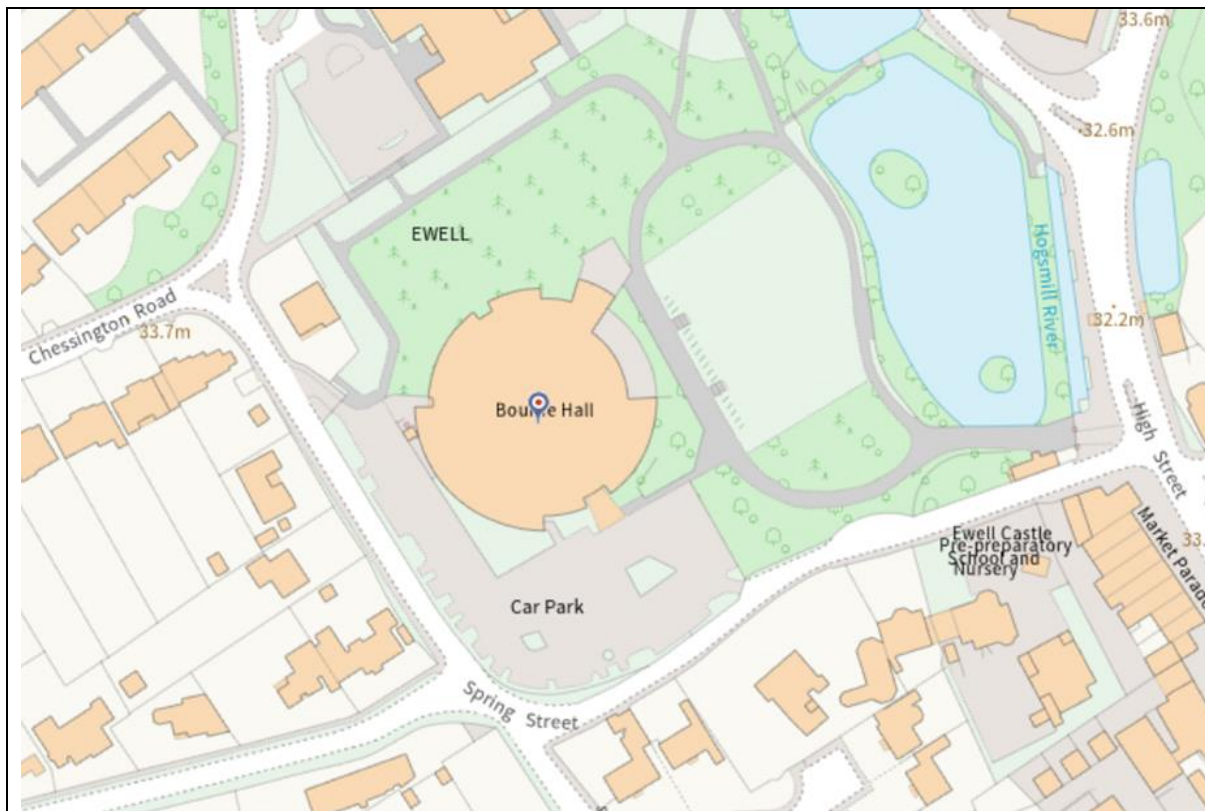


Planning Committee
23 May 2024

Planning Application
Number: 24/01015/LBA

24/01015/LBA - Bourne Hall, Spring Street, Ewell, Surrey, KT17 1UD

Application Number	24/01015/LBA
Application Type	Listed Building Consent
Address	Bourne Hall, Spring Street, Ewell KT17 1UD
Ward	Ewell Village
Proposal	Installation of Solar PV to flat roofs and Tesla Powerwall batteries for power storage.
Expiry Date	05 October 2024
Recommendation	Approval, subject to conditions and informatives
Number of Submissions	0
Reason for Committee	Council application
Case Officer	George Smale, Planning Officer
Contact Officer	Simon Taylor, Interim Manager
Plans, Documents and Submissions	Available at Bourne Hall
Glossary of Terms	Found at the following link: Glossary of Terms



SUMMARY

1. Summary and Recommendation

- 1.1. This application is before the committee as the site is located on Council owned land and the applicant is a representative on behalf of the Council. It is recommended for approval.
- 1.2. This application is a modified resubmission of a previous Listed Building Consent 24/00064/LBA for Listed Building Consent for the installation of a Photovoltaic (PV) Solar Panel system on the existing perimeter flat roof of the Grade II Listed Bourne Hall.
- 1.3. The application was approved by the committee in May 2024, but could not be implemented given that concrete ballast weights to support the panels would not be able to be structurally supported on the existing perimeter flat roof.
- 1.4. The main change between this application and the previous submission is that the Solar Panels will be supported by a steel-framed mounted system. A Full Application (app ref: 24/01013/FUL) has been submitted alongside this Listed Building Consent which is also recommended for approval.
- 1.5. The site is owned by the Council and enables several leisure, parkland and open space, and community uses. The site is also located in the Ewell Village Conservation Area. Bourne Hall comprises of a 1960s library, social centre, and museum with modernist architectural merit.
- 1.6. There is an extensive planning history to the wider site and parkland. However, the only recent history for the hall itself has involved permitted works to doors and light fittings, the installation of Solar Panels (under consideration), resurfacing of the perimeter roof (under consideration), and alterations to fenestration (under consideration).
- 1.7. No neighbour submissions have been received during the consultation phase of the application.
- 1.8. The Council's Conservation Officer has commented that the proposal will result in less than substantial harm to the designated heritage asset. In the planning balance, the environmental and economic benefits of the scheme (namely energy efficiency and cost savings) outweigh such harm.
- 1.9. As such, the recommendation before the committee is that the application should be approved subject to conditions.

PROPOSAL

2. Description of Proposal

2.1. The proposal involves:

- The instillation of a Photovoltaic Solar System and ancillary equipment to the south facing section of the perimeter flat roof of Bourne Hall.
- 120 solar panels stabilised by a mounting steel-framed system bolted to the existing roof.
- An inverter and Tesla Powerwall Battery located within the internal electrical rooms.

2.2. The application follows the recent approval of 24/00064/LBA for solar panels to the roof of Bourne Hall. The primary difference in this application is the use of a steel frame to support the panels. The application is accompanied by full application 24/01013/FUL.

SITE

3. Description

3.1. Bourne Hall is a large dome-shaped building of a distinctive and striking architectural style, serving as Library and Social Centre since 1970. The building is Grade II Listed, council owned, and centred within Bourne Hall Park. The entire site has important local community value.

3.2. The exterior of the building is a curving volume with a continuous band of aluminium windows at first and second floor level. The upper floor slopes inward and the structure is surmounted by a broad copper dome, resembling the appearance of a flying saucer. A circular layout is planned within the building that expands over three level which includes a main hall, open-plan library, mezzanine museum, and studio spaces.

3.3. The surrounding area comprises a large open parkland with a number of large redwood trees, green spaces, and water courses. The entire site area is located in the Ewell Village Conservation Area, a historic area encompassing Bourne Hall, the commercial village centre, and outlying residential areas.

3.4. The site is accessed by vehicle from Spring Street, and pedestrian routes can be found through the park to the north and from the High Street to the east. The nearest residential properties are located on the western side of Spring Street, approximately 36m from the outer edge of Bourne Hall.

4. Constraints

- Built Up Area

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

5. History

5.1. The following recent applications are relevant:

App No.	Description	Status
24/01091/LBA	Listed Building Consent: Alterations to fenestration	Pending consideration
24/01013/FUL	Installation of Solar PV to flat roofs and Tesla Powerwall batteries for power storage.	Pending consideration
24/00618/LBA	Listed Building Consent: Installation of new layer of roof felt to the existing felt roof (retrospective)	Pending consideration
24/00419/FUL	Install Solar PV to the south facing section of the perimeter flat roof.	Permitted 13 June 2024
24/00064/LBA	Listed Building Consent: Install Solar PV to the south facing section of the perimeter flat roof	Permitted 13 June 2024
24/00066/LBA	Listed Building Consent: Replacement of 13 internal fire doors to meet BS guidelines.	Permitted 13 June 2024
18/01247/LBA	Replacement of 6 internal doors.	Permitted 15 February 2019
17/00445/LBA	Listed Building Consent for proposed replacement of existing light fittings with LED light fittings in Museum and Library areas of Grade II listed building.	Permitted 15 September 2017

CONSULTATIONS

Consultee	Comments
Internal Consultees	
Conservation Officer	The proposal will result in less than substantial harm to the Grade II Listed Building
Ecology Officer	No comments received.
Public Consultation	
Neighbours	The application was advertised by means of a site notice and press notice, concluding on 06 September 2024. No submissions were received.

PLANNING LEGISLATION, POLICY, AND GUIDANCE

6. Legislation and Regulations

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

7. Planning Policy

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

8. Supporting Guidance

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

PLANNING ASSESSMENT

9. Listed Significance

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

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

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

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

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

10. Impact on the Heritage Asset

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

- 10.4. Policy CS5 of the CS and Policy DM8 of the DMPD seek to protect and enhance heritage assets and their setting.
- 10.5. The main change with this application and the previous approval is that the Solar Panels will now be supported by a steel-framed mounted system instead of concrete ballast weights. This is because existing flat roof cannot structurally support a concrete ballast weight supported system.
- 10.6. There will be a small change in the position of some of the roof panels to be sited closer to the southwestern area of the perimeter roof from the previous submission. Separation distances from the sides of the roof will remain the same.
- 10.7. The EEBC Conservation Officer has concluded that “On balance the concealment of the steel structure and solar panels from general view from the ground is welcomed although the added height to the parapet/fascia and use of materials that are used in achieving this concealment is not in keeping but can be outweighed by the public benefits.”
- 10.8. As the PV Solar Panels are only marginally visible from any public vantage point at ground level and are positioned away from the outer edge of the roof, the development will result in less than substantial harm to the Grade II Listed Asset and to the Ewell Village.
- 10.9. The inverter and Tesla Powerwall Battery is located within the internal electrical rooms will not result harm to the historic fabric or character of the listed building.
- 10.10. It is therefore necessary to weigh the scheme against the public benefits of the proposal, which include a significant infrastructure contribution to decarbonise the operations of Bourne Hall, the promotion of sustainable energy consumption patterns to benefit the local community, and ensuring cost-effective electricity expenditure, allowing redistribution into more appropriate areas.
- 10.11. As such, the significant environmental impact, modest social, and minor economic impacts of the proposal would outweigh the less than substantial harm to the Grade II Listed Asset and Ewell Village Conservation Area, and the development is acceptable in this regard.

11. Design and Character

- 11.1. Paragraphs 129, 135 and 139 of the NPPF 2023 refer to the need for functional and visually attractive development that is sympathetic to local character and history. Policy CS5 of the CS requires high quality design that is attractive, relates to local distinctiveness and complements the attractive characteristics of the area. Policy DM9 of the DMPD requires a positive contribution to and compatibility with the local character and the historic and natural environment and Policy DM10 requires good design

that respects, maintains or enhances the prevailing house types and sizes, density, scale, layout, height, form and massing, plot width and building separation, building lines and key features.

- 11.2. The submitted block plans displays the 120 No. individual solar panels well-proportioned on the western and southern side of the flat roof and single storey perimeter roof slope. The solar panels will only be marginally visible from the street scene and the Tesla Powerwall battery will be stored in the internal electrical with negligible impact on the Listed Building itself.
- 11.3. As such, there are no design or visual amenity concerns from the proposed development.

12. Accessibility and Equality

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

CONCLUSION

13. Planning Balance

- 13.1. The proposed mounted PV solar system will result in less than substantial harm to the Grade II Listed Asset and the character and appearance of the Conservation Area. However, this harm is significantly outweighed by the significant public benefits of the development and the application is supported.

RECOMMENDATION

To grant listed building consent subject to the following conditions and informatives:

Conditions

1) Timescale

The development hereby permitted shall be commenced within three years from the date of this decision.

Reason: To comply with Section 18 (1) (a) of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by Section 52 (4) of the Planning and Compulsory Purchase Act 2004.

2) Approved Plans

Unless otherwise agreed in writing by the local planning authority, the development hereby permitted shall be carried out in accordance with the plans numbered AS-2-01, AS-2-03, AS-23-01, S-2-01 and AM-04-01, received by the local planning authority on 17 and 18 September 2024 and 31 July 2024.

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

3) No Longer in Use

The development as approved, inclusive of the panels and steel frame, shall be removed no longer than one month after the use and operations of the PV Solar Panel system ceases.

Reason: To safeguard the special architectural and historic interest of the listed building and character and appearance of the conservation area in accordance with Policy CS5 of the Core Strategy (2007) and Policies DM8, DM9 and DM10 of the Development Management Policies 2015.

Informatives

1) Positive and Proactive Discussion

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

2) Conservation of the Listed Buildings

You are reminded that all works to a listed building must be carried out with the utmost care and to the highest standards of quality and workmanship. Any damage to the listed building shall be immediately made good using materials to match the originals. Unauthorised works that harm the listed building constitute a criminal offence and will be liable to fines of up to £20,000 per offence.

3) Protected Species

The applicant is reminded that it is an offence to disturb protected species under the Wildlife and Countryside Act 1981. Should a protected species be

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found during the works, the applicant should stop work and contact Natural England for further advice on 0845 600 3078.

4) Planning Permission

This permission does not grant planning permission for the works, for which separate consent is required under the Town and Country Planning Act (1990).