m<sup>2</sup>K)]                      U<sub>o-Calc</sub> = Calculated area-weighted average U-values [W/(m<sup>2</sup>K)]                      U<sub>o-Calc</sub> = Calculated maximum individual element U-values [W/(m<sup>2</sup>K)]                      * There might be more than one surface where the maximum U-value occurs.                      ** Automatic U-value check by the tool does not apply to curtain walls whose limiting standard is similar to that for windows.                      *** Display windows and similar glazing are excluded from the U-value check.                      N.B.: Neither roof ventilators (inc. smoke vents) nor swimming pool basins are modelled or checked against the limiting standards by the tool.</small>			
<b>Air Permeability</b>	<b>Worst acceptable standard</b>	<b>This building</b>	
m <sup>3</sup> /(h.m <sup>2</sup> ) at 50 Pa	10	7	

# QODA

## Appendix B– Upgraded BRUKL

### BRUKL Output Document HM Government Compliance with England Building Regulations Part L 2013

**Project name**

**Isles of Scilly Museum** As designed

Date: Wed Jul 05 14:09:48 2023

#### Administrative information

**Building Details**

Address: Address 1, City, Postcode

**Certification tool**

Calculation engine: Apache

Calculation engine version: 7.0.20

Interface to calculation engine: IES Virtual Environment

Interface to calculation engine version: 7.0.20

BRUKL compliance check version: v5.6.b.0

**Certifier details**

Name: Name

Telephone number: Phone

Address: Street Address, City, Postcode

#### Criterion 1: The calculated CO<sub>2</sub> emission rate for the building must not exceed the target

The building does not comply with England Building Regulations Part L 2013

CO <sub>2</sub> emission rate from the notional building, kgCO <sub>2</sub> /m <sup>2</sup> .annum	23.5
Target CO <sub>2</sub> emission rate (TER), kgCO <sub>2</sub> /m <sup>2</sup> .annum	23.5
Building CO <sub>2</sub> emission rate (BER), kgCO <sub>2</sub> /m <sup>2</sup> .annum	39.9
Are emissions from the building less than or equal to the target?	BER > TER
Are as built details the same as used in the BER calculations?	Separate submission

#### Criterion 2: The performance of the building fabric and fixed building services should achieve reasonable overall standards of energy efficiency

Values which do not achieve the standards in the Non-Domestic Building Services Compliance Guide and Part L are displayed in red.

**Building fabric**

Element	U <sub>e-Limit</sub>	U <sub>e-Calc</sub>	U <sub>i-Calc</sub>	Surface where the maximum value occurs*
Wall**	0.35	1.31	1.43	RM000005:Surf[2]
Floor	0.25	0.67	0.71	RM000005:Surf[0]
Roof	0.25	0.16	0.16	01000006:Surf[2]
Windows***, roof windows, and rooflights	2.2	3.37	5.56	RM000002:Surf[1]
Personnel doors	2.2	2.2	2.2	00000008:Surf[4]
Vehicle access & similar large doors	1.5	-	-	No vehicle access doors in building
High usage entrance doors	3.5	-	-	No high usage entrance doors in building

U<sub>e-Limit</sub> = Limiting area-weighted average U-values [W/(m<sup>2</sup>K)]  
 U<sub>e-Calc</sub> = Calculated area-weighted average U-values [W/(m<sup>2</sup>K)]  
 U<sub>i-Calc</sub> = Calculated maximum individual element U-values [W/(m<sup>2</sup>K)]

\* There might be more than one surface where the maximum U-value occurs.  
 \*\* Automatic U-value check by the tool does not apply to curtain walls whose limiting standard is similar to that for windows.  
 \*\*\* Display windows and similar glazing are excluded from the U-value check.  
 N.B.: Neither roof ventilators (inc. smoke vents) nor swimming pool basins are modelled or checked against the limiting standards by the tool.

Air Permeability	Worst acceptable standard	This building
m <sup>3</sup> /(h.m <sup>2</sup> ) at 50 Pa	10	7

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Isles of Scilly Town Hall

22 April 2022

**Access Review of Proposals and Existing Facilities at Planning Submission Stage****A/ Introduction**

The Isles of Scilly Town Hall Project will repurpose the existing Town Hall in Hugh Town, St Mary's, to provide a new museum and performance space.

Section B of this report reviews the proposed plans for remodelling and extending the Town Hall building, as shown in drawings by Purcell Architects, issued in April 2022. The report focuses on circulation and physical access, as well as sensory and cognitive disability. Recommendations will be expanded to cover more detail during later stages of the design process.

Section C of the report is a review of disabled access on approach and within the existing Town Hall.

The Appendix of this report sets out the relevant legislation and guidance. Note that throughout the report "AD M2" and "AD K" refer to Building Regulations Approved Documents Part M (Volume 2) and Part K.

**Important aspects needing clarification before next design stage**

The following features need to be clarified:

- Will the central external door entrance from Church Street into the exhibition space (which currently has one step) be a public entrance?
- Will the entrance from Silver Street be a service entrance, and not a public entrance?
- Wheelchair accessible seating positions should be shown in the hall at ground floor level and on the balcony, to provide wheelchair users a choice of location. Any positions should have access to a means of escape route. AD M2 states that for an auditorium with 132 seats there should be 2 permanent and 4 removable wheelchair positions.

- Fire protected routes and the locations of safe wheelchair refuges should be reviewed following consultation with a fire expert, especially on the upper floors, for instance from the second floor volunteer area.

**Building description**

The Town Hall is a Grade II listed Victorian building, owned and managed by the Council of the Isles of Scilly. It is located in the centre of Hugh Town, between the Town Beach situated to the north of the town centre and Porthcressa Beach immediately to the south. The main stone structure was built in 1887-1889 and runs north-south between Church Street and Silver Street. It has outbuildings on the eastern side and a 20<sup>th</sup> century three-storey extension on the western side.

It currently houses a small museum entered from Church Street, a hall (used until recently for performances and events and with another entrance from Silver Street), and office and meeting spaces for council staff.

**Outline of proposals**

The proposals will demolish the later extensions on both sides of the existing building, leaving the original stone block, containing the single storey hall and the two-storey portion with attic rooms above, which includes the first floor former council chamber.

On the west side of this block, a new three storey extension will contain the museum entrance/shop from Church Street and ancillary accommodation (e.g. WCs) at ground floor level. Exhibition and archive rooms will be located on the upper floors.

On the east side, a new two storey extension will be constructed, which will house museum exhibits, including the pilot gig suspended from the ceiling. There will be cafe/bar counters on each floor, so it will double up as a café during the day and as foyer spaces when performances or events occur in the hall.

The hall will be re orientated so that the stage will be at the south end of the building. A new balcony will be inserted, with its floor level with the former first floor council chamber and also with the new first floors of the east and west extensions.

Vertical circulation will be via a new passenger lift, connecting all the key levels, and two new staircases in the new extensions. A lightwell will bring daylight into the centre of the building.

It is envisaged that the following activities and events will be held in the building.

- Museum and archive displays and activities
- Music concerts, theatre and dance
- Film screenings and slide shows
- Lectures and educational events
- Community events, craft markets, meetings and functions
- Participation classes
- Foyer café/bar supported by a catering kitchen
- Volunteer resource area

The proposals for the Town Hall will revitalise this well-loved civic building and provide an inclusive cultural centre for the Isles of Scilly. It will fully meet all access standards, including accessible entrances, lift and stairs, refreshment areas, WCs and the improved performance space in the hall. The proposals will provide an opportunity to display the museum exhibits, so that they can be interpreted by all. Once the project is complete, the Town Hall will be a valuable asset for the local community and for visitors from further afield.

### B/ Access Review of Proposals

#### Approach and Arrival

1. The current drawings do not include any alterations to the building approach, except for improvements to the level entrance from Church Street and a service entrance with an external ramp from Silver Street. The car park on the south side of the building, which currently has 10 parking spaces, will remain as existing.
  - *Future design development: A review of the approaches to the building should be carried out; for instance, for people arriving from the town centre along Church Street, as well as from the car park. There should be an inclusive approach to the entrance on the north side of the building. An example where possible alterations could be carried out, is to alter the cobbled area at the road junction to the east of the proposed entrance. This would ensure that people with mobility and/or sensory impairments can pass safely from the car park to the Church Street entrance. Marking out a designated accessible parking bay in the car park should also be considered.*

#### Museum entrance from Church Street

2. The museum entrance from Church Street will be into a new extension on the west side of the original Town Hall building. The entrance door, adjacent to a glazed shop window, will be automated. The existing central entrance door into the exhibition space (which currently has one step) will not be used as a public entrance.
  - *Future design development: Approach and entrance signage, when it is developed at a later stage, should be clearly visible for people, particularly those with visual impairments. The entrances should also have the recommended manifestation to all glazed doors and panels.*
3. Inside the new entrance door will be the museum reception and shop. Because of their significance, the existing stone steps will be retained.
  - *Future design development: The details of the counter and shop display units will be designed during the next design stage.*

4. Visitors will pass from the entrance/shop through an opening and up a ramp into the introductory exhibition space.
  - *Future design development: The gradient, length and handrails on the proposed ramp need to be specified.*

**Service entrance from Silver Street**

5. The entrance on this side of the building will be into the new east extension, and will be a service entrance. It will have a gentle sloping path into the building, entering through a glazed lobby with two sets of wide doors.

**Circulating around the ground floor**

6. Due to the fact that there is a change of level of about 1m between the main entrance on Church Street and the rear entrance on Silver Street, an internal change of level via a short ramp and a flight of six steps will be required. The ramp and steps are shown in the introductory exhibition space, rising up to the level of the hall and the remaining ground floor level rooms. The accessible route bypassing the steps will be via the new passenger lift located in the exhibition space.

**Circulating around the upper floors**

7. **Up to and around first floor:** The first floor will be served by two new staircases on each side of the building, a main staircase in the west extension and another open staircase in the east extension, which wraps around the gig hanging from the ceiling. First floor levels between these two staircases will be level, however the connecting route will pass through the hall balcony. The accessible route bypassing both these staircases will be via the new passenger lift.
8. **Up to and around second floor:** Only the new main staircase in the west extension will rise to the second floor, where it will serve the archive spaces and office/ meeting rooms in the west extension. A further flight of five steps is shown up to the volunteering area at the front of the building. The accessible route bypassing the main staircase and these five steps will be via the passenger lift.

9. **New stairs and steps:** All new stairs and steps will be designed to the current standards set in AD K, with regards to flight widths, numbers of steps in a flight, extending handrails on both sides of flights and step nosings with visual contrast.
10. **Passenger lift:** The passenger lift located in the exhibition space will be designed to AD M2, with at least a minimum car size of 1400 x 1100mm. At ground floor level it will have doors on each side to accommodate the short rise between the entrance level from Church Street up to the hall level, six steps higher. There will be 1500 x 1500mm square waiting spaces at each lift landing. Controls, call buttons and signage, on landings and within the lift car will meet the requirements in AD M2 3.29 - 3.34. The passenger lift will not be an evacuation lift.
11. **Platform lift:** There will be a short-rise platform lift up to the stage with at least a minimum car size of 1250 x 800mm for an unaccompanied wheelchair user. 1500 x 1500mm square waiting spaces are required at both lift landings. Controls, call buttons and signage, on landings and within the lift car will meet the requirements in AD M2 3.34 -3.49.
  - *Future design development: The size of the platform lift and space around it needs to be reviewed, to ensure that it is usable by a wheelchair user.*

**Horizontal Circulation**

12. Throughout the proposals there will be wide circulation corridors (1200mm or wider) and new doors that will meet current access standards in terms of door widths, 300mm offset at the leading edge of the door, ironmongery, vision panels etc.
  - *Future design development: Where door closers are necessary, they should meet AD M standards with regards to the force required to open them. It should be noted that for ease of circulation, the use of doors and doors with closers should be minimised, and no closers should be installed on wheelchair accessible WC cubicles. Where there are wide doors which are likely to be heavy to open, they should be automated or held open on electromagnetic fasteners.*

**Museum visitor route**

13. From the introductory exhibition space, the visitor route will be up the short ramp and six steps, followed by the main staircase to the first floor rooms on the north side of the building. The accessible route will be via the passenger lift. The route for all museum visitors will be through the hall at balcony level to the first floor gig display in the eastern extension.
14. The return route to ground floor level for museum visitors will descend the eastern staircase and pass through the foyer/café bar and through the hall to the shop and exit into Church Street. The return wheelchair accessible route from the first floor gig display will be back through the hall at balcony level and down in the passenger lift.
  - *Future design development: Seats on the balcony will need to be removed to allow all visitors, especially wheelchair users, to reach the doors opening into the first floor gig display.*

**Hall**

15. The hall will be entered through the Church Street entrance, the same entrance as used by museum visitors. From this entrance the route will go up the six steps or via the platform lift to hall level. Within the hall wide gangways are shown at both sides of the seating blocks. At ground floor level, flat seating rows are shown towards the front of the hall and seven rows of retractable seats at the rear of the hall, reached up a central stepped gangway. There are also seating rows on the first floor balcony.
  - *Future design development: Wheelchair positions will be required in the hall, with some at ground floor level and some on the balcony, so that wheelchair users have a choice of location. Any positions should have access to a means of escape route. AD M2 states that for an auditorium with 132 seats there should be 2 permanent and 4 removable wheelchair positions.*
  - *Future design development: If acoustic lobbies are required between the circulation areas and the hall, these will need to accommodate wheelchair access with adequate space clear of the door swings.*

16. The change of level up to the stage from the hall or from the changing rooms will be via steps on each side of the stage, or via the new platform lift at the west side of the stage.

**Offices**

17. The proposals show offices and meeting rooms at first floor level in the west extension, and a volunteering area reached up five steps from the second floor. Both of these areas will be served by WC cubicles.
  - *Future design development: If a communal kitchenette/tea-making facilities is included in the proposals for staff and volunteers, note that AD M2 (Paras 4.13 – 4.16) states that shared refreshment facilities should be inclusively designed, with a lower height worktop with clear knee-space under. This is so that wheelchair users have equal access to the facilities.*

**Refreshment areas**

18. A key aspect of the scheme is the inclusion of café/bar areas on the ground and first floors of the east extension.
19. Servery and bar counters will be designed to include a lowered section with under-counter space suitable for wheelchair users.
  - *Future design development: If drinks shelves are required, they should be designed with differing heights to be suitable for seated, as well as standing patrons. Any seating should suit people of differing body types and abilities, including firm seating with back and arm-rests, suitable for people with joint/mobility impairments.*

**WCs and sanitary provision**

20. General WCs: Two blocks of general unisex WCs will be located at ground floor level in the new west extension. Reached from the café will be one general unisex WC.
21. Unisex wheelchair accessible WCs: One unisex wheelchair accessible WC will be at ground floor level in the west extension and there will be an accessible unisex/ baby-changing cubicle reached from the café. There will be two further



unisex wheelchair accessible WCs in the staff/ meeting room area at first floor level and in the volunteering area at second floor level. All the new wheelchair accessible WC cubicles will meet AD M2 recommended minimum sizes (1500mm x 2200mm, excluding any ducts within the cubicle).

22. For performers there will be a changing room with an accessible WC shower which will have direct access to the steps and platform lift to the stage.
- *Future design development: In the general WCs there should be a cubicle in each block of WCs, designed to meet the needs of ambulant disabled users as per AD M2 Diagram 21. The outward opening doors will assist people who require more space in front of the WC pan and the grabrails will assist people with limited body strength.*
  - *Future design development: If baby-changing facilities are included in a unisex wheelchair accessible WC, then the cubicle will need to be larger to accommodate the extra space for the equipment and bins. It is understood that a 'Changing Places' facility for changing older children/adults is being developed elsewhere in Hugh Town, so one will not be included in the Town Hall proposals.*

#### Means of escape for people with disabilities

23. Under the Equality Act and BS9999, Council of the Isles of Scilly, as a service provider and employer, has a duty to ensure that disabled people can leave the premises safely in the event of a fire, so any emergency plan will take account of disabled people. Key to this process is the development of Personal Emergency Evacuation Plans (PEEPs), which will be available for the public, and drafted specifically for members of staff and volunteers with disabilities.
24. **Means of escape strategy:** Because there is no wheelchair access to the upper floors in the building at present, the current escape strategy does not require any evacuation procedures specifically for people who are unable to descend stairs. In the proposals we anticipate that wheelchair users and people who are unable to negotiate stairs will be able to reach all levels of the building via the passenger lift. The fire consultant will need to develop an egress strategy from these levels, making use of assisted evacuation from wheelchair refuges located within fire protected lobbies on the upper floors. It would include clear unobstructed routes and level thresholds to all external exits. Each wheelchair

refuge will consist of a dedicated 900 x 1400mm space with signage and an information panel, located in the fire protected area.

- *Future design development: Protected routes and the locations of safe wheelchair refuges should be reviewed following consultation with a fire expert.*
25. **Visual alarms, e.g. flashing beacons:** Visual alarms, e.g. flashing beacons, will be provided for people who are not able to hear the audible fire alarm signal, for instance where people are alone within the general and accessible WCs or changing facilities.

#### Other access issues

26. **Wayfinding and Signage:** A signage strategy within the building will be developed to assist people with cognitive, wayfinding and orientation issues.
27. **Visual environment and lighting:** The proposals will include a new lighting scheme. It will provide even lighting levels in circulation areas and feature lighting where communication is essential, such as at service counters and the bar/café serveries. There will be good lighting levels in the exhibition areas, the foyer areas (e.g. for people to read menus and programmes) and in WC facilities (e.g. above basins and mirrors).
- *Future design development: We recommend that the new décor follow good practice with regards to transparent and reflective surfaces, and also colour contrast between doors and walls, floor and walls, plus contrast between sanitary fittings, ironmongery and switches and their backgrounds. However, even though contrast is necessary for people with visual impairments, it is important for people with dementia and cognitive disabilities to avoid uneven light levels and adjacent floor areas with very different colours, texture or bold patterned surfaces, which can be disorientating.*
28. **Audio Enhancement:** At this stage, audio enhancement systems are still being specified. The detailed design of such systems and the audio environment can, however, significantly affect people's ability to communicate with others and hear information.

- *Future design development: Appropriate floor, wall and ceiling finishes should be chosen to minimise echoes, as people with partial hearing loss can find reflected sound very disturbing. Hearing enhancement systems should be appropriately chosen, particularly where they are used in separate, but adjacent spaces, (to minimise overspill) or where background noise may be an issue. We also recommend that reception points, e.g. box office and café/bar counters have an induction loop to assist people with hearing aids.*

## B/ Access to and within the current building

This section reviews disabled access at the existing Town Hall, collecting data through a virtual site visit via video-link on 25 November 2021 with the Town Hall staff. It considers access into and around the building and identifies the key access barriers which will need to be resolved. The recommendations in this report section have been fed into the initial stages of the design process, led by Purcell Architects and the design team.

### Approaches and parking

1. The nearest car park is in the parking area to the rear of the building, where there is space for around ten vehicles. It should be noted that only Scilly Isles residents have cars and some use golf buggies. Parking provision is not very strictly enforced. Visitors to the building also park in surrounding streets, where there is space. In the car park there are no designated accessible parking bays marked out.
2. Currently the most accessible entrance is to the front of the hall, where disabled people can be dropped off in Church Street. There is small, uneven kerb (around 60mm high) to the pavement from the roadway.
3. At both entrances there are ad-hoc drop-off spaces for visitors being dropped off by taxi.
4. For people approaching by bicycle, there are cycle stands opposite the front entrance on Church Street.



Parking at rear of Town Hall



Front of Town Hall: view from Church Street



View westwards along Church Street, showing cycle parking to left

**Approach by foot or wheelchair**

- Because the building is in the town centre, it is likely that many visitors (particularly tourists) will arrive by foot. Some people will arrive by wheelchair or mobility scooter. The pavements immediately in front of the building appear level, with a suitable width for safe wheelchair passage. However, the route from the car park to the front of the building appears to have a cobbled section, which may present problems for people with mobility or balance impairments. Cobblestones are also a difficult surface for wheelchair users to cross.



*Cobbles on route from carpark*

**Main entrance and reception**

- The original main entrance to the Town Hall is from Church Street. It consists of double doors, which open inwards directly from the pavement. The opening width through one door leaf is approximately 800mm, which gives just sufficient clearance for a wheelchair user; however, there is a 150mm high step inside the doors, so it is not an accessible entrance.
- A short distance along Church Street is another door, which now serves as the main public entrance. This is a 900mm wide push-pad automated, outward-opening glazed single door. More accessible than the original entrance, it opens into the visitor reception area.



*Main entrance off Church Street*



*New public entrance off Church Street*

- The reception area is a small well-lit space, with a reception counter on the window-side. The counter has a lowered section (720mm high) for wheelchair users. There is no hearing enhancement system (audio-induction loop) for visitors with hearing impairments.
- The reception area provides access via a ramp to a small museum space and offices at the front of the building, which are discussed later.
- An original flight of six stone steps rises up from the reception area to the level of the hall. The WCs and staircases to the upper floors are also reached by passing through a lobby at the top of these steps.



*Reception counter*



*Six steps leading from main reception*

**Rear entrance to Town Hall**

- The rear entrance is only accessible for people with mobility impairments with assistance. It consists of a small porch, which has outward-opening single timber doors on both sides (clear opening width approx. 900mm). Small steep ramps (gradient approximately 1:10) slope down to each door with a handrail to one side. The door thresholds have a slight lip. In wet weather, sandbags are stacked up at the doorways to prevent water ingress.
- The porch itself is small, measuring approx. 1550mm x 2300mm. A set of outward opening double doors provide access into the hall (clear opening width of approx. 800mm to one leaf).



*Rear of Town Hall*



*Rear entrance with sandbags across threshold.*

**Key access issues with approaches, entrances, reception**

- There is only one accessible entrance from Church Street (the single door in the extension). The reception area is quite restricted in size, and it could lead to increased congestion if someone in a larger wheelchair is moving to exit the building against the general inward flow of traffic.
- The pedestrian route from the car park to the accessible public entrance crosses a cobbled section of roadway, which could be inaccessible to people with walking difficulties or who use wheelchairs.
- The rear entrance has uneven thresholds at the porch doors and has restricted manoeuvring space within the porch.
- The only internal connection between the front entrance from Church Street and the hall is via the six stone steps.

**Hall**

13. The hall is accessed from the main reception up a flight of six stone steps, which leads to an internal corridor and narrow double doors into the hall (650mm clearance to one leaf). The hall itself is a large open space. The proscenium stage at one end is currently boarded off for use as a store. A small flight of steps leads up to the stage.



Interior of hall - looking towards stage from rear doors

Halfway along the western wall of the hall are narrow double doors (500mm clear opening width to one leaf) leading to the WCs within the extension at ground floor level.



Interior of hall - looking from stage end

**Key access issues with the hall**

- Due to the steps from the reception and the uneven threshold at the rear entrance, there is no easy access for wheelchair users or anyone with a more severe mobility impairment to reach the hall.

- There is only stepped access to the stage, which limits access for disabled performers.
- Double doors into the hall and from the hall to the WCs are too narrow for wheelchair passage (750mm clear width through one opening leaf is the minimum width recommended in AD M2).

**Museum**

12. On the ground floor at the front of the building is a small museum. It can be entered via the original front entrance; but in practice, visitors are encouraged to enter via the reception door and exit via the original double doors to create a one-way route. Between the reception and the museum is an internal ramp.



Museum interior, looking towards the reception and front of the building

In this area, partition walls have been inserted to form offices and stores. It is anticipated that these walls will be removed in the project proposals.



Interior of Museum, viewed as one enters from the reception area.

The museum space contains a range of tall glass cabinets and cases on plinths. Structural columns interrupt the circulation space in the centre of the room.

**Offices**

13. There are other offices for council staff on each level of the building. These are situated at the northern end of the building (the front, overlooking Church Street) and in the extension on the west side.



Upper floor office space/ meeting room

**Key access issues with the museum and office spaces**

- The small museum is usually entered via the ramp from the front reception area. However, visitors are generally required to exit via the main double doors at the front of the building, which have a 150mm high step at the threshold, so disabled people have to return via the reception door. Note that the exhibition cases, objects, signage and interpretation was not audited for this report.



Step at front entrance/exit doors from museum to external footpath.

- The only office spaces with ramped access are the two small office areas adjacent to the museum space, but there is no wheelchair accessible WC near them. The other offices are either reached by steps or through narrow doors and corridors. It would be possible for people with ambulant disabilities to reach the ground floor offices in the western extension via the rear entrance, but the numerous internal doors and small lobbies precludes access for wheelchair users.



Small lobby at base of stair leading to office

- There is no lift access to the upper floor office spaces.

**General and accessible WCs (including change-facilities)**

14. There are toilets on the ground and first floors of the building within the extension on the western side.
15. Alongside the general WCs there is also a right-hand transfer unisex wheelchair accessible WC on the ground floor.



Accessible WC on ground floor

**Key access issues with the WCs**

- The ground floor WCs (including the only accessible WC) can only be accessed via the very narrow double doors from the hall, or via a series of internal doors leading through one of the offices. The route in either case is not suitable for wheelchair users or people with larger walking aids, who would struggle to open the doors independently.
- There is no baby or adult changing facility.

**Staff kitchenette/tea-making facilities**

16. There is a staff kitchenette within the extension on the ground floor, plus a small kitchenette/tea-making area in the first floor corridor. The main kitchenette facility consists of a kitchen sink, L-shaped worktop and storage cupboards.



Ground floor kitchenette

**Key access issues with the staff kitchenette/tea-making facilities**

- The tea-making facilities for council staff are within the extension, and the access from the main reception is via steps.
- There is no lift access to the first floor for anyone unable to manage the internal stairs.

**Circulation ramp and steps**

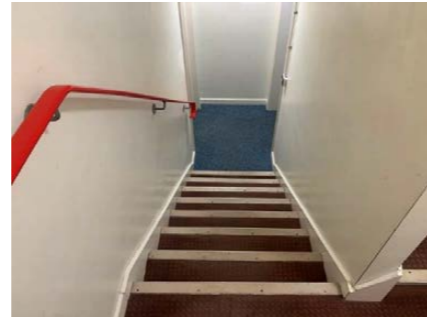
There are currently numerous sets of stairs connecting different parts of the building, plus a small internal ramp from the reception to the museum. These are described below:

17. **Staircase from reception to museum and rear corridor:** This is a flight of six stone steps with one ornate handrail, and has no contrasting nosings.



Stone staircase from main reception to other parts of the building

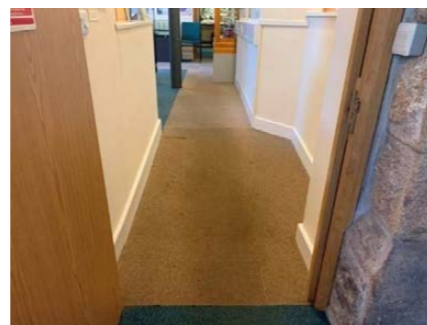
18. **Circulation staircase at front of building:** This narrow staircase leads from a small lobby at the top of the stone steps to the first floor spaces above the museum (old council chamber and office extension). The staircase is fairly steep, with a handrail on one side only.



Narrow circulation staircase adjacent to hall, leading to upper floor offices.

19. **Circulation staircase adjacent to the hall:** This is a narrow, carpeted staircase rising in four flights from the ground to second floor. It only has one handrail which has good visual contrast, as do the stair nosings. There is a small enclosed landing at each level.

20. **Ramp from main reception area to ground floor museum:** This has a steeply sloping gradient (greater than 1:10), is narrow (approximately 950mm, compared to the recommended ramp width of 1500mm) and has no handrails.



Short ramp from reception to museum

**Key Access Issues with Ramps & Steps**

- The stone steps from reception are steep and have only one handrail, so people who require support on either side (eg. with hemiplegia) may struggle to ascend or descend safely. They also do not have visually contrasting nosings.

- There is no alternative lift access to the hall or upper parts of the building from the front entrance from Church Street, so wheelchair users must enter the hall via the rear doors from the car park.
- There is no lift access to the first floor offices, so these spaces are inaccessible to any wheelchair users or anyone who cannot manage steps.
- The internal ramp is steeper and narrower than permitted by current access standards. It has no handrails to assist people who require support.
- The circulation stair adjacent to the hall is very narrow, with only one handrail, and restricted space in the landing lobbies. This presents access issues, not only for wheelchair users (who cannot reach the upper floor offices), but also for anyone who needs handrails either side.

**Emergency egress routes**

21. Emergency egress routes from the ground floor are via the external doors at the front and rear. For wheelchair users, this would be via the door from the main reception, which has a level threshold.

From the upper floors, the escape routes are from the second floor, via the main staircase descending to the hall, or alternatively from the first floor via the main staircase or smaller rear staircase to an external exit at the back of the building.

**Key Access Issues with egress routes**

- The main issue with egress is the lack of level access for wheelchair users, or anyone with mobility or sensory issues who cannot manage steps.
- There is also insufficient space at stair landings for wheelchair refuges, which must be located within a fire protected enclosure, for someone who needs to wait for assistance to evacuate the building.



Emergency escape stairs leading to rear of building

### Appendix: Legislation and guidance

The Equality Act 2010 (formally the Disability Discrimination Act 1995/ 2005) sets out rights and duties for service providers, employers and educational institutions.

The Equality Acts defines a disabled person as 'someone who has a physical and mental impairment, which has an effect on his or her ability to carry out normal day-to-day activities.' The effect must be substantial, adverse and long-term.

Physical and mental impairment includes sensory impairments. It includes hidden impairments including, for example, mental illness.

#### a) Equality Act 2010

Under the Equality Act 2010 it is unlawful for service providers to treat disabled people less favourably because they are disabled. The service provider must not indirectly discriminate against a disabled person unless there is a clear reason to do so. They must also not treat a disabled person unfavourably because of something connected with their disability, unless there is a clear and fair reason. For this form of discrimination, the service provider must know or should reasonably have been expected to know that the person is disabled.

A service provider must not harass a disabled person in relation to access to everyday services and there is protection from direct disability discrimination and harassment for people who are associated with a disabled person or who are wrongly believed to be disabled.

Service providers have to make reasonable adjustments for disabled people in the way they deliver their services. This is so that a disabled person is not put at a substantial disadvantage compared to non-disabled people in accessing the services.

#### Examples of reasonable adjustments could include:

- installing an induction loop for people who are hearing impaired
- providing disability awareness training for staff who have contact with the public
- providing larger, well-defined signage for people with impaired vision
- putting in a ramp at the entrance to a building which has steps

What is considered a reasonable adjustment for a large organisation like a bank, may be different from what is a reasonable adjustment for a small local shop. It is about what is practical in the service provider's individual situation and what resources the business may

have. They will not be required to make adjustments that are not reasonable because they are unaffordable or impractical.

#### Service Provider Provisions

The duty to make reasonable adjustments under the Equality Act 2010 Service Provider Provisions is an anticipatory duty owed to disabled people at large. It is not simply a duty to individuals. The duty to make reasonable adjustments, in relation to providing auxiliary aids and overcoming physical barriers to access, applies to the areas of the property where the service is provided, and the access to these areas.

#### Employer Provisions

Under the Equality Act 2010 there is a duty placed on employers to make reasonable adjustments to enable disabled people to take employment. Employers must take reasonable steps to alter arrangements made, or alter any physical feature that puts a disabled person at a substantial disadvantage. The duty to make adjustments is not anticipatory but is specific to the needs of individuals. There is no requirement to make wholesale changes in anticipation.

The organisation cannot fully anticipate a disabled employee's needs, since individual disabilities vary. Our review considers the general circulation and facilities requirements for staff who may use mobility aids and other walking aids or who may have a visual or hearing impairment.

Once employment is offered to a disabled person, or an existing employee develops a disability, where this affects mobility, vision, hearing or other normal functions, his or her needs must be fully assessed. We recommend that the organisation holds confidential discussions with the individual and engage a professional access advisor to assess the need for suitable and reasonable adjustments to all work areas affected, including a personal emergency escape plan.

#### Equality Duty Provisions

The Disability Equality Duty requires all public bodies (e.g. councils, large institutions) to actively look at ways of ensuring that disabled people are treated equally. All of those bodies covered by the specific duties must also have produced a Disability Equality Scheme, which they must implement.

**b) Access standards****Building Regulations Part M2 and K**

The design and construction of a new building, or the material alteration of an existing one, must comply with Building Regulations. For buildings in England and Wales, Building Regulations Part M2, *Access to and Use of Buildings* and Building Regulations Part K, *Protection from Falling, collision and impact*, are intended to ensure that reasonable provision is made for people to gain access to and use buildings.

Guidance accompanying the Building Regulations (known as 'Approved Document M2 or K' or AD M2 or AD K) set out a number of 'provisions' as suggested ways in which the requirements of the Regulations might be met. It is unlikely to be reasonable for a service provider or employer to have to make an adjustment to a physical feature of a building which it occupies, if that feature accords with the relevant provisions of the most up to date version of AD M2 and K.

**BS 8300:2018**

As the Building Regulations provide only a baseline standard of accessibility for new buildings and buildings undergoing redevelopment, a second document is essential reference when assessing the access requirements of disabled people to existing buildings and landscapes; the British Standard 8300:2018, *Design of buildings and their approaches to meet the needs of disabled people – Code of Practice*.

**Other Guidance**

There are other 'best practice' guides, such as the Centre for Accessible Environments 'Designing for Accessibility', which gives advice concerning design issues not covered in AD M2, AD K or BS8300:2018, and the Sign Design Guide, providing useful information on signage.

**c) BS9999 Section 46.7 Use of personal emergency evacuation plans**

Personal emergency evacuation plans (PEEPs) are recommended for all people requiring assistance to leave the building. Through the recording of PEEPs, the management team should be made aware of the amount of staff support required for each evacuation. There are three types of PEEP that might need to be developed.

**i) Individual PEEP for disabled people who are regularly in the premises, for example staff and regular visitors**

Following discussions with an individual, a plan can be developed for their specific needs which should contain details of how they will evacuate the premises. By taking into account the individual needs of a person when preparing a PEEP, management will be able to make any reasonable adjustments to the premises or procedures that are necessary. They will also be able to make provision for actions to be taken in the event of a false alarm, or if the person cannot return to the building after a fire.

**ii) PEEPs for visitors to the premises who will make themselves known to staff, such as event patrons**

Visitors who are likely to require assistance in the event of an evacuation should be encouraged to make themselves known to staff on arrival. Management should be encouraged to have available, especially at reception, staff who are trained in disability awareness. This will make this process more comfortable for disabled people and more effective for management. The generic PEEPs should provide a wide range of guidance for differing disabilities and be adapted for the individual premises. They need to include what the visitor should do in an evacuation, and what the management response will be. They should also reflect what specific fire safety provisions are provided for disabled persons on the premises, e.g. fire alarms adapted for people who are deaf and hard of hearing. It is important that the generic PEEP is discussed with each visitor and their particular needs taken into account where possible.

**iii) PEEPs for visitors not previously identified to staff, such as café users**

The standard evacuation plan should include measures to make evacuations suitable for all persons on the premises. Information for disabled people should be noted in fire action notices and in the fire management plan. It is vitally important that staff are trained so that they are aware of the facilities and their responsibility to evacuate disabled people and know how to use features such as evacuation lifts or refuges. Enough staff should be available at all times to make sure that evacuation plans are viable. This is particularly important where features such as carry-down procedures are to be adopted to evacuate mobility-impaired people.



## SCREENING for Flood Risk Assessment

### Council of the Isles of Scilly

**Date of Assessment:** 24/11/2021 **Assessor:** L Walton

**Checked by:** S Swabey

**Location:** Town Hall, the Parade **Settlement:** Hugh Town

**Island:** St Mary's

**Planning Permission reference:** Pre-app

**Other reference (specify origin):** UPRN: 000192000794

#### 1. Flood Risk Study

Using the 2019 Flood Risk Study for the Isles of Scilly by JBA.

- a) **Is the location within any of the flood extents for the February 2014 or the October 2012 storm events (Figure 4-21 to Figure 4-43)?** **No**
- b) **Is the location within the model flood extents for the defended present-day situation (use maps in Section 5)?**  
**No** If 'Yes' or 'Not clear', what colour is that area? Choose an item.
- c) **Is the location within the model flood extents for the Defended 2067 UKCP09 situation (use maps in Section 5)?**  
**Not clear** If 'Yes' or 'Not clear', what colour is that area? **T1000 2067 UKCP09 Def - 1:1000 year event**
- d) **Is the location within the model flood extents for the Defended 2117 UKCP09 situation (use maps in Section 5)?**  
**Yes** If 'Yes' or 'Not clear', what colour is that area? **T200 2117 UKCP09 Def - 1:200 year event**

If the location is within any of the flood extents noted in 1) a) to d), then complete the 'Conclusion' at question 4 and stop here. Otherwise continue with Question 2.

#### 2) Coastal cross sections

#### 3) Field Visit

#### 4) Conclusions

Question 1 has **been considered. The conclusion(s) is/are that:**

The location has a **low** risk of flooding in the 1:200-year event (0.5% per annum) at the **present day**.

The location has a **low** risk of flooding in the 1:200-year event (0.5% per annum) **at 2067**, with 0.35 m of sea level rise.

The location has a **high** risk of flooding in the 1:200-year event (0.5% per annum) **at 2117**, with 0.81 m of sea level rise.

Food Risk Assessment Required? (Y/N) **Yes**

#### Notes on Proposed Development

Proposed development has to be demonstrated as safe over its lifetime from flooding. A flood risk assessment would be expected to address this, as per Policy SS7 of the Local Plan, if the site is considered to be at risk of flooding:

#### **POLICY SS7 Flood Avoidance and Coastal Erosion**

(1) Development proposals to build below the 5 metre contour (5 metres above Ordnance Datum, Newlyn) or in other areas shown to be at risk of flooding or coastal erosion, as set out in the policies map, will not be permitted unless an appropriate and proportionate Flood Risk Assessment (FRA) demonstrates how the flood risk will be managed, and that:

a) the development, taking climate change into account, does not create a flood risk over its lifetime to existing or proposed properties and/or surrounding land;

b) appropriate acceptable mitigation and recovery measures can be undertaken to ensure no significant adverse impact on human health or the natural and built environment as well as cultural heritage; and

c) if there is any doubt, the precautionary principle will apply.

(2) All major developments, regardless of location, should also be accompanied by a proportionate Flood Risk Assessment and appropriate sustainable drainage system. (3) Natural dune restoration and works connected with flood resilience and coastal defence will be supported where any natural and historic environment designations, that may be affected, have been adequately addressed in accordance with Policy OE2 (Biodiversity and Geodiversity) and OE7 (Historic Environment).

For any extension to the Town Hall, it will be important for the ground or floor level not to be lowered as part of the proposed changes. Any lowering would bring the site closer to being at risk of flooding.

END

