



ET Planning

Planning & Heritage Statement

Client:

Johanna Merrett

1 Cambridge Street, Millom, LA18 5BD

Change of use of the property from a B&B to a single dwelling (Use Class C3), and addition of single storey rear extension to provide an accessible wet room

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Contents

1. Introduction	2
2. Site Location and Description	3
3. Background & Planning History	4
4. Development Proposals	5
5. Policy Assessment	7
6. Heritage Statement	12
7. Conclusion	17

Appendices

APPENDIX 1 – PRE-APP / CORRESPONDENCE

1. Introduction

- 1.1 This Statement is produced to support a Full Planning Application for the "***change of use of the property from a B&B to a single dwelling (Use Class C3), and addition of single storey rear extension to provide an accessible wet room***" at 1 Cambridge Street, Millom, LA18 5BD.
- 1.2 This Planning, Design & Access Statement and Heritage Statement will cover the background to the Application and provide the necessary information to enable its determination by Officers at the Council. It will consider the proposal in light of relevant planning policies and other material considerations. The conclusion reached is that key material considerations and the wider objectives of national and local planning policy support the grant of permission.
- 1.3 In addition to this Statement, the Application is accompanied by the appropriate forms and ownership certificate, duly signed and completed, and the following documents:
- 1:1250 Site Location Plan & 1:500 Block Plan; 22/03401/01
 - Existing Floor Plans; 22/03401/02
 - Existing Elevations; 22/03401/03
 - Existing Rear Section; 22/03401/04
 - Existing Side Section; 22/03401/05
 - Proposed Ground Floor; 22/03401/06
 - Proposed Roof Plans; 22/03401/07
 - Proposed Elevations; 22/03401/08
 - Proposed Section; 22/03401/09
 - Proposed Block Plan; 22/03401/10

2. Site Location and Description

2.1 The Application Site is a former B&B, known as the Cambridge House Hotel, situated on the corner of Cambridge Street and Duke Street; within the heart of Millom.



2.2 The property comprises a three-storey, L-shaped late-Victorian building; with traditional brick frontage facing Cambridge Street, and rough grey render on the Duke Street elevation. It is apparent that a two-storey extension has been added more recently to the side of the Duke Street frontage, as well as single-storey rear additions and alterations. The building forms the end of a terrace along Cambridge Street, with the adjoining buildings being two-storey dwellings. On the opposite side of Cambridge Street are similar dwellings. Neighbouring properties to the west, along Duke Street, comprise two-and-a-half-storey dwellings. An MOT centre is on the opposite side of Duke Street.

2.3 The Site is not listed, but is within the Millom Conservation Area. There are no other constraints i.e. with regards to flood risk, protected trees or ecological designations.

3. Background & Planning History

3.1 The following recorded planning history for the Site is apparent:

- **4/22/2144/0F1**: Installation of a 15 panel solar PV system split over rear/west and side/south roof pitches – APPROVED (May 2022).
- **4/88/0053/4**: Bedroom/living room extension – APPROVED (March 1988).

3.2 The Site has been used in recent years as a B&B, but was a dwelling prior to this; understood to be about 18 years ago. The property was purchased by the Applicant last year, who wish to live in the building as a residential dwelling. However, due to disability of the Applicant and her mother, it is also necessary to install an accessible comprehensive wet room on the ground floor. Therefore, a modest ground floor, single-storey extension is proposed to accommodate this.

3.3 The Council's Housing Renewal Team (Les Finley) has agreed commissioned and funded the proposed wet room extension submission. However, it was not possible to get this approved without formal consent to change the use of the building from a B&B to a residential dwelling. The proposed enhancements and design has been approved by the Applicant and their Occupational Therapist, as well as Copeland Borough Council Housing Team.

3.4 Some brief Pre-App advice has also been sought, and provided by Chloe Unsworth, which is provided within **Appendix 1**. They agreed that a single application could be submitted for both the change of use and the wet room extension. Hence, this Application is submitted as a result.

4. Development Proposals

- 4.1 The National Design Guide (2019) identifies that “well-designed homes and buildings are functional, accessible and sustainable. They provide internal environments and associated external spaces that support the health and well-being of their users and all who experience them. They meet the needs of a diverse range of users, taking into account factors such as the ageing population and cultural differences. They are adequate in size, fit for purpose and are adaptable to the changing needs of their occupants over time” (para 120-121).
- 4.2 Regarding the requirements of NPPG Paragraph: 029 Reference ID: 14-029-20140306 in respect of Design and Access Statements, the proposal is described as follows:
- 4.3 **Use & Amount:** The proposed use is for the change of use of the B&B to a single residential dwelling. Additionally, a single-storey rear extension is proposed to accommodate an accessible wet room for the Applicant.
- 4.4 An external ramp is also proposed to be installed within the rear garden, to allow wheelchair access. Other minor alterations include new side/rear doors, step, windows and vent; which are not considered to require consent.
- 4.5 **Layout, Scale & Appearance:** The extension/external alterations proposed involve a single-storey flat roof extension to the rear, within the current concrete courtyard. The proposed extension would measure 3.5m long x 3m wide 3m high. The proposed materials and appearance comprise render to match existing.

- 4.6 **Landscaping:** There are no changes proposed to landscaping, with the current property comprising a large building and small area of rear hardstanding garden.
- 4.7 **Access & Parking:** There are no changes proposed with regards to access or parking. There is an access road to rear, with pedestrian entrance to garden; and unrestricted parking to the front of the property where the main entrance is.

5. Policy Assessment

- 5.1 **National Guidance:** The National Planning Policy Framework (NPPF) is a relevant material consideration to the application.
- 5.2 The purpose of the planning system is to contribute to the achievement of sustainable development. So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development. **Paragraph 8** identifies the three objectives of sustainable development, as economic, environmental and social.
- 5.3 **Paragraph 38** states that "*Local planning authorities should approach decision on proposed development in a positive and creative way*" and "*at every level should seek to approve applications for sustainable development where possible*".
- 5.4 **Paragraph 60** confirms the Government's objective to significantly boost the supply of housing.
- 5.5 **Paragraph 92** outlines that decisions "*should aim to achieve healthy, inclusive and safe places...which are safe and accessible...and enable and support healthy lifestyles, especially where this would address identified local health and well-being needs*".
- 5.6 **Paragraph 119** comments that planning should "*make effective use of land*" in "*meeting the need for homes and other uses, whilst safeguarding and improving the environment and ensuring safe and healthy living conditions*".
- 5.7 **Paragraph 126** identifies that "*Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities*".

- 5.8 **Paragraph 130** states that decisions should “*ensure developments create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users*”.
- 5.9 **Local Policy:** The following policies from the Copeland Local Plan 2013-2028 are considered to be most relevant:
- Policy ST1 – Strategic Development Principles
 - Policy ST2 – Spatial Development Strategy
 - Policy SS2 – Sustainable Housing Growth
 - Policy DM9 – Visitor Accommodation
 - DM13 – Conversions of Buildings to Residential Use within Settlements
 - DM18 – Domestic Extensions and Alterations
 - Policy DM22 – Accessible Developments
- 5.10 **Principle of Development:** Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications be determined in accordance with the Development Plan, unless material considerations indicate otherwise.
- 5.11 The Application Site is located within the defined settlement boundary, whereby the principle of residential use and development is accepted; as outlined in Local Plan Policy DM13. Further, the property used to be a dwelling and is within a residential area surrounded and adjoined by other residential properties. Thus, the reversion back to residential use is deemed to be wholly appropriate

- 5.12 Policy SS2 supports sustainable housing growth, and clarifies that the Council seek to provide 50% of all new housing on previously developed land; which the proposal would accord with.
- 5.13 With regards to the loss of a B&B use, there are no policies that seek to protect such uses, nor is the Site within an identified tourist location or protected area. Policy DM9 relates to visitor accommodation and does not seek to protect existing stock.
- 5.14 The proposal is therefore considered to be acceptable in principle; both with regards to the loss of a B&B use and the location and suitability for the proposed residential use.
- 5.15 **Scale, Form, Design & Character:** Local Plan Policy DM18 permits extensions whereby “a) The scale, design and choice of materials involved respect the character of the parent property with the use of pitched roofs where practicable; and d) They would not result in a loss of 50% or more of the undeveloped curtilage of the parent property”
- 5.16 The scale of the proposed extension is minimal, measuring only 3.5m x 3m and infilling a gap. The height has been kept to a minimum (3m) and utilises a flat roof to aid with this and to be in-keeping with the existing single storey element and other designs in the area. The rear garden is limited in size, owing to the large building within a prominent corner plot within a central area of Millom. Through historic additions, it appears as though more than 50% of the original curtilage has already been developed; as is the case with all properties within this terrace and wider area. Therefore, the slight erosion of a further small area is not considered to be detrimental to the plot or character of the area. Materials are proposed to match existing.

- 5.17 As set out within the Heritage Statement in the following section, the proposed minor extension to the rear is not considered to detrimentally impact the Millom Conservation Area by virtue of its scale, lack of visibility, existing extensions, and appropriate design.
- 5.18 The proposal is therefore considered to be of an acceptable scale, form and design, and would preserve the character of the host building, character of the area, street scene, and special character and setting of the Millom Conservation Area; thus complying with Local Plan policy.
- 5.19 **Residential Amenity:** The proposed change of use would result in a lesser amenity impact to neighbours and the surrounding area, by returning the property to a single family dwelling rather than being used by a greater number of people daily. In terms of the proposed rear extension, this is minor and would infill a gap at the rear where there is already built form. Further, the scale and separation from other residential properties would ensure there would be no material impact on neighbouring amenity.
- 5.20 The proposal would also significantly enhance the amenity for current and future occupiers of the property; particularly those with accessibility and disability issues. Thus, there would be a significant enhancement in the amenity of occupiers.
- 5.21 **Transport & Parking:** There is no dedicated or on-site parking for the property. Instead, there is unrestricted parking to the front of the property, along Cambridge Street. The proposal would not affect or change the parking situation. However, the change of use from a more intensive residential and accommodation B&B to a less intensive single dwelling would reduce the demand for parking, in addition to reducing the number of transport movements to/from the

Site and within the local highways network. Therefore, the proposal would better the parking and transport impacts for the local area.

5.22 **Flood Risk & Drainage:** The Site is not within an area at risk from flooding or known drainage problems, and the proposed minor extension would be built over existing hardstanding; and this would not increase built form.

5.23 **Other Material Considerations:** There are not considered to be any other material considerations, and the proposal would not have any notable implications with regards to ecology, trees, landscape etc.

6. Heritage Statement

- 6.1 The Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 outlines the statutory requirements relating to listed buildings and conservation areas, and the duty to preserve or enhance these respective designated heritage assets.
- 6.2 Section 66 of The Act states that *"In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall 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."*
- 6.3 Section 72 of The Act states: *"special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."*
- 6.4 Section 16 of the NPPF relates to conserving and enhancing the historic environment. Paragraph 194 of the NPPF requires applicants to describe the significance of heritage assets being affected by development or works:

"In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation."

6.5 In terms of Local Policy, the following documents and policies are relevant for the assessment of this application relating to heritage:

- Local Plan Policy ENV4 – Heritage Assets
- Local Plan Policy DN27 – Built Heritage and Archaeology
- Millom Conservation Area Appraisal 2021

Policy ENV4 – Heritage Assets

The Council's policy is to maximise the value of the Borough's heritage assets by:

- A** Protecting listed buildings, conservation areas and other townscape and rural features considered to be of historic, archaeological or cultural value
- B** Supporting proposals for heritage led regeneration, ensuring that any listed buildings or other heritage assets are put to an appropriate, viable and sustainable use
- C** Strengthening the distinctive character of the Borough's settlements, through the application of high quality urban design and architecture that respects this character and enhances the settings of listed buildings

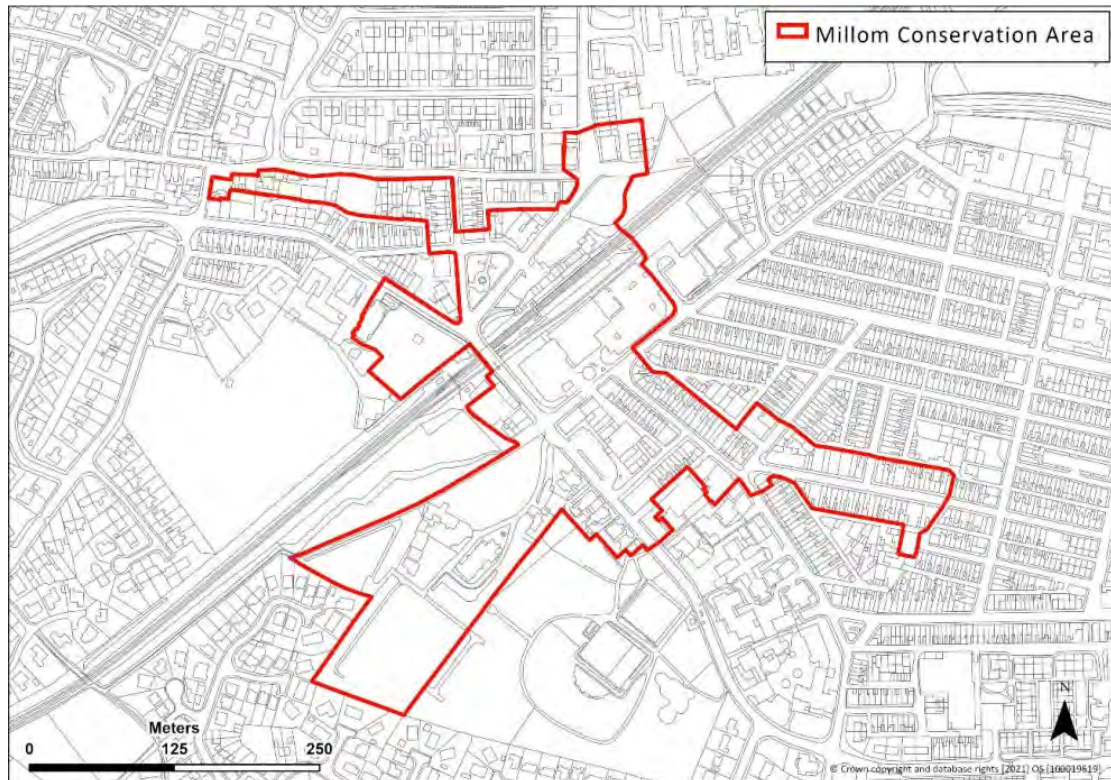
Policy DM27 supports this policy, setting out the Council's approach to development which affects built heritage and archaeology.

Policy DM27 – Built Heritage and Archaeology

- A** Development proposals which protect, conserve and where possible enhance the historic, cultural and architectural character of the Borough's historic sites and their settings will be supported. This will be particularly relevant in the case of:
 - i) Scheduled Ancient Monuments
 - ii) Conservation Areas
 - iii) Listed Buildings and structures
 - iv) Non-listed buildings and structures or landscape features of local heritage and archaeological value
 - v) Surface and below ground archaeological deposits
- B** Development proposals which have a significant adverse effect on a Scheduled Ancient Monument or its wider site or setting will not be permitted
- C** Development within Conservation Areas will only be permitted where it preserves or enhances the character or appearance of the area and, where appropriate, views in and out of the area. The Council will pay particular attention to:
 - i) How new development respects the character of existing architecture and any historical associations, landscape features, open spaces, trees, walls and quality of townscape
 - ii) The impact of any proposed works to trees with regard to policy DM28
 - iii) The design of any proposals for new or altered shopfronts and / or signage, which should be an integral part of the design and avoid the use of internally illuminated signage
- D** Development which affects Listed Buildings or their setting will only be permitted where it:
 - i) Respects the architectural and historic character of the building
 - ii) Avoids any substantial or total demolition, or any demolition that is not related to proposed development affecting the building
 - iii) Does not have a significant adverse effect on the setting or important views of the building
 - iv) Involves a change of use to all or part of the listed building which contributes to the conservation and overall economic viability of the building, and where the use can be implemented without any adverse alterations to the building

Identification, Significance & Potential for Impact

- 6.6 **Conservation Area:** The Application Site is situated within the Millom Conservation Area. The below image shows the extent and boundary of the Millom Conservation Area:



Boundary of the Millom Conservation Area

- 6.7 The Millom Conservation Area Appraisal describes the Application Site and the western side of Cambridge Street as:

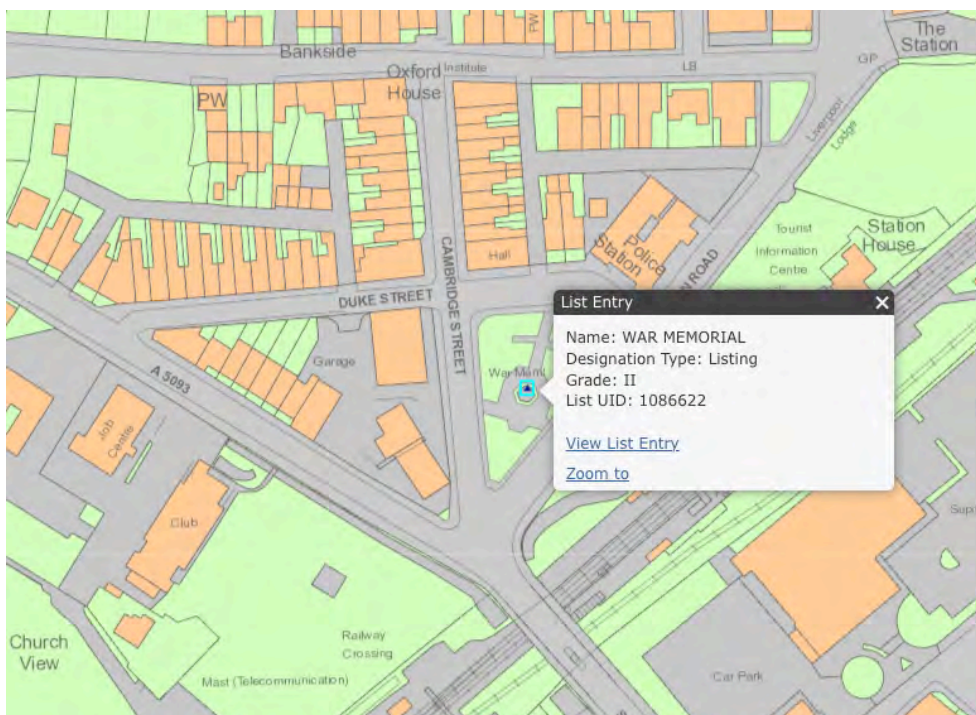
"On a walk from Holborn Hill into the centre of the conservation area, Cambridge Street would be the first part of the planned town one encounters. Its character is notably different from that of Holborn Hill. It is a short, straight street of ornate terraced houses; those on the west are included in the designation and those on the east excluded.

The area consists of a terrace of gabled two-storey houses with small front yards in a striking symmetrical arrangement, with the ends terminated by a pair of matching three-storey buildings. The architecture is of high quality, although marred by loss of detailing and unity.

The buildings are red brick, with segmentally arched windows, moulded string courses and eaves courses and plain pilasters, all in brick. Front doors are recessed. All historic front railings, windows and doors have been lost.

Two houses retain red/black quarry tiled paths, the rest having been lost. Roofs are in slate with red, ornamented ridge tiles and ornate chimneys, most of which remain, although several have had their detailing covered by render. One roof has been replaced with tiles with plastic verge caps. One frontage has been coated in pebbledash, seriously harming the unity of the row. The frontages are cluttered by satellite dishes."

- 6.8 The description does not mention the rear of the Application Site, whereby the small extension is proposed, nor views of or towards this area. It can therefore be concluded that the level of harm caused by an additional small rear extension would have no impact on the special character and appearance of the conservation area.
- 6.9 **Listed Buildings:** There is only one listed building within 250m of the Site; the Grade II Listed War Memorial, approximately 45m to the south-east (shown in the below Historic England Map). The memorial sits within an urban landscaped island, within the middle of three roads. It is only visible from the front of the Application property, and vice versa. Therefore, the addition of a small rear extension, not visible or nearby to the War Memorial, is not considered to impact on its setting.



Designated Listed Buildings within 250m of the Site



Photo of the Grade II Listed War Memorial - Application Site Behind

- 6.10 **Scheduled Monuments:** There are no Scheduled Monuments within 1km of the Site.
- 6.11 **Archaeology:** There is no known archaeological significance within the Site or its immediate surrounds. Further, the Site is entirely developed and hardstanding, and the proposed change of use and minor rear extension would not require any significant excavation below current ground level.
- 6.12 **Non-Designated Heritage Assets:** There are no apparent locally listed buildings within the vicinity of the Site.

Identification, Significance & Potential for Impact

- 6.13 Overall, the impact of the proposed development in heritage terms can be assessed as neutral, with the proposals preserving the special character and appearance of the Conservation Area and having no impact on the setting of nearby listed war memorial.
- 6.14 The proposals are therefore considered to accord with Local Plan Policies ENV4 and DM27, the Millom Conservation Area Appraisal, Section 16 of the NPPF, and the Listed Buildings and Conservation Areas Act.

7. Conclusion

- 7.1 This Statement has demonstrated that the proposed development is acceptable in principle and would enable a high quality family dwelling, which meets the needs of current and future residents with disabilities or limited mobility.
- 7.2 Material planning considerations have been carefully considered and analysed, as evidenced in section 5 of this Statement and the supporting plans and documents. It is considered the proposed development would result in the return to and net gain of a family dwelling, without adverse effect on heritage assets, highways, the character of the area, or the amenity of neighbouring residents.
- 7.3 It is considered that the proposed scheme complies with relevant Development Plan Policies and is further supported by National Guidance. Therefore, it is respectfully requested that planning permission is granted.

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APPENDIX 1 – PRE-APP / CORRESPONDENCE

Good morning,

I have been asked to contact you regarding 1 Cambridge Street, Millom by Johanna Merrett. Please see the pre-application planning advice below.

I would advise the above property is registered as a B&B on our system and therefore I would advise a change of use application would be required for the entire dwelling to be used as one residential dwelling. I would advise the alterations to accommodate a wet room and access ramp could be included in the same application.

Policy DM13 of the Copeland Local Plan supports to convert buildings to residential use within the settlement limits, so long as:

- Adequate internal space standards and exclusive use of kitchen and bathroom facilities can be achieved without extensive alterations or additions to the property;
- Off-street parking is provided in accordance with parking standards;
- Adequate and appropriate external amenity space is provided;
- The conversion works conserve the character of the building;
- No alterations or associated works create amenity problems for residents of adjacent properties.

You can access the Copeland Local Plan 2013 – 2028 using the following link

- http://www.copeland.gov.uk/sites/default/files/attachments/copeland_local_plan_2013_2028.pdf

Copeland Planning Department offer free pre-application advice so please get in touch if you require any further information. I have attached our advice request form.

For an application of this nature to be validated, it would require the following:

- The attached full minor application form;
- Fee of £462;
- Site Location Plan;
- Block Plan;
- Existing and Proposed Floor plans and Elevations;
- Supporting Statement to set out the above considerations with the number of bedrooms, amenity space set out and requirements for the accessible wet room and ramp access etc.

To submit the application, you can submit the plans and pay online via the planning portal <https://www.planningportal.co.uk/>. Alternatively, you can email the forms and plans to Development.Control@copeland.gov.uk or post them to The Market Hall, Market Place, Whitehaven, Cumbria, CA28 7JG.

Please note that the advice in this email is given in good faith on the basis of the information available at the present time. The advice may be subject to revision following further examination or consultation, or where additional information comes to light, and is therefore not binding on any future recommendation which may be made to the Council or any formal decision by the Council.

Kind regards

Chloe Unsworth
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Development Management
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