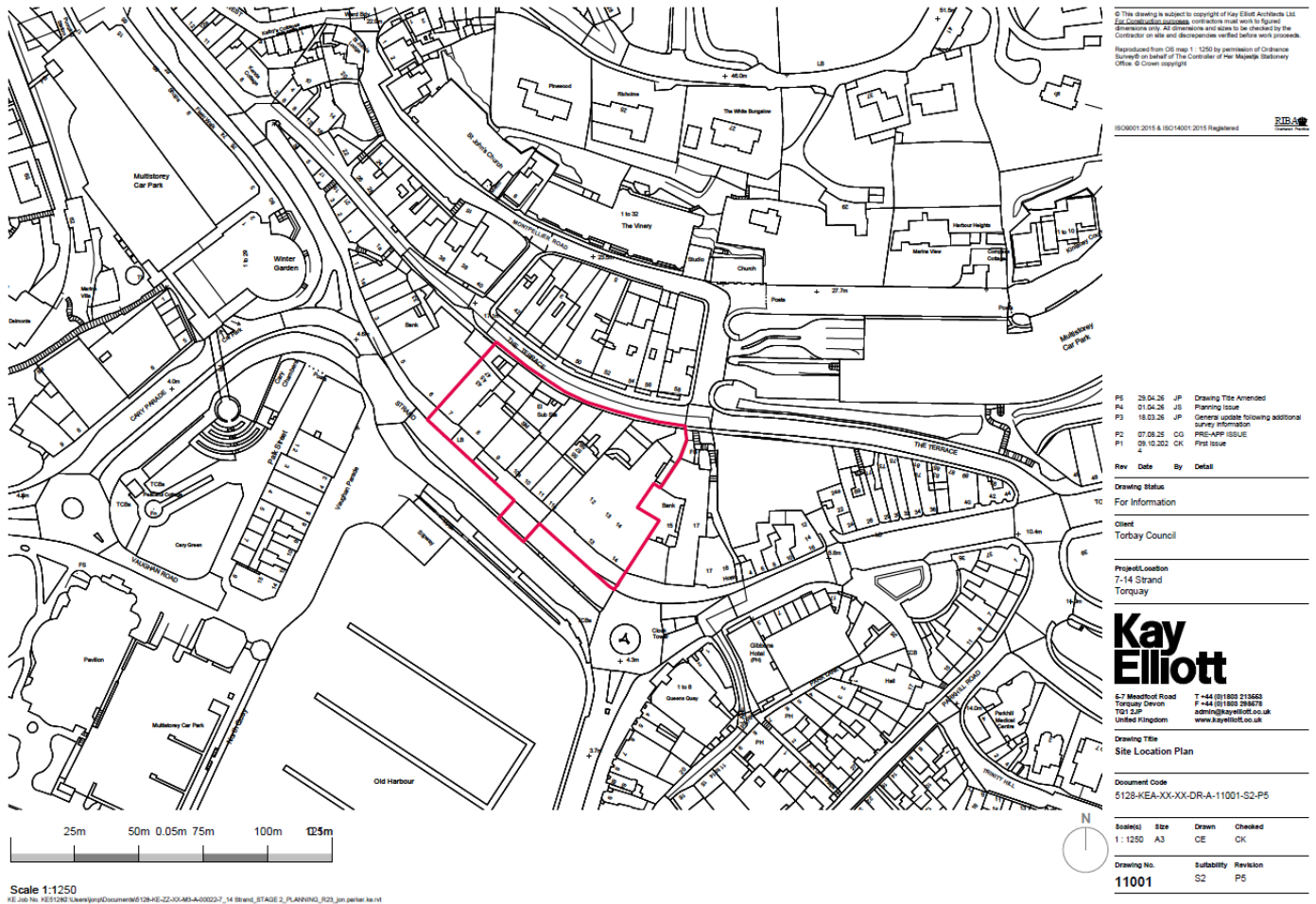


Application Site Address	8 The Strand Torquay
Proposal	Alterations to the building including partial demolition of external structures and the roof, internal walls and features including associated works to adjoining structures. Construction of additional storey to roof, formation of new windows and new doors to the northern elevation. Removal of ATM machine and creation of new entry on the south (front) elevation. (See accompanying MPA P/2026/0238).
Application Number	P/2026/0239
Applicant	Torbay Council and Willmott Dixon Construction Ltd
Agent	Turley
Date Application Valid	12/06/2026
Decision Due date	07/08/2026
Extension of Time Date	25/09/2026
Recommendation	Approval subject to: 1. The planning conditions outlined below, with the final drafting of planning conditions delegated to the Divisional Director of Place Strategy. 2. The resolution of any new material considerations that may come to light following Planning Committee to be delegated to the Divisional Director of Place Strategy, including the addition of any necessary further planning conditions or obligations.
Reason for Referral to Planning Committee	Listed Building Consent that accompanies P/2026/0238 which is a major planning application.
Planning Case Officer	Emily Elliott and Verity Clark

Location Plan



Site Details

No.8 The Strand (also known as the former 'Royal Bank of Scotland') was built in 1893, designed as a bank with a modern stair and lift tower to the rear.

The building is designated with a Grade II Listed status. This site is also located within several designations:

- Torquay Town Centre (Policy TC1 of the Local Plan).
- Torquay Primary Shopping Area (Policy TC2 of the Local Plan).
- Torquay Town Centre Community Investment Area (Policy SS11 of the Local Plan).
- Torquay Strategic Delivery Area (Policy SS1 of the Local Plan).
- Harbourside, Waterfront and Belgrave Road Core Tourism Investment Area (Policy TO1 of the Local Plan).
- Torquay Harbour Conservation Area (Policy SS10 of the Local Plan).
- Adjacent to several Grade II listed buildings (Maples – 1291740, Clock Tower – 1206854, Higher Terrace and Attached Front Railings – 1280014 etc).
- The frontage of the site is at high risk from surface water flooding.
- The majority of the site is within Flood Zone 1, with a section of the site frontage being within Flood Zone 3. The site is also within a Critical Drainage Area.
- Part of the front of the site is located within a Coastal Change Management Area (Policy C3 of the Local Plan).

Historic England's Listing Entry (List Entry Number: 1218852) notes:

"Bank. 1893, by C R Grittle, chief architect at National Provincial Bank. Red brick laid in stretcher bond with sandstone dressings on a grey limestone plinth. Roof concealed behind parapet. C17 Artisan Mannerist style. PLAN: Banking hall on ground floor; office accommodation above. EXTERIOR: 3 storeys. Chanelled rustication to ground floor; rusticated quoins. Symmetrical 5-bay front, the 3 centre bays above the ground floor flanked by rusticated pilasters with Ionic capitals supporting an entablature with modillion frieze and pediment; oculus with carved wreath in gable. 3 round-headed windows to ground-floor centre, flanked by a segmental-headed window to left and segmental-headed doorway with fanlight to right. First-floor windows with moulded, eared architraves, segmental heads and triple keystones are glazed with 18-pane timber sashes. Second-floor windows have moulded architraves with sill blocks, the outer windows with cornices above sunk panels. INTERIOR: Preserves some original features in the banking hall; upper floors not inspected but may retain features of interest."

Description of Development

Alterations to the building including partial demolition of external structures and the roof, internal walls and features including associated works to adjoining structures. Construction of additional storey to roof, formation of new windows and new doors to the northern elevation. Removal of ATM machine and creation of new entry on the south (front) elevation.

Relevant Planning Policy Context

Section 38(6) of the Planning and Compulsory Purchase Act 2004 places a duty on local planning authorities to determine proposals in accordance with the development plan unless material considerations indicate otherwise. The following development plan policies and material considerations are relevant to this application:

Development Plan

- The Adopted Torbay Local Plan 2012-2030 ("The Local Plan"); and
- The Adopted Torquay Neighbourhood Plan 2012-2030 ("The Neighbourhood Plan")

Material Considerations

- National Planning Policy Framework (NPPF);
- Planning Practice Guidance (PPG);
- Published Standing Advice;
- Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990; and
- Planning matters relevant to the case under consideration, including the following advice and representations, planning history, and other matters referred to in this report.

The application has been assessed against the Development Plan and the National Planning Policy Framework (August 2026). The Framework introduces a revised structure based upon national decision-making policies and a permanent presumption in favour of sustainable development. The proposal has therefore been assessed against the relevant national decision-making policies and local plan policies, with appropriate weight given to each in

reaching the recommendation.

Emerging Local Plan (Regulation 19 Publication Version)

The Council has approved the publication of the Torbay Local Plan 2025–2045 Regulation 19 Publication Version. As the Plan has now reached an advanced stage of preparation, it constitutes a material consideration in the determination of planning applications. The weight to be afforded to the emerging Plan is a matter of planning judgment and will depend upon the extent to which relevant policies are consistent with national policy, the stage reached in the plan-making process, and the degree to which there are unresolved objections. The Regulation 19 Plan represents the version of the Local Plan that has been through several rounds of public consultation and approved by Full Council as the Publication Plan. It therefore attracts greater weight than earlier draft versions, although it does not yet form part of the statutory Development Plan.

In the assessment of this application, the relevant policies of the emerging Regulation 19 Local Plan have been taken into account as material considerations alongside the adopted development plan and other material considerations.

Relevant Planning History

- P/2026/0238: Redevelopment including demolition of site and partial demolition and alterations to No.8 The Strand to form a hotel (Use Class C1) comprising a building of up to six storeys with rooftop bar / restaurant, ground floor commercial spaces (Use Class E(a) and (b)) along with public realm, highways works, infrastructure, landscaping and associated works. Pending consideration.
- P/2022/1131: Installation of lit signage to front elevation with complimentary flag staffs. Refused 28/09/2023.
- P/2022/0813: Change of use from class use E (Commercial, Business and services) to Sui-Generis drinking establishment and live music venue. Works to the principal areas are to varied modern adaptations. Conversion of service vault and secondary areas to provide toilets. See associated PA P/2022/0812. Withdrawn 29/04/2025.
- P/2022/0812: Change of use from class use E (Commercial, Business and services) to Sui-Generis drinking establishment and live music venue. Works to the principal areas are to varied modern adaptations. Conversion of service vault and secondary areas to provide toilets. See associated LB P/2022/0813. Withdrawn 29/04/2025.
- P/2022/0228: Renovation of 16 and replacement of 4 windows on front elevation. Closed 23/02/2022.
- P/2022/0197: Renovation of 16 windows, and replacement of 4 windows on front elevation. Closed 12/02/2024.

- P/2021/0794: Change of use of ground and upper floors from (A2) Bank to (A1) Retail and (B1) Office respectively. Installation of shop frontages with associated internal modifications (see accompanying application P/2021/0793). Refused 20/10/2021.
- P/2021/0793: Change of use of ground and upper floors from (A2) Bank to (A1) Retail and (B1) Office respectively. Installation of shop frontages with associated internal modifications (see accompanying application P/2021/0794). Refused 20/10/2021.
- P/2019/0997: Change of Use from A1/A2 (Retail and Professional Agencies) to B1 (Office Space). Internal works to create open floor plan on both levels. Adjustments to street fenestration to create shopfront and entrances. Approved 16/12/2020.
- P/2019/0996: Change of Use from A1/A2 (Retail and Professional Agencies) to B1 (Office Space). Internal works to create open floor plan on both levels. Adjustments to street fenestration to create shopfront and entrances. Approved 16/12/2020.
- CN/2018/0119: Discharge of conditions in relation to planning application P/2018/0608. Conditions: 02 - Specification for repair works, 03 - Window details. Approved 20/12/2018.
- P/2018/1057: Alterations to front to include removal of night safe and signs and replacement of ATM with window and internal works including removal of cashier counters, cupboards and making good works. Approved 03/01/2019.
- P/2018/0609: Alterations to front to include removal of night safe and signs and replacement of ATM with window. Refused 23/08/2018.
- P/2018/0608: Alterations to front to include removal of night safe and signs and replacement of ATM with window. Approved 18/10/2018.
- P/2016/0152: Various signage, 2 Illuminated and 2 non-illuminated. Approved 04/03/2016.
- P/2016/0129: Various signage, 2 Illuminated and 2 non-illuminated. Approved 04/03/2016.
- P/2012/0312: Removal of existing signage and installation of replacement, converting the current Royal Bank of Scotland to Santander consisting of 1-off set non-illuminated symbol and letters, 1-off externally-illuminated projecting sign and 1-off Replacement ATM header panel to existing machine. Approved 17/05/2012.
- P/2012/0311: Removal of existing signage and installation of replacement, converting the current Royal Bank of Scotland to Santander. Approved 17/05/2012.
- P/2008/1321: Installation of second ATM with GRP surround; new waste slip bin and alterations to window and stone façade. Refused 18/11/2008.

- P/2008/1319: Installation of second ATM with GRP surround; new waste slip bin and alterations to window and stone façade. Refused 18/11/2008.
- P/2006/0440: Internal Alterations (Revised Scheme). Approved 10/05/2006.
- P/2006/0398: 2 Illuminated Letters; 1 Illuminated Projecting Sign. Approved 05/05/2006.
- P/2006/0397: 2 Illuminated Letters; 1 Illuminated Projecting Sign (Revised Scheme). Approved 05/05/2006.
- P/2006/0225: Internal Alterations. Withdrawn 27/02/2006.
- P/2005/1977: Illuminated Projecting Sign; Illuminated Fascia Signs; Panel Signs; ATM Lightbox Sign. Refused 10/01/2006.
- P/2004/0962: Internal/External Works Including New Hand Rails, Doors And Surrounds To A.T.M (As revised by plan received 29th July 2004, drawing no. 00002412/PI/GD-A). Approved 09/08/2004.
- P/2002/0047: Alterations And Formation Of New Ramp To Front Entrance For Disabled Persons. Approved 05/03/2002.
- P/2002/0001: Alterations And Formation Of New Ramp To Front Entrance For Disabled Persons. Approved 01/03/2002.
- P/1998/0062: Internal Alterations. Approved 09/03/1998.
- P/1997/0782: Installation Of Satellite Antenna On Roof. Approved 25/07/1997.
- P/1997/0781: Installation Of Satellite Antenna On Roof. Approved 25/07/1997.
- P/1985/0054: Illuminated Box Sign. Refused 04/03/1985.
- P/1978/0500: Alterations. Approved 31/03/1978.
- P/1977/2400: Use as Betting Office. Refused 19/12/1977.
- P/1977/1636: Use as Shop (Class 1). Approved 08/09/1977.

Summary of Representations

1no. letter of support and 4no. letters of objection have been received. It should be noted that 3 of the 4 letters of objection were submitted by the Torbay Heritage Trust.

Note: Full responses are available to view on the public access system (<https://publicaccess.torbay.gov.uk/view/>).

Comments include:

- It provides facilities
- Makes tourist facilities

Concerns include:

- Impact on local area
- Noise
- Overdevelopment
- Trees and wildlife
- Privacy/overlooking
- Parking
- Dust
- Impact on heritage assets

Summary of Consultation Responses

Note: Full responses are available to view on the public access system (<https://publicaccess.torbay.gov.uk/view/>).

Historic England (original response dated 10/07/2026):

Summary

Historic England supports the principle of the regeneration of this part of Torquay's historic core, but we have concerns about the heritage impacts of the proposals. We consider that relatively modest adjustments to the scheme could successfully address several of these concerns and successfully balance the redevelopment of the site with the conservation of Torquay's special historic qualities.

Advice

Historic England provided pre-application advice regarding this development in July 2025 and February 2026. In our advice we supported the principle of the regeneration of this part of Torquay but raised concerns about impacts on the character and appearance of the conservation area and various listed and other buildings. We recommended that changes were made to the scheme to address these concerns, which we considered could be accommodated without affecting the positive outcomes that the scheme could deliver.

The Proposals

The proposals are for the redevelopment of part of The Strand to create a c.150 bedroom hotel and associated retail spaces, with public access steps from the Strand to The Terrace. Existing buildings will be either partially or completely demolished, whilst some will be adapted.

The Significance of the Heritage Assets

The development site lies within the Torquay Harbour Conservation Area and is also within the setting of various listed buildings. The Conservation Area is described within the Council's recently revised and adopted appraisal, and also in the submitted heritage appraisal.

To a large extent, Torquay's special quality stems from the sum of its individual parts - it is the amalgamation of the natural topography and the sea, combined with the rich and varied architecture that elevates its heritage values.

Sir Lawrence Palk built the grade II listed houses 'The Terrace' that lie above and behind the development site in 1811 to designs by Jacob Harvey. They are one of the earliest architectural set pieces of Torquay and create "an elegant terrace [which is] historically important in the development of Torquay" (ref. list description). These were designed to have primacy in views to and from the harbour and represent the start of Torquay's transformation from its origins as a small fishing village to a holiday destination.

The Terrace and other buildings built around the harbour respond to the water, but also to the sloping hillsides - forming layers of buildings that step up the slope, and tiered views within the harbour area. These views have high value within the conservation area.

The Terrace dominates many views across the harbour as a result of its repetitive architectural style and detailing, and rendered white facade. The significance of this terrace is clearly demonstrated in the early drawings of the town from the early 19th century. It is designed to relate to the harbour both in views to it and from it, and also to be read as one long, set piece. Despite subsequent development around the Terrace, it remains a prominent and highly important part of Torquay's townscape.

The Royal Bank of Scotland/ no.8 The Strand (grade II listed) was constructed in 1893. It retains a handsome facade and some original features internally, in particular decorative features and a coffered ceiling at ground floor, and various staircases.

The 'big' Debenham building is not a designated heritage asset. It has little architectural or historic value. Nonetheless it fronts the Strand reasonably comfortably, generally reflecting the massing and height of other buildings along the Strand.

The 'little' Debenhams buildings (or old fishermen's cottages) are some of the last remnants of the small fishing village that expanding into a thriving tourist destination. Whilst these houses have been radically altered, their scale and presence is an important and legible link to Torquay's development.

The Impact of the Proposals on the Heritage Assets

Historic England acknowledges that the redevelopment of this part of Torquay has the potential to generate considerable economic, townscape and public realm benefits. The central stepped access will open up some views to The Terrace from the Strand and create an improved pedestrian link to the street. The proposals will enhance the rear of the site when viewed at street level along The Terrace - the stone boundary wall, railings and hedge planting will bring a cohesive appearance to this area and replace the ad hoc arrangement of parking areas and vegetation. The hotel itself will reanimate and revitalise this part of the harbour.

Notwithstanding the above, our pre-application advice consistently raised concerns that several of the new hotel buildings would be significantly taller than the current structures and that this would create partial blocking effects in important views, in particular across the

harbour towards the hillside and to and from The Terrace. We considered this to be harmful to these heritage assets, and partially avoidable with modest design changes.

We reiterate our previous recommendation to explore ways to reduce heritage impacts, such as rescaling and adjusting the position of the roof terrace level (National Planning Policy Framework (NPPF), paragraph 208 - avoiding or minimising conflict between development and conservation). This change could reduce heritage impacts considerably, and avoid loss of hotel accommodation.

Adding storeys above and behind existing buildings (such as no.8, a listed building) leads to considerable loss of original historic fabric, including entire roofs. This erodes the architectural integrity and special interest of the building, and also introduces alien materials and design such as extensive glazing and sedum roofing.

We note the proposed additional animation and outdoor leisure space at roof level. Whether this contributes to, or detracts from, the character of the area is a matter for your Council to consider. We recommend however, that careful thought is given to the impact that additional noise and overlooking could have on neighbouring properties and their sustainable uses.

We leave detailed comment on other heritage impacts (to both designated and non-designated heritage assets) to your own heritage specialists, noting that the loss of the fishermen's cottages would also result in harm to the Conservation Area given their tangible reference to the history of Torquay's development.

Whilst the positive elements of the scheme (in heritage terms) provide some mitigation to the impacts described above, this does not compensate for the harm caused to the conservation area and The Terrace, in particular by the partial blocking effect of the development. (NPPF paragraphs 212 and 213 - great weight should be given to the conservation of heritage assets in decision making; any harm should have clear and convincing justification).

Historic England's Position

We continue to support the principle of regenerative redevelopment of this area, which we agree will help link the harbour area to other parts of the town centre and reactivate The Strand. We also accept the loss of the Debenhams building and the principle of a larger building in this location - Torquay is a place that is famous and loved for its eclectic mix of building designs, heights and styles. The opportunity for new development to fit within this character is clear.

However, we recommend that design changes are made to minimise the harm that we have identified, thereby creating a better balance between conservation and regeneration aims.

Recommendation

Historic England advises that your Council should seek amendments to these applications in order to limit the harm the proposals would do to the significance of the heritage assets described above.

Should the proposals remain unchanged, it will be for your Council to assess whether the harm to the significance of the conservation area and The Terrace would be outweighed by

public benefits secured by the development. In doing so, it should give great weight to the conservation of these designated heritage asset/s.

Historic England (updated response dated 08/09/2026):

Historic England notes that our comments on the applications and recommendations for minor amendments have been responded to, but that no amendments have been made to the proposals. This is particularly disappointing given the clear and consistent advice that we have provided throughout the pre-application advice stages and in our previous letter, and because we have suggested ways that our concerns could be addressed. Our position remains as outlined in our first letter. We encourage your authority and the applicant to negotiate meaningful amendments that will minimise the harm we have identified in order to accord with the listed building and conservation area legislation, the National Planning Policy Guidance, and local policies.

Recommendation

Historic England advises that your Council should seek the amendments that we have previously identified in order to limit the harm the proposals would do to the significance of the heritage assets.

Should the proposals remain unchanged, it will be for your Council to assess whether the harm to the heritage assets's significance would be outweighed by public benefits secured by the development. In doing so, it should give great weight to the conservation of these designated heritage assets.

Historic Buildings and Places (original response dated 16/07/2026):

Thank you for notifying HB&P of the above applications for planning and listed building consent for the redevelopment of a prominent site on Strand within the recently updated Torquay Harbour Conservation Area. The development site includes both the grade II listed former bank building (No.8) and the former cottages at No 10a-11a, which are identified as buildings of local historic interest that make a positive contribution to the significance of the CA, as they pre-date Torquay's development as a resort town of (as noted in the CA Vol II Heritage Audit). The 1930's cast-iron canopies outside 12-14 Strand are also of local interest and contribute to the streetscape.

HB&P acknowledge the low heritage value of most of the former Debenhams store buildings and the potential benefits for the wider town centre from the regeneration of this site. However, HB&P are concerned about the lack of deference to the historic environment displayed in this application.

The listed building at No 8 dates from 1893 and is designed in a Neo-Artisan Mannerist style, including rusticated pilasters and an entablature to the Strand elevation. While the main banking hall at ground floor will be retained, this proposal largely 'facades' the upper floors to make it fit with the rest of the development. Redevelopment of the rear wing may be acceptable, but the loss of the roof is excessive and greatly undermines the integrity of the listed building as a whole. There is obviously potential to sensitively subdivide levels one and two for hotel rooms, but the historic roof form should not be compromised and should be retained in its current form.

Regarding the rest of the development, there is little assessment of the original cottages identified as being of interest in the CA HAA and it is unclear to what extent these survive internally and how they contribute to our understanding of Torquay's development.

Of most concern is the height and roof line to the proposed structures. The proposed building to the east side of the steps is particularly odd, with the roof top bar and terrace above the mansard roof having almost zero relationship architecturally with the building from the mansard down. It appears to be a last-minute addition and the disharmony doesn't help 'enhance' the character of the conservation area, as well as this level blocking views from Higher Terrace to the Harbour.

The historic photos back to 1863 (p64, HS) show the use of awnings along this section of Strand, indicating a long need to address solar access and provide a public amenity and the 1930s cast iron poles and canopy are a continuation of this. The proposal would remove these poles (which are effectively locally listed by including in the CA HAA) and the existing canopy and does not provide any sort of alternative public amenity in terms of shading, which would be to the detriment of the character and history of the conservation area.

While supportive of the principle of regenerating this site, further design work is needed to address the above conservation issues.

Policy: Chapter 16 of the NPPF (2024), particularly paragraph 212, states: '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'.

Historic Buildings and Places (updated response dated 20/08/2026):

While we understand and appreciate the applicant's rationale for the design (i.e. the need to maximise room numbers), HB&P continues to have concerns about the alterations to the listed bank building at No. 8. The special architectural and historic interest of this heritage asset is the building as a whole, not just the main elevation and the banking hall. The design is very much representative of bank architecture of the period, which sought prominence on the high street and embodied solidity and respectability via its architecture. While the rear has been altered/ extended and the interior modernised, the original architectural intention and expression is still clear and evident and the roof form (and the associated historic fabric) remains an important part of the design and helps give context the rest of the building, particularly the pediment.

As previously advised, HB&P has no concerns with the principle of the development, the redevelopment of the rear of the bank, or the reuse of the former bank as part of the hotel and recognise that some changes are needed to support this integration. But further options need to be explored to find alternative locations for the additional rooms behind the retained pitched roof. Potentially, a deeper build to the rear of the bank may provide the additional floorspace necessary for the two offset rooms?

Our concerns about the design of the roof top bar/ restaurant to the proposed building to the east side of the steps also remain unchanged. The design of this level above the mansard

roof is very odd and has no architectural relationship with the building form from the mansard down. Again, we understand the rationale for wanting additional floorspace, but the disharmony between the two parts doesn't help 'enhance' the character of the conservation area or offset the harm caused by the additional height within the CA. Some of the new images provided (e.g. Fig 1.13, in the response) show the awkward angle of this roof above the mansard. If the additional height is to be pursued, a more cohesive design is needed to unite the two parts of the building to ensure it makes a positive contribution to the streetscape.

Having considered the additional images provided, it is also important not to lose design quality to the stair elevations of both buildings. These elevations need to be as engaging and contributory to the sense of place as the main street elevation.

We defer to the advice of your conservation officer regarding the other conservation matters.

Council for British Archaeology (original response dated 16/07/2026):

Summary

The CBA broadly support the regeneration of this central historic location within Torquay, but recommend that the current plans are revised to reduce the impact on the character, appearance and heritage of the townscape.

Significance

The site sits at the head of Torquay's historic harbour. This harbour, originally a natural feature, has been central to the town's economic and geographical development since the early medieval period. While the harbour and piers primarily served fishing communities and the transport of goods until the nineteenth century, the boom of seaside tourism in the Victorian period saw Torquay expand rapidly and the focus of the harbour and seafront shift to primarily leisure uses by the twentieth century.

Within the development site, early maps show narrow domestic plots along the Strand, with open space to the rear, characteristic of historic urban dwellings. Many of these plots were later amalgamated and redeveloped in the nineteenth and twentieth centuries to allow for new larger commercial structures reflecting the new status and popularity of the seafront location. However, nos 10, 10a, 11 and 11a remain from the historic eighteenth-century terrace, and their modest scale and regular appearance reflects this earlier phase of Torquay's history. To the interior, these buildings retain historic fabric including elements of their domestic plan form, chimney breasts and blocked window openings. While too altered to qualify for national listing, the CBA would classify this terrace as a Non-Designated Heritage Asset (NDHA).

No.8 was constructed in the late Victorian or Edwardian period as a purpose-built bank, and has the characteristic impressive façade of commercial buildings of the period. Its red-brick neo-classical frontage makes a strong positive contribution to the varied character of the Strand and illustrates the economic success and social status of the town in the early twentieth century. No. 8 is Grade II listed, in recognition of its architectural and historical significance.

No.s 12-14 the Strand contains a number of phases of historic development, including late Victorian shop front to no. 14, a long decorative cast-iron canopy from around the inter-war period, and 1960s alterations which mimic the regular, light-coloured appearance of the earlier section. While no.s 12 and 13 are largely reconstructed and mainly of modern fabric, historic fabric from the first phases of the building survives within no. 14. The stepped façade, limestone cladding, and elegant canopy structure sit well within the mix of styles of this area of the townscape and help to define the way the town is appreciated in views from the seafront.

Later buildings within the site include no. 9 the Strand, which was constructed on the plot of two former cottages in the post-war period in a largely utilitarian style, and no.s 43, 45, 47 And 55, 57, 59 The Terrace, which were constructed in the early-mid twentieth century and are accessed from the upper-level road to the north of the site.

The legible phases of evolution within the site and varying architectural styles serve to illustrate the town's economic and social development over past centuries. The site is central to the way the Torquay Harbour Conservation Area is viewed and appreciated from key views, including from the historic harbour, Fish Quay and Pier, and from Waldon Hill looking towards the harbour.

Not all the buildings on site make a strong positive contribution to the Conservation Area's character and appearance, but the irregular appearance of the buildings demonstrates the historic development of the area and the low-medium height of the buildings on site allows the stepped development around the slope to the harbour to be viewed. The listed building at no. 8, the canopy of no.s 12-14, and the modest scale and narrow plots of no.s 10-11a all make a positive contribution to the character and appearance of the Conservation Area.

Comments

The CBA note that this area of the town is in need of regeneration, which would have a public benefit. We have the following recommendations to help develop a scheme which minimises any harm to the character of the area, ensuring that the development makes the 'positive contribution to local character and distinctiveness' recommended by para. 210 of the NPPF.

No.s 12-14 The Strand

While our preference would be for the retention and adaptive reuse of historic structures, which retains some of their historic significance and reduces the carbon cost of development, we recognise that no.s 12-14 have been extensively altered. We also note that permission was granted for the demolition and redevelopment of Nos. 12-14 in 2023 (application ref: P/2022/0806), and therefore have no objection to this aspect of the scheme.

However, we are concerned that the design of the proposed new building on this section of the site is overtly modern and uniform, creating a large, blocky appearance which is a marked contrast with the existing character of the site and the wider Conservation Area. The increased height of this section of the site, particularly the significant increase in height above the existing stepped-down section of no. 13, would be a significant obstruction in views to the Grade II listed Regency buildings of Higher Terrace. This terrace has an elegant white frontage with sash windows and a cast-iron balcony, and makes a strong positive contribution to the Conservation Area. The terrace is currently visible above the existing seafront buildings

in views from around the harbour, but the proposed new development would significantly increase the height of the Strand buildings, obscuring views from many angles. While the current Debenhams building also sits comfortably within the scale of adjacent buildings, including the Grade II listed no. 16 the Strand, the proposed building would be dominant adjacent to no.s 15 and 16.

Overall, we consider that the new development proposed for no.s 12-14 the Strand would cause harm to the character and appearance of the Harbour Conservation Area and to the setting of the listed buildings of the Higher Terrace and 16 the Strand. We consider that this harm could be much reduced if the height of the proposed structure were reduced by a minimum of one storey, and the design altered to a more varied frontage which better reflects the historic development and character of the harbour. In its current form, we do not consider that this aspect of the proposals meets the requirements of Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, or paras. 212 and 213 of the NPPF, due to the avoidable harm which would be caused to the character and appearance of the Conservation Area.

No.s 10-11a The Strand

The existing buildings at nos. 10-11a the Strand are the last surviving elements of the modest fishermen's cottages which once occupied the whole street. These have clear historical and evidential value as a record of the town's historic development and the harbour's function and make a positive contribution to the character of the Conservation Area. While much altered, their scale, regular appearance and surviving historic fabric have significance. Moreover, within the wider setting of the Harbour Conservation Area, this lower-height section of terrace contributes to the sense of variation and phased evolution and allows a sense of openness and an appreciation of the geographical and architectural context of the Higher Terrace and slope above.

The CBA would prefer to see these buildings at least partially retained, with additional development at the rear sections of the terrace allowing for intensified use of the sites while retaining the stepped heights of the slope. This would reduce the harm caused to the evidential and historical character of the site and the character and appearance of the Conservation Area, and avoid the loss of the embodied carbon within the historic structures.

The demolition and replacement of these structures would cause substantial harm to the surviving eighteenth-century terrace NDHA, and harm to the Conservation Area. Under paras. 213 and 215 of the NPPF, your local authority should be satisfied that the demolition of these buildings has 'clear and convincing justification' and that the substantial harm is outweighed by the public benefit of the proposals.

Should your local authority be satisfied that these requirements have been met and that the demolition of no.s 10-11a is justified, the CBA recommend that the scale of any new buildings fronting the Strand is reduced to retain key views to the Higher Terrace and to the Grade I listed Parish Church of St John. Although the proposed new stairway would permit some visibility of the upper levels of the slope in views from the Strand, the narrow width of this would significantly restrict visibility in comparison to the existing wide views above the eighteenth-century terrace. The proposed buildings would also be overly tall within context of

the Strand, which currently rises consistently to a height of around three to four storeys or lower.

The CBA welcome the variation between plots in the proposed development on this section, which reflects the historic development of the terrace and the character of the Conservation Area better than the uniform frontage proposed for no.s 12-14. However, we consider that the scale and massing of the proposed new buildings would cause harm to the setting of the listed buildings at no. 8 The Strand, Higher Terrace, and the Church of St John, and harm to the Conservation Area. As this harm could be mitigated through the reduction in height of the proposed new buildings, we do not consider that it has the 'clear and convincing justification' required by para. 213 of the NPPF.

We recommend that this aspect of the proposals is revised, either to retain the existing terrace with some proportionate additional development on site, or (if demonstrably required) to reduce the height of the proposed new development in this area.

No.s 7 & 9 the Strand

The CBA have no objection to the replacement of the post-war building at no. 9, which does not have a high level of architectural or historical significance.

However, we would prefer to see the height of the proposed new building reduced to maintain the existing consistent street façade height from no.s 7 to 9, allowing the decorative frontage of the Grade II listed building at no. 8 to retain its prominence.

We support the cleaning and repair of the façade of no. 7 the Strand. While the existing canopy to the front is in poor condition, the age and significance of this have not been assessed in the submitted Heritage Statement, and it is unclear whether this is a historic feature which should be retained. We request that additional information is provided regarding this feature; if it is of historic significance, additional justification should be provided for its removal.

On the basis that the adjacent building at no. 6 is taller than its neighbours and that the proposed upwards extension would be set back from the street façade, we do not object to an additional storey being added to no. 7 the Strand.

No. 8 the Strand

The CBA support the retention and adaptive reuse of the Grade II listed building at no. 8 the Strand. However, we are concerned about the extent of the proposed demolition of the listed building, including the historic staircase, the entire roof structure, and the rear rooms and all the rear external wall above the ground floor; in total, around 50% of the existing building.

We do not consider that the extent of the proposed demolition is adequately justified within the submitted documentation. There would be clear harm to the listed building through the loss of the historic floor plan, fabric, and architectural detailing. This element of the application does not meet the requirements of paras. 212 and 213 of the NPPF.

In addition, we consider that the height and verticality of the design of the proposed upward extension is unsympathetic to the architecture of the listed building. The neo-classical

frontage has a characteristic proportionality in which the size of the fenestration on each storey is reduced compared to the storey below, reflecting the relative importance of the ground and first floor spaces. The large areas of glazing and tall, narrow subdivisions of the proposed new top storey fails to respect this rhythm and has an unduly negative aesthetic impact on the listed building.

The proposed upward extension would also sit awkwardly behind the decorative tympanum which currently sits with intentional dominance in the street scene. While set back from the current façade, the upward extension would nevertheless be clearly visible in views from the harbour and pier. In its currently proposed form, the upwards extension would harm the building's architectural and historical character.

A more sympathetically designed extension, such as a mansard which reflects the character of the High Terrace behind and the historic nature of the listed building, would be a more suitable alternative option.

While the existing lift tower to the rear is modern, and we do not object to its demolition, its narrow width and the decorative detailing of the roof structure allows for this higher element to sit comfortably within the context of the buildings on the Strand, reflecting the eclectic and elaborate architectural styles of many earlier seafront buildings. We do not consider that this element should be taken as a precedent for the height of a more solid or overly modern new structural block, such as the one proposed to the rear of no.s 10-11.

No.s 43-47 And 55-59 The Terrace

The submitted Heritage Statement provides minimal information and no images of these mid-twentieth century buildings, and therefore their significance and character is hard to assess. We do not consider that the information provided regarding these buildings meets the requirements of para. 207 of the NPPF.

As they are more recently constructed than other structures on site and they are largely hidden in the street scene due to the sloping topography of the site, their loss is unlikely to cause a high level of harm to the Conservation Area. However, the modest scale of the existing buildings and the use of traditional building materials and architectural detailing (such as the tympanum on no. 57) ensures that they sit subserviently to the street frontage, and do not detract from the setting of the Higher Terrace and the Church of St John.

The proposed new building to the rear of the Strand would be significantly larger and more prominent, obscuring views from the Strand and harbour to the Higher Terrace and the Church of St John. We strongly recommend that the scale of this structure is reduced to respect the stepped upward development of the historic buildings on the slope and reduce the harm to the Conservation Area.

In its current form, we do not consider that this aspect of the proposals meets the requirements of Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, or paras. 212 and 213 of the NPPF, due to the avoidable harm which would be caused to the character and appearance of the Conservation Area.

Recommendation

The CBA recommend that this application is withdrawn and that a revised scheme is prepared, which takes a heritage-led approach to minimise the harm caused to the character and appearance of this prominent and historic area of Torquay, and which maximises the public benefits of place-shaping and economic benefit which result from heritage-led regeneration schemes.

In particular, we recommend that where possible, existing historic structures are refurbished and reused, and that new structures should be of a scale, massing and design which reflects the varied, eclectic character of the harbour front and which allows prominent historic buildings to remain appreciable in the street scene.

In its current form, although we support the regeneration of the site, we do not consider that the proposals adequately justify the level of harm which would be caused to the character and appearance of the Torquay Harbour Conservation Area, the listed building at no. 8 the Strand and the Non-Designated Heritage Assets at nos. 7 and 10-11a, and the setting of listed buildings: Higher Terrace; the Church of St John; and 6 the Strand. We therefore do not consider that the application meets the requirements of Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, or paras. 2207, 12 and 213 of the NPPF. If the application is not withdrawn or revised in line with our recommendations, we recommend that it be refused.

Council for British Archaeology (updated response dated 09/09/2026):

For a full assessment of the site's heritage significance and detailed comments on the proposal, I refer you to our previous letter (dated 16 July 2026).

The applicants have submitted a response to the heritage advice received, although the proposals have not been revised to address the concerns raised.

The heritage advice given on this application and at pre-application stage by Historic England, your local conservation specialists and the National Amenity Societies has consistently advised that the height of the current proposals will be harmful to the Conservation Area, will change the character of the harbour, and will block key views from the historic town and the seafront. This will have a negative effect on the character and appearance of the Conservation Area, particularly affecting the way the historic stepped townscape is experienced from the harbour. This particularly applies to the increase in massing for the new structure at 12-14 The Strand, which would sit above its neighbours and be significantly more dominant in the streetscape than the existing building, and the new buildings proposed for 10-11 The Strand, which would rise three stories above the current cottages.

Other heritage advice has focused on the harm which would be caused to the Grade II listed building at no. 8 The Strand. Currently the proposals are for extensive demolition to this building, including the historic stair core and roof structure. Advice has also focused on the need to revise the design of the roof extension to sit more suitably above the historic building, as the extensive glass fenestration is out of character for the historic building and would cause harm to its historic and architectural significance.

Under para. HE6.3 of the NPPF, the harms which would be caused to the listed building and the Conservation Area are a matter of 'considerable importance and weight'.

The applicants have declined to revise their plans based on the feedback received, which is disappointing.

The massing of the proposed new structures is reportedly based on the need for a viable amount of hotel space. However, we have not been able to find a detailed financial viability statement and options appraisal among the submitted documents and so are unable to confirm that the harm caused to the Conservation Area through the construction of these large and prominent new blocks has been minimised as far as possible. We therefore do not consider that the application meets the requirements of para. HE6.1 of the NPPF.

We continue to recommend that the harm which would be caused to the Grade II listed building at no. 8 could be reduced through the retention of the existing rear stair core (instead of its replacement with a modern structure at an adjacent location) and through a more sensitive design of the rooftop extension which would be less visually jarring in the context of the neo-classical façade. As neither of these revisions will significantly affect the increase in floor space provided, these are unlikely to affect the viability of the wider scheme but would clearly reduce the harm caused to the listed building.

As the proposed plans have not been revised in line with the comments received from the CBA, Historic Buildings and Places, Historic England and your local conservation specialist, we are unable to support the proposals in their current form.

We strongly encourage the applicants to consider revisions to the design of the proposal to create a sensitive scheme which will enhance the character of the historic harbourfront in the long term.

Torbay Council's Conservation and Urban Design Officer (original response dated 27/07/2026):

The level of detail has vastly increased following the pre-application enquiry, which has raised further points to be discussed.

Front.

Restorative work to the front elevation is welcomed with the reinstatement of windows either in poor condition or where poor-quality replacements have been installed in the past. This package of work also includes the renovation of the oculus window. Both elements resulting in minor enhancements. Thermal upgrades to the windows in the front elevation, include the installation of vacuum sealed glazing which would result in loss of historic glass in some cases, although much of it appears to have already been lost. Whilst not a purely restorative aspect of the proposal, it provides an opportunity to reinstate original detail in the joinery, going some way to account for the loss of any surviving historic glass.

Whilst the loss of some historic glass has been assessed in terms of its evidential value the visual impact of the proposed vacuum glazing has not been. This style of insulative glazing has small dots which enable a vacuum to be created. These dots are often visible and detract from the historic character.

At ground floor level on the front elevation, the proposal includes work to implement a previous consent to remove the opening that housed an ATM machine in the past, installing a pair of doors similar to that used in the main entrance. This work is considered to be particularly beneficial, removing a functional but unsympathetic alteration.

Directly adjacent to the former ATM location is the former side entrance door. This in addition to the service corridor behind, would be lost entirely, with the footprint of the No.8. then reduced at ground floor level to mirror that of the width of the remaining frontage.

In reviewing the submitted information it has not been demonstrated that the historic service passage and Edwardian door cannot be retained as part of the proposal. This would have minim impact on the adjacent (assumed) commercial unit. There is a single piece of narrative that the loss of this historic entrance and service space is necessary to deliver the quantum of useable service space. However, this does not appear to be substantiated elsewhere in the submitted information. Further information is required.

At the rear, the existing elevation would be lost entirely, either through demolition or by amalgamation into the larger building complex and no longer visible from The Terrace behind. The original rear elevation of the bank includes some unusual detailing, including glazed white bricks/tiles. Currently there is an absence of narrative detailing how the rear elevation is to be incorporated into the building, in addition to either a strategy or mitigation to account for any alteration, loss or restoration of the glazed brick/tiled finish. Further information should be provided to clarify the significance of this detailing, the degree to which it would be retained, restored, or altered as part of the proposals.

Other less notable deletions include 1980s extensions and alterations of the building including the lift/stair tower, which whilst detailed sensitively, is of little historic significance. The removal of the 1980s elements is not considered to result in harm to the significance of the building.

The loss of the large amounts of the historic fabric of the building at the rear is accompanied by the extension at third floor level, which would result in the total loss of the roofscape. On site, the pitched roof, where visible internally, appeared to be in good condition with sarking boards intact with no evident signs of degradation.

The submitted section drawings indicate that the ceiling beams would be retained, with a new structure installed over the top. It is not entirely clear if this is to be the case as the demolition plans appear to show total removal. Further clarity is required where elements are able to be retained as part of the proposal as this impacts the overall remaining integrity of the building and the degree of impact.

The third-floor extension and demolition at the rear of the building represents a significant loss of the fabric of the building, to the detriment of the building's aesthetic and evidential values, key elements of the significance of No.8.

The proposed third floor extension would extend beyond the height of the existing gable, introducing glazing, illumination and animation within the roofscape, something which is

currently an uncharacteristic feature. The design maintains a sense of verticality with strong floor-to-ceiling mullion features.

The positive aspects associated with the restoration of the front elevation are undermined by the proposal to create an additional floor, following the proposed removal of the existing roof, which materially impacts the integrity and aesthetic value of the elevation.

Internal.

It was evident during the site visit that select spaces within the building were in poor condition, likely as a result of lack of maintenance due to the building not being in use for some time.

The work carried out internally to implement of previous consent does not appear to be in accordance with previous permission at No.8 with modern plaster board ceilings appearing to replace the previous extent of lath and plaster coverings on upper floors in some areas.

The impact of the proposed demolition internally would result in the entire loss of the building's vertical circulation and historic access and passage, original door and ironmongery. This would result in a significant loss of integrity, evidential and architectural value.

As highlighted above, it has not currently been demonstrated that the historic service passage and door cannot be retained as part of the proposal. This would appear to have minim impact on the adjacent (assumed) commercial unit. Should this element of the proposal be retained as part of the proposal, further evidence is required to demonstrate its removal is absolutely necessary.

Some elements of demolition would remove part of the 1980s extension of the building which in principle could be beneficial. However, rather than revealing the building's significance, the proposal results in further development and in fact further concealment.

The proposed layout would incorporate some elements of the original load bearing structure, but there is a concern that this ability to perceive the original extent of No.8 would be difficult due to its amalgamation into the wider building complex. The internal fit-out and materiality, and ultimately its quality, therefore play an integral role in clearly mitigating the impact of these invasive works. Without such information at this stage, it is not clear to what extent is being in the historic part of the building evident.

The internal arrangement of rooms and services would result in varying degrees of impacts on the original features and fabric of the building. New internal openings within historic fabric, in addition to the in-filling of historic openings would result in a loss of the original windows at the rear, with the openings now located internally. The extent of demolition and alteration would result in the loss of the Edwardian joinery almost entirely throughout the building.

New openings would be formed to integrate No.8 into corridor running through the wider building complex. There is currently an absence of information indicating how these openings would be formed, detailed, and the resulting internal finishes or appearance. The same can be said the historic openings that would be blocked up. The true impact of forming and/or in-filling the openings cannot be fully assessed without further detail, at the very least a proposed strategy for the intended approach.

In principle, the division of the first and second floor office spaces to create bedrooms is acceptable due to the lack of any meaningful remanence of the historic layout of these floors, following periodic alterations supporting its previous uses. It may be possible that evidence of the historic layout may be found beneath the existing floor coverings in the surviving timber floors.

The servicing of the proposed spaces including the proposed Mechanical Electrical Plumbing (MEP) will impact the quality and character of the internal spaces, in addition to the physical impacts of its installation, particularly if not detailed sensitively. In the upper floors in particular, the construction of suspended ceilings will impact the character of the spaces and the extent to which the historic character is perceivable. Further information is required on the concept layout so that the associated impacts can be clearly assessed.

Without an operator on board to establish their MEP requirements, there are likely to be further changes to the design should it be implemented in the future. This should not further undermine the architectural or historic qualities of the building.

Currently, the proposed service risers would intersect the historic window openings causing them to be lost within the layout and in places indistinguishable. Compartmentation would also interrupt the floor plan, which could be better aligned with the plot width and the new openings formed. There is an absence of information to demonstrate the reasoning for the siting of the service risers in their proposed location or an options appraisal to clearly indicate that the proposed locations would be the least harmful.

Suspended ceilings and new builder's works openings will impact the character of the space in addition to its overall integrity. The plans and elevations also do not show the plant equipment required to service the building. This is almost certainly likely to result in equipment within the roofscape of No.8. Accurate plans and elevations clearly showing the MEP equipment, including vents, grilles and external ducts within the roofscape of No.8 are necessary before a robust assessment or decision can be made.

Summary.

Whilst further detail and supporting information has been provided since the previous pre-application enquiry, the proposal appears to be broadly the same as previously submitted.

From discussions on site, it was apparent that a large amount of the detail would be left to the potential operator to address. This absence of detail or at the very least a strategy to which some specificity could be attached is cause for concern. Further details are required as indicated in the sections above. Specificity of listed building consent is crucial for preserving the heritage value of a building of special interest.

The proposed interventions would not be limited to those absolutely necessary, with a new access door provided in isolation. Whilst the removal of the extensions to this elevation are welcomed, further details are required to adequately assess if the proposed works in their entirety would be acceptable.

Whilst the removal of the existing non original extensions would result in enhancements, the new openings in would result in harm to a moderate degree. There is also an evident lack of detail of how these openings will be formed and detailed.

The benefits of the wider scheme as a whole should be separated from those that effect the special interest of No.8 as these are tangential. For example, the delivery of a high-quality public realm scheme is independent of the works which impact the special interest of No.8. Those wider elements are only appropriate to be considered within the accompanying planning application.

Some elements which have resulted in high levels of harm could be avoided, if development were to be moved elsewhere in the wider building complex or the quantum of development minorly reduced. There is an absence of information to evidence the need for 144 rooms as opposed to 139. A reduction in 5 rooms, currently proposed in the third-floor extension of No.8 would reduce the level of harm to its significance, enabling the retention of its primary roofscape. Having reviewed the submitted information, there is no narrative or viability information to justify either the number of units proposed or the necessity to position a third-floor extension at No.8 in place of its historic roof structure. Without such information it not possible to robustly justify the prosed works which require listed building consent.

Conclusions:

The application requires the submission of further information and revisions to fully understand the implications of the proposal. These must be resolved as a matter of urgency, prior to the determination of the application.

Whilst it is useful to understand the wider elements of the proposal for planning permission, this will be considered separately in the concurrent planning application. Many of these elements must be divorced from the assessment of this application for listed building consent. It is therefore not appropriate for these tangential works to contribute to the overall balanced judgement when assessing the impacts of this specific listed building consent application. For clarity, the available documents should be reduced to those which are relevant in the determination of the works which require listed building consent.

The removal of the later extensions presents an opportunity to better reveal the building's significance. However, the proposed alterations and extensions represent a considerable loss of historic fabric dating from the building's original construction in addition to cloaking the rear elevation and roofscape. The resulting harm would be caused to its architectural, historic, and evidential values and its significance.

I consider that the cumulative impact of the proposal would result in less than substantial harm to a high level, and at the upper end of any scale or degree. This level of harm does not appear to have been reduced to a minimum, consistent with achieving the objective.

Currently there is lack of clear and convincing justification in the form of detailed evidence base and understanding of the proposal given the extent/scale of the proposed demolition and the interventions proposed. Further to this, there is a clear absence of relevant details associated with the integration of the building into the adjacent buildings. Given the invasive

nature of the works involved further details are necessary. Without a more detailed evidence base the proposed justification is insufficient.

In its current form, whilst the proposal would deliver some heritage benefit as highlighted in the sections above, however, the harmful works have not been clearly and convincingly justified as required by para 213 of the NPPF.

I recommend that the application is not determined until further information has been provided as above to provide the justification necessary and to resolve the concerns raised above. Conditions to be discussed following the receipt of additional information.

This conclusion has been reached with special regard/attention to the desirability of preserving and/or enhancing heritage assets or their setting in accordance with the Planning (Listed Buildings and Conservation Areas) Act 1990.

Torbay Council's Conservation and Urban Design Officer (updated response dated 07/09/2026):

This response must be read in conjunction to the response previously provided and interpreted as an update as additional information and revised plans have been provided by the applicant.

It is noted that no revisions have been made to the proposal following the receipt of requests by statutory and non-statutory consultees. Further submissions have sought to address some absences and inaccuracies in the submitted information.

- Roof level termination of the ducting and the formation of an "architectural chimney".
- Updates to the plans to ensure the drawings are accurate in their detail and in the extent of demolition at No.8.

Whilst the updated drawings now include an architectural chimney, there is very little detail at this stage due to the scale of the drawings provided. I cannot see that any comments have been provided from Environmental Health officers with regards to its position within the roof and the close proximity of the intake and the extract.

The remaining points raised in the previous response still stand and can be summarised as the following:

- The loss of historic glass in the front elevation.
- The amalgamation of rear elevation into the extended building. It is not evident that the historic parts of the building would remain to be interpreted internally. The ability to perceive the historic elements of the wider building is important to mitigate the loss in evidential value.
- The proposed extent of demolition generally at No.8 including the service passage. Loss of the building's integrity (circulation, historic access, door and ironmongery). I disagree that it would create an awkward commercial space at No.7. The floor plan would be marginally different with a slight reduction along its length. I don't believe the loss of this passage is warranted within the scheme. I do not believe the harm has been minimised here.

- The third-floor extension generally, including its height above height of historic roofline. The set-back may reduce the visual effect. However, the impact nonetheless remains.
- The quantum of development resulting the loss of significant elements of No.8.
- Lack of detail of the physical connection of the proposed extensions and the historic fabric both at third floor level and the rear.
- Details of the new openings formed within the historic fabric remain absent. The commentary provided is too high-level and lacks specificity.
- Existing unauthorised works. Dealing with the building as found does not address the potential unauthorised works internally. Where relevant traditional finishes should be reinstated where these have been lost.
- A section/return of wall would be revealed/created at the southern corner of No.8 where the new frontage of the adjacent building would be set back. This corner does not appear to have been previously exposed.
- Detail of the physical connection of the proposal extension and the historic fabric is currently absent. The submitted sections of the building and the parapet/terrace indicate space between the retained structure and the proposed third floor construction.

Conclusions:

The previous discrepancies in the plans have been addressed, and further information has been provided to establish the impacts of the proposal as required previously.

The regeneration ambitions of the proposal are clear, although there will be a significant loss of townscape to facilitate this. With regards to the specific impacts at No.8 The Strand it is principally the “required” quantum of development in this specific area of the wider site that would result in harm to the significance of the No.8.

Above ground floor level No. 8 would appear to become lost within the wider development, with no defined/detailed approach to mitigate its amalgamation into the wider scheme internally. At the rear of the building on all floors, the loss of smaller service and secondary spaces which previously supported the function of the building is disappointing. These spaces are of lower significance, but allow for the interpretation of the historic function of the building.

At the existing roof level, the proposed third floor extension represents a considerable loss of historic fabric dating from the building’s original construction. The resulting harm would be caused to its architectural, historic values and evidential values and its significance.

The proposal would deliver minor heritage benefits. These are primarily found in the demolition of the 1980s lift tower; maintenance works to the front elevation and reintroduction of appropriate joinery in the windows in the front elevation where this has been replaced by poor quality joinery in the past. There do not appear to be any other heritage related benefits to support this proposal.

Considering the new NPPF (2026) and the amended terminology, in consolidating the quantum of harm identified both previously and that which remains following the additional information, I consider the proposal to result in a very high level of harm, bordering on substantial harm, to the significance of No.8. This level of harm must be weighed against the public benefits of the proposal.

It remains vital to ensure that the phasing of the wider scheme is carefully considered to ensure that the benefits and justification put forward by the applicant for the harmful works can truly be realised.

This conclusion has been reached with special regard/attention to the desirability of preserving and/or enhancing heritage assets or their setting in accordance with the Planning (Listed Buildings and Conservation Areas) Act 1990.

I note the determination of this application is likely to be a finely balanced decision and without prejudice to the above comments, I would recommend that if you are minded to grant consent then the following conditions are necessary.

Recommended conditions:

1. Assurance of build
2. Phasing.
3. Building recording.
4. Schedule of works (inc repairs) This should include investigative work, all repair work and re-instatement of internal features where relevant.
5. Architectural Method statement and Conservation Specification
6. Protection of architectural features
7. Concealed historic features
8. Restorative works to front elevation.
9. MEP. RIBA Stage 4 details. (inc. suspended ceilings)
10. New services including service penetrations.
11. Demolition Method Statement including structural support for No.8
12. Hidden historic features.
13. Chimney details.
14. Materials.
15. Internal finishes
16. Removal of redundant infrastructure/services.
17. New openings.
18. Rainwater goods
19. Physical connection with No.8
20. Green roof details.
21. Joinery details

Devon County Council's Principal Ecologist (original response dated 14/07/2026):

Further information required.

Lyme Bay and Torbay Marine SAC à The site is approximately 30m north of functionally linked land associated with the Lyme Bay and Torbay SAC. Qualifying features are reefs, sea caves and great white sharks.

The potential threat of increased public access and disturbance to the sea caves has been raised in the SAC Site Improvement Plan (SIP) - Site Improvement Plan: Lyme Bay and Torbay - SIP128 (naturalengland.org.uk). The SIP states: *A number of the coastal cave features are accessible to visitors. If access is left unregulated, coasteerers, kayakers, diver visits and casual visitors using the entrances in the coastal cliffs could impact the delicate*

fauna and rare species. Coasteering is growing in popularity as a sport, so the sea caves are likely to be visited more frequently in future. At least two commercial dive operators organise dives at Watcombe Sea Caves. The biological communities at risk are highly delicate.

The SIP states however, that this issue is being addressed through the promotion of Codes of Conduct and a coasteering licencing scheme. It is therefore considered that this proposal will not result in a Likely Significant Effect on the SAC either alone or in-combination with other Plans and Projects.

There is potential for an increase in waterborne pollutants to be produced and enter controlled water during the construction phase of development. In addition, new holiday development could increase the demand on foul water systems.

In the absence of mitigation, it is deemed that this development could, in combination with other plans and projects, have a Likely Significant Effect on the Lyme Bay and Torbay SAC due to pollution impacts and so Appropriate Assessment is needed.

A Construction and Environmental Management Plan (CEMP) will be submitted and agreed with the LPA. This document will provide measures of construction controls on dust and reducing contaminated run-off.

The CEMP and any required pollution control measures will be conditioned as part of any planning permission. With these mitigation measures secured, there will be no adverse effect on the integrity of the SAC.

South Hams Greater Horseshoe Bat SAC à Site is located within landscape connectivity zone of the South Hams Greater Horseshoe Bat SAC. Proposals will not result in any habitat loss to flight routes within the SAC. No anticipated impacts to the SAC, no HRA required.

Bat flight lines / foraging à Bat roosts have been identified on-site and external lighting has potential to disturb them as they emerge / commute / forage within and around the site.

Mitigation measures contained within the Ecological Appraisals are considered adequate. As no lighting information has been submitted, a condition restricting lighting until details have been submitted to the LPA is appropriate in this instance due to the presence of a number of day roosts on-site.

Bat roosts – buildings à Nocturnal surveys identified three common pipistrelle roosts of low conservation status within buildings 2 and 5. Proposals involve demolishing all roofs on site, only retaining the facades of building 1 and 2. The proposal to remove these buildings will result in the damage/destruction of the identified roosts on site. Surveys were conducted in accordance with best practice.

Proposed mitigation includes an application for a European protected species licence from Natural England. The authority must consider whether the proposal meets the three derogation tests of the Conservation of Habitats and Species Regulations 2017 (as amended), and accordingly whether Natural England are likely to grant an EPSL which would permit the proposal to lawfully proceed. The first two tests (below) are essentially planning

tests and are for the case officer to conclude. The third test I have concluded below. i) The consented operation must be for 'preserving public health or public safety or other imperative reasons for overriding public interest including those of a social or economic nature and beneficial consequences of primary importance for the environment'; ii) There must be 'no satisfactory alternative'; iii) The action authorised 'will not be detrimental to the maintenance of the population of the species concerned at a favourable conservation status in their natural range'.

Given the mitigation measures, it is my opinion that the third test of the Habitats Regulations is satisfied. If upon consideration of the first two tests you consider them met, then it is reasonable to conclude that Natural England would grant an EPS licence for this development. Proposed mitigation would likely retain the favourable conservation status of the roost.

The ecology reports states *"Replacement roosting provision will be included within the proposed plans and can comprise integrated bat boxes, gaps beneath fascias, lifted slates, or comparable roosting features designed for bats such as bolt on bat boxes"*

The location of these required replacement roosting provisions do not appear to have been provided to the proposed elevations drawings. The location of these features needs to be added to these documents so they can be conditioned.

Nesting birds / Schedule 1 birds à Works to all buildings have potential to harm nesting birds if present at the time of works. The ecology report includes sensitive timing of works / nesting bird checks. Mitigation measures are appropriate to avoid impacts to nesting birds. A planning condition should be included regarding vegetation clearance.

Net gain à The BNG assessment shows an increase in on-site habitat units from 0.23 units at baseline to 0.39 units post-development.

Overall, the indicative results demonstrate that a minimum 10% BNG can be achieved on-site. The final BNG position will be confirmed through the submission of a pre-commencement Biodiversity Gain Plan, secured by condition.

The submitted Biodiversity Metric has been appropriately completed. The assessment demonstrates that the development is capable of achieving a net gain in excess of the mandatory minimum 10% requirement on site. The LPA is satisfied that the stated Biodiversity Net Gain can be achieved on Site.

The applicant may wish to plant native shrubs and wildflowers, or year-round flowering Plants for Pollinators (Royal Horticultural Society: Plants for Pollinators advice and downloadable lists / RHS Gardening) around the site to increase biodiversity on site.

Devon County Council's Principal Ecologist (updated response dated 20/08/2026):

That appears to be sufficient – but please can there be a statement from the consultant ecologist confirming that the location of the bat boxes is suitable? They are located directly next to new areas of glazing which may reduce their suitability for roosting bats.

Devon County Council's Principal Ecologist (updated response dated 07/09/2026):

That is sufficient – it appears there isn't many places the bat tubes can be located but the consultant ecologist thinks the locations will work so that's fine.

Planning Officer Assessment

Key Issues/Material Considerations

Impact on Heritage and Design

Chapter 14 of the NPPF seeks the promotion of high quality, healthy, inclusive and sustainable places. Policy DP3 of the NPPF outlines that development proposals should respond to their context (the history, character and features of their site and its setting), so that they integrate with and enhance their surroundings; for example through the arrangement of development plots and buildings, and the use of materials and architectural features. Policy DP3 of the NPPF outlines principles that help create well-designed places. Policy DP4 of the NPPF emphasises that design quality should be considered throughout the evolution, assessment and delivery of development proposals, including through any pre-application engagement. Policy DE1 of the Local Plan states that proposals will be assessed against a range of criteria relating to their function, visual appeal, and quality of public space. Policy TH8 of the Neighbourhood Plan requires that developments be of good quality design, respect the local character in terms of height, scale and bulk, and reflect the identity of its surroundings.

It is also incumbent on the Authority, in exercising its duties, under the provisions of The Planning (Listed Buildings and Conservation Areas) Act 1990 (Section 16(2)), 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. This statutory requirement needs to be considered alongside Chapter 20 of the NPPF which recognises that the historic environment should be conserved and enhanced. It identifies that heritage assets range from sites and buildings of local historic value to those of the highest significance.

Policy HE4 of the NPPF confirms that heritage assets, as an irreplaceable resource, should be conserved in a manner appropriate to their significance. Paragraph 2 of Policy HE4 of the NPPF states that any harm to, or loss of, the significance of a designated heritage asset (including from development within its setting) should have a clear and convincing justification in accordance with the policies in Chapter 20 of the NPPF.

Policy HE6 of the NPPF considers that *“when considering the potential effect of a development proposal on the significance of a designated heritage asset, substantial 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 effect amounts to a positive effect, harm, substantial harm, or total loss of its significance.”*. Policy HE6 of the NPPF confirms that where a development proposal would harm the significance of a designated heritage asset the effect on the asset and its significance should be weighed against any public benefits resulting from the proposal.

Policy HE10 of the NPPF outlines that where a development proposal would result in the loss of the whole or part of a heritage asset (whether designated or not):

- a) The development should not be approved without all reasonable steps being taken to ensure that the new development will proceed after the loss has occurred, including through the use of planning conditions and planning obligations to secure the development against the loss of the asset; and
- b) The applicant should record and advance understanding of the significance of the asset to be lost in a manner proportionate to its importance and the potential impact upon it; and should make this evidence (and any archive generated) publicly accessible by depositing it in the relevant Historic Environment Record, and any archives with a local museum or other public depository. The ability to record evidence of our past should not be a decisive factor in deciding whether such loss should be approved.

Policy SS10 of the Local Plan states that proposals will be assessed, amongst other things, in terms of the impact on listed and historic buildings, and their settings, and in terms of the need to conserve and enhance the distinctive character and appearance of Torbay's conservation areas. Policy HE1 of the Local Plan states that development proposals should have special regard to the desirability of preserving any listed building and its setting, or any features of special architectural or historic interest which it possesses. Policy TH10 of the Neighbourhood Plan outlines that alterations to listed buildings will be supported where they safeguard and enhance their historic qualities and elements according to their significance. In doing so, proposals which at the same time contribute to providing a sustainable economic future for such buildings will be particularly supported.

Significance:

The submitted heritage statement is considered to appropriately assess the heritage significance of No.8 The Strand, its setting and its contribution to other designated heritage assets in its context.

The significance of the No.8 The Strand is mainly comprised of its historic, evidential, communal and architectural values. Overall, the building is considered to be of medium significance.

The proposal has been through a pre-application enquiry and Torbay Design Review Panel, the proposal responds to the advice provided at each stage. The works which require planning permission form part of a larger regeneration proposal for the redevelopment of the wider Strand site (ref: P/2026/0238).

The proposal has been supported by further details to address the previous lack of clear and convincing justification where harmful works would be carried out. The overarching aim of this proposal forms part of a key element of the wider regeneration scheme which is for the redevelopment of the Strand to provide a new hotel development with a rooftop bar/restaurant, ground floor commercial spaces, the creation of public stepped access between the Strand and the Terrace including public realm works, associated development infrastructure and associated works.

The supporting Schedule of Works provides a list of proposed external and internal works to No.8 The Strand that would assist in the wider regeneration project that forms part of the

redevelopment of the Strand. In terms of items currently forming part of this application requiring listed building consent, these can be considered to be:

The proposed external works would include:

- Ground floor – New opening in principle elevation where ATM is sited; new rear external wall to create rear service corridor and associated door opening into No.8; new front door to match existing; repair and reinstatement of shutters; and reinstatement of 2 no. fanlight glazing units.
- First floor – New rear external wall including 3no. new windows to create service corridor; new slimline double-glazing units to be inserted into existing window frames; and repairs to existing window frames.
- Second floor – New rear external wall including 3no. new windows to create service corridor; new slimline double-glazing units to be inserted into existing window frames; and repairs to existing window frames.
- Third floor – New deep profile double glazed curtain walling system; new sedum green roof; and existing trusses and slate roof photographically recorded and removed.
- Front elevation – Full condition assessment to be undertaken; masonry repairs and cleaning as required; removal of unnecessary services; removal of existing slate roof and trusses behind parapet; existing parapet to front façade to be repaired, stabilised and weatherproofed; and insertion of new deep profile doubled glazed curtain walling system.
- Rear elevation – Removal of 1980s post modern standing seam tower housing lift and staircase; removal of rear stepped façade; and creation of new brick façade and heritage style windows to match front.

The proposed internal works would include:

- Ground floor – New flooring; missing sections of skirtings and architraves to be reinstated to match existing; new doors; closure of side access into stairwell; mechanical pipework and ventilation services; removal of partitions and associated modern doors to rear rooms; demolition of later additions; removal of non-original sanitaryware fixtures and fittings; and repairs to existing coffered ceiling, corniced arcades, and to existing skirtings and architraves including on retained doors.
- First floor – New openings created for hotel corridor to link between No.7 and No.9; subdivide open space to create bedrooms and en-suites; new flooring; new skirtings and architraves to match existing; mechanical pipework and ventilation services; new sanitaryware fixtures and fittings; removal of partitions and associated modern doors to rear rooms; demolition of later additions; removal of non-original sanitaryware fixtures and fittings; removal of staircases linking first and second floor; repairs to existing skirtings and architraves; and application of clear intumescent coating to existing steel columns to provide require fire protection but retain historical markings.
- Second floor – New openings created for hotel corridor to link between No.7 and No.9; subdivide open space to create bedrooms and en-suites; new flooring; new skirtings and architraves to match existing; mechanical pipework and ventilation services; new sanitaryware fixtures and fittings; removal of partitions and associated modern doors to rear rooms; demolition of later additions; removal of non-original sanitaryware fixtures and fittings; removal of staircases linking first and second floor; repairs to existing skirtings and architraves; and application of clear intumescent coating to existing steel columns to provide require fire protection but retain historical markings.

- Third floor – Creation of 5no. hotel rooms; new modern skirtings and architraves; and new sanitaryware fixtures and fittings.

Regarding matters requiring planning permission, these matters will be assessed as part of the accompanying major planning application (P/2026/0238).

Assessment of the proposed works:

The proposal would retain the principal front elevation of No.8 and the principal volume of the former banking hall. It would also provide for repairs and restorative works to the front elevation, the restoration of the coffered ceiling and corniced arcades, repairs to retained joinery and the reinstatement of appropriately detailed elements where previous alterations have diminished the building's character. The removal of the visually and architecturally unsympathetic 1980s rear lift tower is also considered beneficial.

However, the scheme requires substantial physical intervention. The principal sources of harm are:

- the amalgamation of No. 8 into the wider hotel development, which would reduce the legibility of the building as a distinct historic property;
- the removal of a considerable part of the existing roof and associated historic fabric to accommodate the additional storey;
- the height and form of the proposed roof-level addition above the historic roofline;
- the loss of historic glazing within the front elevation;
- the loss of rear secondary and service accommodation;
- the removal of the historic service passage and associated evidence of the building's original access and circulation;
- the formation of new openings and connections through historic fabric;
- the loss or alteration of internal walls, doors, ironmongery, stairs and other features contributing to the evidential value of the building; and
- the potential effect of new mechanical, electrical and ventilation infrastructure and its physical connection with the retained historic fabric.

The revised plans have resolved earlier discrepancies regarding the extent of demolition and now show the proposed architectural 'chimney' associated with the extract system. Nevertheless, detailed information will still be required concerning the 'chimney', new openings, materials, junctions, servicing, internal finishes, protective measures and the physical connection between the new work and the retained building. These matters are capable of being controlled through recommended pre-commencement and pre-installation conditions.

Principle of Development

Historic England is supportive of the principle of regeneration for this part of Torquay's historic core. Historic Buildings & Places raise no concerns with the principle of the development, the redevelopment of the rear of the bank, or the reuse of the former bank as part of the hotel and recognise that some changes are needed to support this integration. The Council of British Archaeology also support the retention and adaptive reuse of No.8 The Strand.

Removal of Roof and Construction of an Additional Storey

Historic Buildings & Places have raised concerns that further options need to be explored to find alternative locations for the additional rooms behind the retained pitched roof, as they consider that the loss of the roof as being excessive, resulting in it undermining the integrity of the listed building as a whole. Historic Buildings & Places consider that the design of the additional storey has no architectural relationship with the building and therefore appears 'awkward' and 'odd', suggesting that a more cohesive design is explored to unite the two parts of the building to ensure it would make a positive contribution to the wider streetscape.

The Council's Conservation and Urban Design Officer has stated that the proposed roof level extension would result in significant loss of fabric whilst also presenting avoidable issues such as the uncharacteristic use of glazing within the roofscape and the sheer expanse of flat roofs this would introduce, which are also visible from The Terrace. The roof of No.8 would be covered in a sedum blanket, reducing the expanses of exposed membranes. However, this nonetheless results in the loss of the traditional materials and character of the existing roofscape. The Officer notes that if the roofs generally throughout the development would require guard rails for maintenance, such protection measures would further add to the visual impact of the roof level extension. The Officer has raised that any barrier will be highly visible due to their position, the height of the buildings and the public vantage points, stating that a handrail barrier would not be appropriate at No.8 or its neighbours. Plan reference 128-KEA-XX-XX-DR-A-12003-S2-P2 was also inconsistent with the addition of the "architectural chimney" added to the roof of No.8 via an updated plan. These concerns were passed onto the applicant, and they have provided updated information. The Officer has reviewed this and has confirmed that this resolves the previous issues with inconsistency and the visibility of the barriers shown on the previous drawing. The revised approach would limit the visibility of the system due to its circa 300mm protrusion from the roof, the visually light weight nature of stainless-steel cables and the set-back position. The revised approach is mentioned as indicative, so it is considered reasonable to recommend a condition which require adherence to the plan or to require updated details of the roof access and edge protection.

The proposed third-floor extension would extend beyond the height of the existing gable, introducing glazing, illumination and animation within the roofscape, something which the Council's Conservation and Urban Design Officer states such is currently an uncharacteristic feature. The third-floor extension and demolition at the rear of the building represents a significant loss of the fabric of the building, to the detriment of the building's aesthetic and evidential values, key elements of the significance of No.8. The proposed design for No.8 is considered to maintain a sense of verticality with strong floor-to-ceiling mullion features.

Historic England have stated that the additional storeys above and behind No.8 would lead to a considerable loss of the original historic fabric, including an entire roof. Historic England has confirmed that such would erode the architectural integrity and special interest of the building, whilst introducing alien materials and design, for example the extensive glazing and sedum roofing.

The Council of British Archaeology are concerned about the extent of the proposed demolition of the listed building, including the historic staircase, the entire roof structure, and the rear rooms and all the rear external wall above the ground floor; in total, around 50% of the existing building. The Council of British Archaeology consider that the height and verticality of the design of the proposed upward extension is unsympathetic to the architecture of No.8, as

they consider that the large areas of glazing and tall, narrow subdivisions of the proposed new top storey fails to respect this rhythm and has an unduly negative aesthetic impact on the listed building. The Council of British Archaeology have stated that the proposed upward extension would sit awkwardly behind the decorative tympanum which currently sits with intentional dominance in the streetscene. They outline that concerns are raised regarding visual and heritage impact of such as it would be clearly visible in views from the harbour and pier, which would harm the building's architectural and historical character and have suggested alternative design options that may lessen the harm to the listed building.

Historic Glazing

The proposed thermal upgrades to the windows on the principal elevation would result in the loss of historic glass, however it will provide an opportunity to reinstate the original detail in the joinery. The Council's Conservation and Urban Design Officer has outlined that the majority of historic glass already appears to be lost. The heritage advisors to the applicant have outlined that the visual change to the windows on the principal elevation will be very slight and barely noticeable from the street, whilst offering a thermal improvement and enabling the openings to be easily opened and closed by patrons of the hotel. The Council's Conservation and Urban Design Officer has confirmed that the restorative work to the front elevation is welcomed with the reinstatement of windows either in poor condition or where poor-quality replacements have been installed in the past. A planning condition is recommended to secure detailed drawings of the openings.

Removal of Historic Passage and Door

The proposal includes the removal of the historic passage and door from the left-hand side ground floor level of the principal elevation. The applicant's heritage advisors have stated that the existing passway would be amalgamated into the useable space of the commercial unit relating to No.7 The Strand as the width of the passageway is approximately 944.2mm which is too narrow for service access and is not wide enough to use as an emergency escape, therefore making it a redundant space within the wider regenerative project. The Council's Conservation and Urban Design Officer disagrees with the justification and does not believe that the harm to the listed building has been minimised, as it would result in the loss of the building's integrity in terms of circulation, historic access, door and ironmongery.

Loss of Rear Secondary and Service Accommodation

The proposed works would result in the complete loss of the rear elevation of the listed building, either through demolition or by the amalgamation into the larger building complex. The original rear elevation of the bank includes unusual detailing. The applicant's heritage advisors have justified the loss of such being due to the configuration of the rooms at the rear, the staircase and the difference in the floor levels given that the existing floorspace are half a storey lower at the rear when compared to the front of the building, which would result in an impossible challenge to deliver the required quantum of development whilst retaining the rear façade. The Council's Conservation and Urban Design Officer has stated that it is not evident that the historic parts of the building would remain to be interpreted internally, however the ability to perceive the historic elements of the wider building is important to mitigate the loss in evidential value. Historic Buildings & Places have stated that the redevelopment of the rear wing might be acceptable.

Amalgamation of Units

The Council's Conservation and Urban Design Officer has outlined that the integration of No.8 The Strand into the wider development proposal would result in loss of special interest after being homogenized into a larger building complex, with a significant loss of original features and historic elements both internally and externally which would have an impact on No.8 The Strand's significance.

Impact of Mechanical, Electrical and Ventilation Infrastructure

The servicing of the proposed spaces including the proposed Mechanical Electrical Plumbing (MEP) will impact the quality and character of the internal spaces, in addition to the physical impacts of its installation. The Council's Conservation and Urban Design Officer has noted that in the upper floors of the building, the construction of suspended ceilings will impact the character of the spaces and the extent to which the historic character is perceivable. Without an operator on board to establish their MEP requirements, there are likely to be further changes to the design should it be implemented in the future. The Council's Conservation and Urban Design Officer has outlined that this should not further undermine the architectural or historic qualities of the building. The applicant has provided drawings in relation to such, demonstrating that internally the strategy avoids the need for a new riser or ceiling-mounted ductwork in the former banking hall. The applicant's heritage advisors have stated that the upper floors have lost the majority of their historic character as the floorplan does not survive and only small sections of skirting remain, some of which is not original. The advisors have stated that given such, the proposed suspended ceilings can be accommodated with minimal harm to the listed building, with the depth of such being confirmed following a detailed assessment of the current floor build up, to understand what space is available.

New Openings

The Council's Conservation and Urban Design Officer has stated that any new openings would result in harm to a moderate degree. A lack of detail has been provided and shall be secured via a planning condition.

Loss of Internal Features

The impact of the proposed demolition internally would result in the entire loss of the building's vertical circulation and historic access and passage, original door and ironmongery. The Council's Conservation and Urban Design Officer has stated that such would result in a significant loss of integrity, evidential and architectural value of the listed building.

Heritage and Public benefits:

The proposal would deliver direct heritage benefits through:

- the repair and continued maintenance of the principal elevation;
- restoration of the banking hall's coffered ceiling and corniced arcades;
- repair and reinstatement of appropriate joinery and traditional internal detailing;
- removal of the unsympathetic 1980s lift tower;
- removal of redundant services and infrastructure;
- detailed recording of the building before alteration;
- investigation and suitable treatment of concealed historic features;
- securing a viable, active and sustainable long-term use for a listed building which has been vacant and underused.

The additional information submitted confirm that the schedule of works includes restoration of the coffered ceiling and corniced arcades, repair of window frames and surrounds, retention and repair of existing skirtings and architraves and recording of features affected by demolition.

The proposal involves the removal of the existing ATM from the principal elevation and replacing such with a pair of doors that are of a similar design to those used within the main entrance. The Council's Conservation and Urban Design Officer considers such works to be particularly beneficial and assist at removing a functional but unsympathetic alteration.

The Council's Conservation and Urban Design Officer has confirmed that the demolition of the lift tower to the rear of the building is of little historic significance and its removal is not considered to result in harm to the significance of the building. The Council of British Archaeology do not object to the demolition of the existing lift tower, but conclude that there would be clear harm to the listed building through the loss of the historic floor plan, fabric and architectural detailing. It is considered that the removal of the existing non-original extensions to No.8 would result in enhancements by better revealing the building's significance,

These heritage benefits are important but, considered alone, would not fully outweigh the high degree of harm identified. The application must therefore be considered in the context of the wider comprehensive regeneration scheme of which the works to No. 8 form an integral part.

The wider proposal would redevelop a prominent and substantially vacant town-centre site, introduce an active hotel and commercial use, improve the appearance and activity of The Strand frontage, enhance the rear of the site along The Terrace, provide a new pedestrian connection between The Strand and The Terrace and open up views towards The Terrace. Historic England has acknowledged that the redevelopment has the potential to generate considerable economic, townscape and public-realm benefits and that the hotel would reanimate and revitalise this part of the harbour.

The public benefits considered to be of significant weight are:

- bringing vacant and underused buildings and land back into productive use;
- securing the long-term active reuse, repair and maintenance of No. 8;
- removing unsympathetic later structures and areas of poor-quality townscape;
- the comprehensive regeneration of a strategically important and underused harbourside site;
- supporting the vitality, economic value and visitor economy of Torquay town centre;
- introducing active commercial frontages and increased activity throughout the day and evening;
- delivering improved public realm and pedestrian permeability;
- providing a new connection between The Strand and The Terrace;
- making an improvement to the appearance of the site when viewed from The Terrace;
- enabling a comprehensive scheme whose viability and deliverability depend upon the development being considered as an integrated whole.

Conclusion

Overall, the proposed alterations and extensions represent a considerable loss of historic fabric dating from the building's original construction in addition to cloaking the rear elevation and roofscape. The resulting harm would be caused to its architectural, historic, and evidential values and its significance. The Council's Conservation and Urban Design Officer has concluded that the proposed development would result in a high level of harm to No.8 The Strand which must be weighed against the public benefits of the scheme.

The Conservation and Urban Design Officer considers the cumulative effect to represent a very high degree of harm, bordering on substantial harm, particularly because of the roof alteration, loss of historic fabric and reduced legibility of the building's internal hierarchy. Officers have given this advice considerable weight. Having assessed the nature and extent of the affected fabric, the parts of the building that would be retained, the concentration of its highest significance within the principal frontage and former banking hall, and the ability to secure recording, repair, reinstatement and detailed conservation measures, the overall effect is judged to amount to a high degree of harm to the significance of the listed building, but not substantial harm or total loss of its significance. This distinction does not diminish the importance of the harm. In accordance with Policy HE6, it remains a matter of considerable importance and weight, and substantial weight is given to the conservation of No.8 in the decision-making balance.

Recognising the comments of the Council's Conservation and Urban Design Officer if permission is granted, planning conditions relating to the following should be employed:

- Assurance of build
- Building recording
- Schedule of works (including repairs)
- Architectural Method statement and Conservation Specification
- Protection of architectural features
- Concealed historic features
- Restorative works to front elevation
- MEP. RIBA Stage 4 details. (including suspended ceilings)
- New services including service penetrations
- Demolition Method Statement including structural support for No.8
- Hidden historic features
- Chimney details
- Materials
- Internal finishes
- Removal of redundant infrastructure/services
- New openings.
- Rainwater goods
- Physical connection with No.8
- Green roof details.
- Joinery details

It is considered that there is clear and convincing justification for the benefits associated with the proposed development and that when weighing the harm identified to the designated heritage asset (No.8 The Strand), the public benefits of the proposed development as a whole which are outlined within this report are considered to outweigh the harm identified. The

proposal is considered to accord with Policies HE4, HE6 and HE10 of the NPPF and broadly accords with Policy SS10 of the Local Plan and Policy TH10 of the Neighbourhood Plan. The report has identified harm to No.8 The Strand which would therefore conflict with Policy HE1 of the Local Plan.

Impact on Ecology

Chapter 19 of the NPPF provides the framework for influencing the design and location of new development to help drive nature's recovery and contribute to wider environmental outcomes. Policy N2 of the NPPF outlines that development proposals should contribute positively to the natural environment and support nature's recovery including minimising any adverse impacts on biodiversity and include features which support priority or threatened species such as swifts, bats and hedgehogs. Policy N2 of the NPPF confirms that development proposals should incorporate integrated nest boxes (commonly known as swift bricks) into their construction unless there are compelling technical reasons which prevent their use, or would make them ineffective.

Policy NC1 of the Local Plan states that all development should positively incorporate and promote biodiversity features, proportionate to their scale. Policy TE5 of the Neighbourhood Plan outlines that the development of new homes, or a new commercial property or business premises of any class, on an unallocated site that could have an impact on a protected species or habitat must provide, as appropriate, an assessment of impacts upon any existing protected species or habitats and as necessary provide mitigating arrangements in order to protect and enhance those species and habitats.

The application has been supported by the Council's Wildlife and Geology Trigger Table, an Ecological Appraisal, a Shadow Habitat Regulations Assessment, and a Biodiversity Net Gain Metric. The application site is urban, with very few opportunities for habitats and protected species.

The supporting ecological information confirms that bat roosts have been identified on-site and external lighting has potential to disturb them as they emerge / commute / forage within and around the site. The Ecologist has confirmed that the mitigation measures included within the Ecological Appraisal are considered adequate, a planning condition is recommended to secure such as well as external lighting.

Within the supporting ecological information, nocturnal surveys identified 3 common pipistrelle roosts. The proposal involves demolishing all roofs on site, therefore the proposal to remove these buildings will result in the damage/destruction of the identified roosts on site. The proposed mitigation for such includes an application for a European Protected Species Licence from Natural England.

As the proposal will trigger a Habitats Regulations offence (destruction/obstruction of roosts), the Local Planning Authority must consider whether the proposal meets the three derogation tests of the Conservation of Habitats and Species Regulations 2017 (as amended), and accordingly whether Natural England are likely to grant a European Protected Species Licence which would permit the proposal to lawfully proceed. The three derogation tests are outlined below:

- Imperative Reason Overriding Public Interest - The proposal would result in the provision of a 144-bedroom hotel and new commercial units, whereas the existing site contains several vacant units. The proposal would deliver a significant regenerative benefit for Torquay Harbourside, make effective use of previously developed land. It would also deliver tangible economic benefits to the local building trade in the construction of the development and subsequent patronage of local services by future visitors.
- No Satisfactory Alternative - The regeneration of town centre areas is very strongly supported in the Local Plan, and there is a strong support for Town Centre, Harbourside and Waterfront regeneration. The site is a prime harbourside location that has been identified for many years as a regeneration opportunity. The current proposal represents a more comprehensive regeneration of this part of the Strand than the approved planning application (ref: P/2022/0806) for the former Debenhams building. It is considered that there is no satisfactory alternative to deliver these regeneration aims elsewhere.
- Maintenance of Favourable Conservation Status - The ecology report sets out mitigation measures which Devon County Council's Ecologist has confirmed that they consider would satisfy this third test, subject to a planning condition imposed requiring adherence to the Ecological Appraisal would likely retain the favourable conservation status of the roost.

It is noted that works to all buildings have the potential to harm nesting birds if present at the time of works being undertaken. A planning condition is recommended in relation to vegetation clearance to ensure that any nesting birds are not disturbed.

Overall, the Ecologist has recommended several planning conditions found at the end of this report which relate to external lighting, accordance with the Ecological Appraisal, vegetation clearance and securing a CEMP.

The Local Plan Habitat Regulations Assessment (HRA) and Neighbourhood Plan HRA screen in a Likely Significant Effect on the Lyme Bay & Torbay Marine Special Area of Conservation (SAC) from the potential impact of the future growth areas on water quality. Policy W5 of the Local Plan outlines what is required to satisfy a conclusion of no adverse effect on the integrity of the Lyme Bay & Torbay Marine SAC. The Ecologist has reviewed the applicant's Shadow Habitat Regulations Assessment and has confirmed that subject to a planning condition to secure a CEMP, such would not have an adverse effect on the integrity of the SAC. It is therefore the Local Planning Authority's intention to adopt the shadow HRA to fulfil our duty as the competent authority. The mitigation measures of a Construction and Environmental Management Plan is recommended to be secured by planning condition. Natural England confirmed during the course of the application that the proposal is not likely to have a Likely Significant Effect on the Lyme Bay & Torbay Marine SAC. Natural England have been asked for clarification that their comments relate to the Council's intention to adopt the Shadow HRA and Members will be verbally updated on this at Planning Committee.

The Ecologist has reviewed the applicant's Shadow HRA: Test of Likely Significant Effects and Appropriate Assessment, which was submitted to address the potential effects of the development on Lyme Bay & Torbay Marine SAC due to changes to Water Quality. The Ecologist was satisfied with the submitted Shadow HRA: Test of Likely Significant Effects and Appropriate Assessment and subject to the imposition of a planning condition to secure a

Construction and Environmental Management Plan (CEMP), it is considered that the proposal would not have an adverse effect on the Lyme Bay & Torbay Marine SAC due to changes to Water Quality. Natural England have been consulted on the ecological information provided including applicant's Shadow HRA: Test of Likely Significant Effects and Appropriate Assessment, their response states that they have considered the potential impacts and has no further comments to make beyond those provided in their general advice.

Devon County Council's Principal Ecologist has been consulted on the application and raises no objections subject to the recommended planning conditions found at the end of this report.

Biodiversity Net Gain

In England Biodiversity Net Gain (BNG) has been mandatory from 12 February 2024 under the Town and Country Planning Act 1990 (as inserted by the Environment Act 2021). This means that, subject to certain exemptions, development must deliver a 10% gain in biodiversity.

The applicant has submitted all the relevant BNG information to accompany the application. The Council's Ecologist is satisfied that the mandatory BNG Metric has been appropriately completed and BNG can be achieved on-site. The BNG assessment outlines that the baseline on-site habitat units is 0.23 units and the post-development on-site habitat units increases to 0.39 units, demonstrating that the minimum 10% gain can be achieved on-site. The Ecologist has confirmed that the final BNG position will be confirmed through the submission of a pre-commencement Biodiversity Gain Plan, such is recommended as an informative at the end of this report.

Subject to the aforementioned planning conditions, the proposed development is considered to accord with Policies NC1 and W5 of the Local Plan, Policy TE5 of the Neighbourhood Plan and Policy N2 of the NPPF.

Statement on Human Rights and Equalities Issues

Human Rights Act - The development has been assessed against the provisions of the Act, and in particular Article 1 of the First Protocol and Article 8 of the Act. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

Equalities Act - In arriving at this recommendation, due regard has been given to the provisions of the Equalities Act 2010, particularly the Public Sector Equality Duty and Section 149. The Equality Act 2010 requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities. Protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race/ethnicity, religion or belief (or lack of), sex and sexual orientation.

Local Finance Considerations

S106:

Not applicable.

CIL:

The CIL liability for this development is Nil.

EIA/HRA**EIA:**

Due to the scale, nature and location this development will not have significant effects on the environment and therefore is not considered to be EIA development. The development does not meet the thresholds for screening and is not in a sensitive area.

HRA:

The Local Plan Habitat Regulations Assessment (HRA) and Neighbourhood Plan HRA screen in a Likely Significant Effect on the Lyme Bay & Torbay Marine Special Area of Conservation (SAC) from the potential impact of the future growth areas on water quality. Policy W5 of the Local Plan outlines what is required to satisfy a conclusion of no adverse effect on the integrity of the Lyme Bay & Torbay Marine SAC. The Council's Ecologist has confirmed that subject to a planning condition to secure a CEMP, such would not have an adverse effect on the integrity of the SAC. Natural England confirmed during the course of the application that the proposal is not likely to have a Likely Significant Effect on the Lyme Bay & Torbay Marine SAC. Natural England have been asked for clarification that their comments relate to the Council's intention to adopt the Shadow HRA and Members will be verbally updated on this at Planning Committee.

Conclusion

The Council has approached the heritage balance on the basis that the statutory duties under the Planning (Listed Buildings and Conservation Areas) Act 1990 must be discharged first, and that substantial weight must be given to the conservation of No.8 The Strand. The identified harm has not been treated as a general design objection or balanced away merely because the wider regeneration scheme is broadly supported.

The proposal would cause a high degree of harm to the significance of the Grade II listed building. That harm arises principally from the loss of roof fabric, the roof-level addition, the removal of secondary spaces and circulation features and the incorporation of the building into the wider hotel. The harm is a matter of considerable importance and weight. The direct heritage benefits, while meaningful, would not alone outweigh it.

The works to No.8 The Strand would enable the building to be integrated into the wider comprehensive redevelopment and would establish an active long-term use. The applicant considers the proposed interventions necessary to deliver the scheme as designed. Officers acknowledge, however, that consultees have identified less harmful alternatives and that detailed viability evidence has not been provided to demonstrate that the proposed quantum of development at No.8 is indispensable. In carrying out the heritage balance, weight is therefore given to the long-term reuse of the building and the secured repair and restoration

of its principal façade and banking hall, while recognising that recording and mitigation cannot substitute for avoiding harm to historic fabric.

Policy HE6 of the NPPF states that where a development proposal would result in any harm to a designated heritage asset, it should be a matter of considerable importance and weight. The effect on the asset and its significance must be weighed against any public benefits resulting from the proposal. In relation to the harm identified to No.8 The Strand, paragraph 4 of Policy DE6 is relevant:

“Where a development proposal would harm the significance of a designated heritage asset the effect on the asset and its significance should be weighed against any public benefits resulting from the proposal. Important public benefits can include securing the long-term reuse of a vacant or underused listed building, and enabling energy efficiency and low carbon heating measures to be employed.”.

When the direct heritage benefits are considered together with the economic, social, townscape and public-realm benefits of the comprehensive regeneration scheme that are demonstrably linked to and secured with the works to No.8, Officers conclude that those public benefits outweigh the identified harm. This conclusion gives substantial weight to the conservation of the listed building and considerable importance and weight to the high degree of harm. Subject to the delivery safeguards identified below, the balance under NPPF Policy HE6 falls in support of the proposal.

This conclusion is dependent upon the wider regeneration scheme being delivered. It would not be acceptable for those works considered to be harmful to No.8 The Strand to take place independently, leaving the building partly demolished or the anticipated public benefits unrealised. The listed building consent should therefore be subject to a number of recommended conditions controlling phasing, assurance of build, commencement of demolition, temporary protection and structural support. No harmful demolition or removal of significant fabric should commence until the Council is satisfied that the relevant phase of the replacement development is committed, capable of proceeding and appropriately coordinated with the works to No.8 The Strand.

Subject to those safeguards and the detailed conservation planning conditions, the proposal accords with the heritage balance required by Policies HE4, HE6 and HE10 of the NPPF, the relevant Development Plan policies and the statutory duties contained within the Planning (Listed Buildings and Conservation Areas) Act 1990. It is therefore recommended that Listed Building Consent is granted.

Officer Recommendation

Approval: subject to;

1. The conditions outlined below, with their final drafting delegated to the Divisional Director of Place Strategy.
2. The resolution of any new material considerations that may come to light following Planning Committee to be delegated to the Divisional Director of Place Strategy, including the addition of any necessary further planning conditions or obligations.

Planning Conditions

1. Schedule of works

Prior to any works being undertaken, a detailed schedule of works (including repair works) and a timetable for removal and works of reinstatement, including investigative works, methods and materials to repair and re-instate internal features where relevant, shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the work shall be carried out only in accordance with the approved details.

Reason: To safeguard features of special architectural and historical interest and preserve the character and appearance of the building in accordance with Policy HE1 of the Adopted Torbay Local Plan 2012-2030 and Policy TH10 of the Adopted Torquay Neighbourhood Plan 2012-2030.

This is a pre-commencement condition because the works comprising the development have the potential to harm retained architectural features and therefore these details need to be agreed before work commences.

2. Written scheme of investigation

No development shall take place until the developer has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation (WSI) which has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out at all times in accordance with the approved scheme as agreed in writing by the Local Planning Authority.

Reason: To ensure, in accordance with Policies HE1 and SS10 of the Adopted Torbay Local Plan 2012-2030, Policy TH10 of the Adopted Torquay Neighbourhood Plan 2012-2030 and Policy HE10 of the National Planning Policy Framework.

This pre-commencement condition is required to ensure that the archaeological works are agreed and implemented prior to any disturbance of archaeological deposits by the commencement of preparatory and/or construction works.

3. Schedule of works – No.8

Prior to the commencement of the development hereby approved, a detailed schedule of works (including repair works) shall be submitted to and approved in writing by the Local Planning Authority. This shall include:

- Schedule of works, including repair and reinstatement, including a timetable for the works to be carried out
- Detailed drawings at scale
- Samples of external facing materials and internal surface finishes
- A detailed method statement
- A detailed specification of materials to be used

In this regard the relevant works are:

- Any works of demolition at No.8 The Strand

- Blocking/reinstatement of openings /doorways
- New or altered internal partitions
- Installation of doors or windows
- Stair removal (principal and secondary)

The work shall be carried out only in accordance with the approved details.

Reason: To safeguard features of special architectural and historical interest and preserve the character and appearance of the building in accordance with Policy HE1 of the Adopted Torbay Local Plan 2012-2030 and Policy TH10 of the Adopted Torquay Neighbourhood Plan 2012-2030 and Policies HE4, HE6, HE7, HE9 and HE10 of the National Planning Policy Framework.

This is a pre-commencement condition because the works comprising the development have the potential to harm retained architectural features and therefore these details need to be agreed before work commences.

4. Protection of architectural features

Prior to the commencement of the development hereby approved, details identifying the architectural features which are to be retained and the method by which these features will be safeguarded during the carrying out of the approved development shall be submitted to and approved in writing by the Local Planning Authority. The approved protective measures shall be implemented and kept in place in accordance with the details so approved for the duration of the development works.

Reason: To safeguard features of special architectural and historical interest and preserve the character and appearance of the building in accordance with Policy HE1 of the of the Adopted Torbay Local Plan 2012-2030 and Policy TH10 of the Adopted Torquay Neighbourhood Plan 2012-2030 and Policies HE4, HE6, HE7, HE9 and HE10 of the National Planning Policy Framework.

This is a pre-commencement condition because the works comprising the development have the potential to harm retained architectural features and therefore these details need to be agreed before work commences.

5. Demolition method statement

Prior to the commencement (including demolition) of works hereby approved, details of the method of demolition shall be submitted to and approved in writing by the Local Planning Authority. This shall show the areas to be demolished and shall set out the method of ensuring the safety and stability of the building fabric identified to be retained throughout the phases of demolition and reconstruction. Such details to include structural engineering drawings and/or a method statement. The work shall be carried out fully in accordance with the method statement approved.

Reason: To safeguard features of special architectural and historical interest and preserve the character and appearance of the building in accordance with Policy HE1 of the of the Adopted Torbay Local Plan 2012-2030, Policy TH10 of the Adopted Torquay

Neighbourhood Plan 2012-2030 and Policies HE4, HE6, HE7, HE9 and HE10 of the National Planning Policy Framework.

This is a pre-commencement condition because the works comprising the development have the potential to harm retained historic fabric and therefore these details need to be agreed before work commences.

6. Assurance of build

No demolition shall take place until arrangements, including a contract for carrying out of works, have been put in place to secure the redevelopment of the site and details of these arrangements have been submitted to and approved in writing by the Local Planning Authority. The arrangements shall include details of the timescale for carrying out the works approved under planning permission reference P/2026/0238 and the development approved under this permission.

Reason: To ensure that the character and appearance of the area is not prejudiced and to safeguard features of special architectural and historical interest and preserve the character and appearance of the building in accordance with Policies HE1, SS10 and DE1 of the Adopted Torbay Local Plan 2012-2030 and Policy TH10 of the Adopted Torquay Neighbourhood Plan 2012-2030 and Policies HE4, HE6, HE7, HE9 and HE10 of the National Planning Policy Framework.

This condition needs to be a pre-commencement condition to protect visual amenity and heritage assets.

7. Construction Environmental Management Plan (CEMP)

No development (including ground works) or vegetation clearance works shall take place until a Construction Environmental Management Plan (CEMP) has been submitted to and approved in writing by the Local Planning Authority. The Statement shall describe the actions that will be taken to protect the amenity of the locality, especially for people living and/or working nearby. It shall include as a minimum provisions for:

- A noise and vibration management plan, including details of quantitative monitoring of noise and/or vibration to be conducted.
- All plant and equipment based at the site to use white noise reversing alarms or a banksman unless agreed otherwise in writing in the CEMP.
- No driven piling without prior written consent from the Local Planning Authority.
- A detailed proactive and reactive dust management plan, including details of quantitative monitoring of dust emissions.
- No emissions of dust beyond the site boundary so as to cause harm to amenity of the locality.
- No burning on site during construction or site preparation works.
- All non-road mobile machinery (NRMM) based at the site shall be of at least stage IIIB emission standard (or higher if stage IIB has not been defined for the type of machinery) unless agreed otherwise in writing in the CEMP.
- The site access point(s) of all vehicles to the site during the construction phase.
- The areas for loading and unloading plant and materials.

- The location of the site compound and details of how power will be provided to the compound (use of a generator overnight will not normally be considered acceptable).
- The location of storage areas for plant and materials. This should include the location of stockpiles of topsoil and sub soil.
- The erection and maintenance of securing hoarding, if appropriate. (Hoarding is to be kept free of fly posting and graffiti).
- Arrangements for communication and liaison with local residents, including regular letter drops and a dedicated contact number for complaints.

The approved Statement shall be strictly adhered to throughout the construction period of the development.

Reason: In the interests of the ecology in accordance with Policies NC1 and W5 of the Adopted Torbay Local Plan 2012-2030 and Policy N6 of the National Planning Policy Framework.

This condition needs to be a pre-commencement condition to ensure the impacts of the development are mitigated from the beginning of the development.

8. Mechanical, electrical and plumbing services RIBA Stage 4 details

Prior to the first use of the development hereby approved, Stage 4b details of mechanical, electrical and plumbing services shall be submitted to and approved in writing by the Local Planning Authority. The submitted details shall include, but not be limited to a full scheme of Builders Work In Connection (BWIC). Development shall then proceed in accordance with the approved details.

Reason: To ensure an acceptable form of development in accordance with Policies SS10 and HE1 of the Adopted Torbay Local Plan 2012-2030 and Policies HE4, HE6, HE7, HE9 and HE10 of the National Planning Policy Framework.

9. External materials

Prior to their installation, technical details and/or samples of the proposed exterior materials including wall finishes, roofing materials, eaves and fascias shall be submitted to and approved in writing by the Local Planning Authority.

The development shall thereafter be constructed in accordance with the approved details and shall be retained as such for the life of the development.

Reason: In the interest of visual amenity and in accordance with Policies DE1 and SS10 of the Adopted Torbay Local Plan 2012-2030, Policy TH8 of the Adopted Torquay Neighbourhood Plan 2012-2030 and Policies HE4, HE6, HE7, HE9 and HE10 of the National Planning Policy Framework.

10. Window and doors

Notwithstanding the approved plans and details, prior to the installation of new windows and doors, the following shall be submitted to and approved in writing by the Local Planning Authority:

- Broken sections at a scale of 1:1 and elevations at a scale of 1:10, of all new windows and doors
- Reveal sections, drawn to a scale of 1:1-1:10
- Sill sections, drawn to a scale of 1:1-1:10
- Frame and door materials

The development shall then proceed in full accordance with the approved details and shall be retained as such thereafter.

Reason: In the interest of visual amenity and in accordance with Policy DE1, HE1 and SS10 of the Adopted Torbay Local Plan 2012-2030, Policies TH8 of the Adopted Torquay Neighbourhood Plan 2012-2030 and Policies HE4, HE6, HE7, HE9 and HE10 of the National Planning Policy Framework.

11. Roof access and edge protection measures

The development hereby approved shall proceed strictly in accordance with the roof access and edge protection measures detailed on approved plan '5128-KEA-XX-XX-DR-A-12003-S2-P2'. Any alteration to the detailed roof access and edge protection measures shall first be submitted to and approved in writing by the Local Planning Authority. Development shall then proceed in accordance with these approved details.

Reason: In the interest of visual amenity and in accordance with Policy DE1, HE1 and SS10 of the Adopted Torbay Local Plan 2012-2030, Policies TH8 of the Adopted Torquay Neighbourhood Plan 2012-2030 and Policies HE4, HE6, HE7, HE9 and HE10 of the National Planning Policy Framework.

12. Rainwater goods

Prior to the installation of any rainwater goods (gutters, downpipes, hopperheads and soil pipes), details in respect of the following shall be submitted to and approved in writing by the Local Planning Authority:

- Material
- Sectional profile
- Method of fixing

The development shall then proceed in full accordance with the approved details and shall be retained as such thereafter.

Reason: In the interest of visual amenity and in accordance with Policies DE1, HE1 and SS10 of the Adopted Torbay Local Plan 2012-2030, Policy TH8 of the Adopted Torquay Neighbourhood Plan 2012-2030 and Policies HE4, HE6, HE7, HE9 and HE10 of the National Planning Policy Framework.

13. Internal finishes

Prior to their installation the following details, to a scale between 1:1 and 1:5 where appropriate, shall be submitted to and approved in writing by the Local Planning Authority:

- a. Facing materials to south corner – junction with 9 The Strand.
- b. All external decoration

- c. Oculus window
- d. Green roof
- e. Internal decoration
- f. Architectural chimney
- g. New internal openings
- h. Blocked openings
- i. Plasterwork
- j. New floors

The development shall proceed fully in accordance with the approved details.

Reason: To secure appropriate form of development in accordance with Policies HE1, SS10 and DE1 of the Adopted Torbay Local Plan 2012-2030 and Policy TH10 of the Adopted Torquay Neighbourhood Plan 2012-2030 and Policies HE4, HE6, HE7, HE9 and HE10 of the National Planning Policy Framework.

14. Physical connection with No.8

Prior to the first occupation of the development hereby approved, Stage 4b details of structural information shall be submitted to and approved in writing by the Local Planning Authority. The submitted details shall include, but not be limited to, the technical details evidencing the interaction with the extensions and the historic fabric. Development shall then proceed in accordance with the approved details.

Reason: To ensure an acceptable form of development in accordance with Policies HE1, SS10 and DE1 of the Adopted Torbay Local Plan 2012-2030 and Policy TH10 of the Adopted Torquay Neighbourhood Plan 2012-2030 and Policies HE4, HE6, HE7, HE9 and HE10 of the National Planning Policy Framework.

15. Hidden historic features

During the carrying out of the development, if hidden historic features are discovered they shall be retained in-situ and all works shall be halted in the relevant area of the building affected by the discovery and the Local Planning Authority shall be notified immediately. No further works affecting the discovery shall be carried out until a scheme for investigating, assessing, recording or preserving has been submitted to and approved in writing by the Local Planning Authority.

Reason: To safeguard features of special architectural and historical interest and preserve the character and appearance of the building in accordance with Policies HE1, SS10 and DE1 of the Adopted Torbay Local Plan 2012-2030 and Policy TH10 of the Adopted Torquay Neighbourhood Plan 2012-2030 and Policies HE4, HE6, HE7, HE9 and HE10 of the National Planning Policy Framework and to also prevent unauthorised works being carried out and an offence being committed.

16. Matching details

All new external and internal works and finishes and works of making good to the retained fabric, shall match the existing original work adjacent in respect of methods, detailed execution and finished appearance unless the alternative details are first submitted to and

approved in writing by the Local Planning Authority. Any alternative method which is agreed shall be strictly adhered to.

Reason: To safeguard features of special architectural and historical interest and preserve the character and appearance of the building in accordance with Policies HE1, SS10 and DE1 of the Adopted Torbay Local Plan 2012-2030 and Policy TH10 of the Adopted Torquay Neighbourhood Plan 2012-2030 and Policies HE4, HE6, HE7, HE9 and HE10 of the National Planning Policy Framework.

17. Removal of redundant infrastructure/services

Prior to the first use of the development hereby approved, all redundant infrastructure associated with the former use of the building shall have been removed from the exterior of the building. For the avoidance of doubt this includes communications and information technology servicing, alarms, lighting, security cameras, soil pipes, flues, ducting, vents and air handling/conditioning units.

Reason: To safeguard features of special architectural and historical interest and preserve the character and appearance of the building in accordance with Policies HE1, SS10 and DE1 of the Adopted Torbay Local Plan 2012-2030 and Policy TH10 of the Adopted Torquay Neighbourhood Plan 2012-2030 and Policies HE4, HE6, HE7, HE9 and HE10 of the National Planning Policy Framework.

18. Joinery details

No piece of external joinery shall be installed or undertaken unless full details of that piece have been first submitted to and approved in writing by the Local Planning Authority. Such details shall be at full or half scale and shall include cross-sections, profiles, reveal, surrounds, materials, finish and colour. The works shall be carried out in accordance with the approved details and shall be retained thereafter.

Reason: To safeguard features of special architectural and historical interest and preserve the character and appearance of the building in accordance with Policies HE1, SS10 and DE1 of the Adopted Torbay Local Plan 2012-2030 and Policy TH10 of the Adopted Torquay Neighbourhood Plan 2012-2030 and Policies HE4, HE6, HE7, HE9 and HE10 of the National Planning Policy Framework.

19. External lighting

Prior to the first occupation of the development hereby approved, a scheme of external lighting shall be submitted to and approved in writing by the Local Planning Authority. Such details shall include the location, number, luminance, angle of illumination and type of each luminaire or light source and a lux diagram showing the light spill from the scheme. The submitted scheme shall include a lighting assessment with measures to prevent light-spill into the surrounding area and on the nearest receptors. The external lighting shall thereafter be installed, operated and maintained operated in accordance with the approved details for the lifetime of the development and no further external lighting shall be installed.

Reason: In the interests of ecology in accordance with Policy NC1 of the Adopted Torbay Local Plan 2012-2030 and Policy N2 of the National Planning Policy Framework.

20. Vegetation clearance

No vegetation clearance or demolition works shall take place during the bird nesting season (01 March to 31 August, inclusive) unless the developer has been advised by a suitably qualified ecologist that the works will not disturb nesting birds and a record of this kept.

Reason: To ensure due protection is afforded wildlife, in accordance with Policy NC1 of the Adopted Torbay Local Plan 2012-2030 and Policy N2 the National Planning Policy Framework.

21. Ecology and enhancements

The recommendations and mitigation given in the Ecological Appraisal dated November 2025 'P-2026-0239-3' shall be followed, including precautions to prevent threat of harm during construction works, timings of works, and the installation of bat tubes and swift bricks. The bat tubes and swift bricks shall be installed in accordance with approved plans '5128-KEA-XX-XX-DR-A-32100-S2 P9 (12-14 Sheet 1)', '5128-KEA-XX-XX-DR-A-32101-S2 P8 (12-14 Sheet 2)' and 'P-2026-0239-27 (Bat Tube Locations)' prior to the first use of the building in which they installed on and shall be retained thereafter.

Reason: In the interests of protected species and in accordance with Policy NC1 of the Adopted Torbay Local Plan 2012-2030 and Policy N2 of the National Planning Policy Framework.

Informative(s)

Positive and Proactive

In accordance with the requirements of Article 35(2) of the Town and Country Planning (Development Management Procedure) (England) Order, 2015, in determining this application, Torbay Council has worked positively with the applicant to ensure that all relevant planning concerns have been appropriately resolved. The Council has concluded that this application is acceptable for planning approval.

Biodiversity Net Gain

The effect of paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990 is that planning permission granted for the development of land in England is deemed to have been granted subject to the condition "(the biodiversity gain condition)" that development may not begin unless:

- a. a Biodiversity Gain Plan has been submitted to the planning authority, and
- b. the planning authority has approved the plan.

There are statutory exemptions and transitional arrangements which mean that the biodiversity gain condition does not always apply. These are set out in the Biodiversity Gain Requirements (Exemptions) Regulations 2024 and The Environment Act 2021 (Commencement No. 8 and Transitional Provisions) Regulations 2024.

Based on the information provided to determine the application this permission is considered to be one which will require the approval of a biodiversity gain plan before development can begin because none of the statutory exemptions or transitional arrangements are considered to apply.

Relevant Policies

Development Plan Relevant Policies

DE1 - Design
HE1 - Listed buildings
NC1 - Biodiversity and geodiversity
SS10 - Conservation and the historic environment
TE5 - Protected species habitats and biodiversity
TH8 - Established architecture
TH10 - Protection of the historic built environment
W5 - Waste water disposal

National Planning Policy Framework Relevant National Decision-Making Policies

DP3 - Key principles for well-designed places
DP4 - The design process
HE4 - Securing the conservation of heritage assets
HE6 - Proposals affecting designated heritage assets
HE10 - Loss or removal of heritage assets
N2 - Improving the natural environment