

**COPELAND BOROUGH COUNCIL  
DELEGATED PLANNING DECISION**

1.	<b>Reference No:</b>	4/22/2387/0L1	
2.	<b>Proposed Development:</b>	LISTED BUILDING CONSENT FOR WORKS ASSOCIATED WITH CHANGE OF USE OF EXISTING BOARDING HOUSE TO FORM APART-HOTEL (USE CLASS C1), INCLUDING ASSOCIATED INTERNAL WORKS, NEW VEHICLE EXIT FROM THE SITE; AND CREATION OF PARKING AREAS TO REAR	
3.	<b>Location:</b>	GRINDAL HOUSE, MAIN STREET, ST BEES	
4.	<b>Parish:</b>	St. Bees	
5.	<b>Constraints:</b>	ASC;Adverts - ASC;Adverts, Conservation Area - Conservation Area, Flood Area - Flood Zone 2, Listed Building - Listed Building, Coal - Standing Advice - Data Subject To Change, Outer Consultation Zone - Sellafield 10KM	
6.	<b>Publicity Representations &amp; Policy</b>	Neighbour Notification Letter	Yes
		Site Notice	Yes
		Press Notice	Yes
		Consultation Responses	See Report
		Relevant Policies	See Report
7.	<b>Report:</b>		
	<b>Site and Location</b>		
	<p>This application relates to a large, detached building, known as Grindal House, located within the centre of St Bees. The building is a Grade II Listed and lies within the centre of the St Bees Conservation Area. The front boundary sandstone wall for this site is also Grade II Listed in its own right.</p>		

The site fronts onto the B5345, the main road through the village, and lies opposite to the St Bees train station and associated car park. The site is bounded to the north and east by land associated with St Bees School and to the south by existing residential properties.

The application site was formally used as accommodation for St Bees Secondary School and comprises of dormitory accommodation and classrooms. This use ceased with the closure of St Bees School in 2015. Whilst the main school site has reopened this property together with other properties detached from the school campus have remained vacant.

The site is currently accessed from the south of the site directly from the B5345.

### **Relevant Planning History**

4/12/2217/0F1 – Change of use of part school building into hair & beauty salon – Approved

4/12/2218/0L1 – Listed building consent for internal alterations to part of school to form hair & beauty salon – Approved

4/12/2171/0F1 – Listed building consent for re-roofing & replacement windows – Approved

4/21/2486/0F1 – Change of use of ground floor of building from ancillary senior school accommodation to a children’s day nursery, including new vehicle exit from the site, and creation of parking area to rear – Approved

4/21/2487/0L1 – Listed building consent for works associated with the change of use of ground floor from ancillary senior school accommodation to a children’s day nursery, including new vehicle exit from the site, creation of parking areas to rear, and new door between rooms G1.07 & G1.09 – Approved

### **Proposal**

This application seeks Listed Building Consent for works associated with the change of use of the existing boarding house to form an apart-hotel (use class C1).

The proposal seeks to operate the building in the same way as a hotel, however the layout will be in apartment form. The proposal will create 17 apartments. These will be a mix of single room apartments, which will benefit from an open plan bedroom/living/work/kitchen area, and an ensuite bathroom, and two bedroom apartments, which benefit from an open plan living/kitchen/dining area, a bathroom, and two double bedrooms one with an ensuite bathroom. The proposal will include eleven one bedroom apartments, and six two bedroom apartments accommodated within the ground, first and second floors and attic of the building. The lower ground floor of the site will accommodate recreational facilities apartments. This application seeks Listed Building Consent for

the internal works to the site including the installation of a lift, and the removal/insertion of new walls.

The application also seeks Listed Building Consent for the creation of a new vehicle exit from the site, as approved under the previous planning permission/listed building consent at this site (ref: 4/21/2486/0F1 and 4/21/2487/0L1). The existing access to the site is located to the south of the site and currently acts as the single entrance and exit for the property. As part of this application the existing access will be improved by widening the access to 6m by relocating one of the existing gate posts. A 4m road will be constructed around the perimeter of the building leading to the proposed new exit to the site located to the north of the building within an existing stone wall. This exit point will be 6.1m wide and will provide visibility splays of 2.4m x 4m to the south of the site and 2.4m x 56m to the north. This north visibility splay will be created by reducing the height of the existing sandstone wall to 1.05m from ground level and relocating and height reduction to one of the existing gate posts. As part of the new access point, a 6m stretch of the proposed access road into the application site will be made level with the adjacent highway to improve visibility. The existing access will therefore form the 'in' to the site with the new access point to the north of the site acting as the 'out'. The Grade II Listed wall fronting the site will remain unaltered.

A 25 space car park will also be created to the rear of the application site, separated into separated into eleven spaces to the south of the building, including one disabled space, eleven spaces to the north, and three to the east. This plan also shows the retention of the existing tree to the south of the application site.

This application is being considered alongside a full planning application for the same works, reference 4/22/2389/0F1.

### **Consultation Responses**

#### St Bees Parish Council

*28<sup>th</sup> October 2022*

Grindal House is a large building in a prominent location in the village. It has been empty for some considerable time and the building is deteriorating and has been subject to vandalism. The Parish Council has no objections to either of the applications and would be pleased to see the building brought back into use.

*29<sup>th</sup> November 2022*

No objections.

Copeland Borough Council – Conservation Officer

20<sup>th</sup> October 2022

Conclusion: Request further information and design revision

Assessment:

The proposal to give the building a viable new use is welcomed. I have summarised my thoughts to the main groupings of proposals, and where alternatives or additional information are necessary I've highlighted in yellow. Some sections are repeated, so I've summarised at the end.

- The details of the revised entryway are the same as those recently approved under 4/21/2487/OL1 and 4/21/2486/OF1. They are therefore supportable.
- The site layout is generally the same as that previously approved, with the exception of additional car parking.
  - The car parking on the west side of the building (nos. 21-25) constitutes less-than-substantial harm to the building's setting. Additionally, it is less-than-substantial harm to the character and appearance of the conservation area.
  - This will effectively convert part of the adjoining field into car parking.
  - If additional parking is needed, it would be preferable to explore other options. I appreciate this is earmarked for a laundry and storerooms, but would removing part of the single storey extension to the rear, which makes a negative impact on the building and conservation area, be an alternative way of accommodating the extra spaces?
  - Alternatives positions for bays 21-25 should be prioritised..
- Internally, at basement level it is proposed to remove the partition walls creating the showers for use as a pool room, and to reorder the WC in the centre plan to create a lift shaft and new staircase.
  - This will evidently be one of the more major alterations.
  - I note that two existing staircases are to be blocked. This entails some harm, but the change is reversible due to the use of studwork, and I would view this as justified as the documentation shows their treads are deflected and they are not safe for large numbers of guests to regularly use.
  - Justification for the lift should be more detailed. Is it an essential or only a desirable feature?
- On the ground floor, I note that a staircase indicated as being blocked off at basement level is shown as removed altogether. The design and heritage statement refers to it being blocked off.
  - Clarification is needed on this, and justification if removing.
- The spaces to the north-west side of the ground floor are shown as being converted into a two-bed apartment. This is likely to represent a negligible level of harm.
  - A fireplace is shown as being blocked up. Clarification on the value of this feature, if any, should be supplied in the heritage statement along with justification.

- The housemaster's study is to be substantially modified by the insertion of the lift shaft and lobbies for the apartment in the north corner of the floor.
  - Justification for lift needed.
- Some reordering of partition walls is proposed at the south-east side of the ground floor. I would anticipate a negligible level of harm here.
- On the first floor, reordering of partition walls is proposed. I anticipate this to have a negligible impact on the building's significance.
- The lift will be continued through this floor, in the location of a storeroom.
  - Justification for lift needed.
- On the second floor and attic, changes include minimal reordering of partition walls and the additional of the lift shaft.
  - Justification for lift needed.

Summary:

The reuse of this building is welcomed. The use as an apart hotel appears well suited, considering it was built as a hotel.

The proposals to the building itself are generally quite light-touch, however there are a couple of areas in which alternatives would be preferable if they could be found, or where justification could be addressed more fully in the design, access and heritage statement.

- It would be preferable to omit or relocate parking bays 21-25, so alternative options should be considered.
- More detail on the fireplace being blocked in apartment 1 should be supplied as I'm not able to estimate its contribution to the building's significance.
- Clarification should be provided on the extent of the staircase at the north corner being removed between basement and ground floor level.
- Additional justification should be supplied for the insertion of the lift as this is a major intervention.

*17<sup>th</sup> November 2022*

Conclusion: No objection

Assessment:

In my previous consultation response, I raised for following four main points:

- It would be preferable to omit or relocate parking bays 21-25, so alternative options should be considered.
  - A revised site plan with bays 23-25 relocated has been provided.
  - Although bays 21 and 22 will remain where they are, this does much to avoid the visible spread of parking onto the adjoining field.
- More detail on the fireplace being blocked in apartment 1 should be supplied as I'm not able

to estimate its contribution to the building's significance.

- A photo has been provided showing the blocked up fireplace on the plan is a shelf alcove. This possibly was a fireplace at one time, however as it makes little or no contribution to the building's significance I have no objection to it being infilled.
- Clarification should be provided on the extent of the staircase at the north corner being removed between basement and ground floor level.
  - The removal will extend to the upper section of handrail, which can be retained in the boxed-in void that is being created. The staircase will sit underneath/behind and could in theory be reinstated in future.
  - I request that the removed section of handrail be safely stowed in the void in case it is needed in future.
- Additional justification should be supplied for the insertion of the lift as this is a major intervention.
  - More detailed justification has been provided, showing the need for the lift and that its impact will be minimal given the benefits in terms of accessibility.

#### Historic England

*7<sup>th</sup> October 2022*

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

We suggest that you seek the views of your specialist conservation and archaeological advisers. You may also find it helpful to refer to our published advice at <https://historicengland.org.uk/advice/find/>

*17<sup>th</sup> November 2022*

On the basis of this information, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation and archaeological advisers, as relevant.

#### National Amenities Society

No comments received.

#### Cumbria County Council – Historic Environments Officer

*5<sup>th</sup> October 2022*

I defer to any forthcoming comments that your conservation officer may make regarding the acceptability of the scheme.

#### Public Representation

This application has been advertised by way of a site notice and press notice. No comments have been received in relation to the statutory notification procedure.

## **Planning Policy**

Planning law requires that applications for planning permission must be determined in accordance with the Development Plan unless material considerations indicate otherwise.

## **Development Plan**

### **Copeland Local Plan 2013 – 2028 (Adopted December 2013)**

#### Core Strategy

Policy ST1 – Strategic Development Principles

Policy ST2 – Spatial Development Strategy

Policy ENV4 – Heritage Assets

#### Development Management Policies (DMP)

Policy DM27 – Built Heritage and Archaeology

## **Other Material Planning Considerations**

National Planning Policy Framework (2021)

National Design Guide (NDG)

Planning (Listed Buildings and Conservation Areas) Act 1990

Conservation Area Design Guide SPD (Adopted December 2017)

#### Emerging Copeland Local Plan (ELP):

The emerging Copeland Local Plan 2017-2035 was recently the subject of a Preferred Options Consultation which ended on 30 November 2020. The Preferred Options Consultation builds upon the completed Issues and Options Consultation, which finished in January 2020. Given the stage of preparation, the emerging Copeland Local Plan 2017-2035 has only limited weight in decision making, but provides an indication of the direction of travel of the emerging planning policies, which themselves have been developed in accordance with the provisions of the National Planning Policy Framework.

Strategic Policy DS1PU: Presumption in favour of Sustainable Development

Strategic Policy DS2PU: Reducing the impacts of development on Climate Change

Strategic Policy DS3PU: Settlement Hierarchy Strategic

Policy DS4PU: Settlement Boundaries

Strategic Policy BE1PU: Heritage Assets

Policy BE2PU: Designated Heritage Assets

Policy BE3PU: Archaeology

Policy BE4PU: Non- Designated Heritage Assets

### **Assessment**

The main issues raised by this application are the principle of development, and impact on heritage assets.

#### Principle of Development

Policy ST1, ST2 and ER6 of the Copeland Local Plan seeks to concentrate development within the defined settlement boundaries in accordance with the Borough's settlement hierarchy. The application site lies within the designated settlement boundary for St Bees, which is identified as a Local Centres in Policy ST2 of the Copeland Local Plan. This policy seeks to retain employment within Local Centres, and states that new provision for tourism will most likely be provided through conversion/re-use of existing buildings or completion of sites which are already allocated. The proposed development would utilise an existing vacant dilapidated building within the centre of St Bees for a new apart-hotel, therefore the principle for developing this site for a tourism accommodation is considered to be acceptable.

#### Impact on Conservation Area & Heritage Asset

Policy ST1, ENV4, DM27 of the Copeland Local Plan seek to protect, conserve and where possible enhance the historic, cultural and architectural character of the Borough's historic sites.

The Planning (Listed Buildings and Conservation Areas) Act 1990 establishes a need "in considering whether to grant listed building consent for any works [for the Local Planning Authority to] have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest" [Section 16(2)]. This requirement also applies to the granting of planning permission affecting a listing building or its setting [Section 66(1)].

Section 72 of the 1990 Act states that "special attention shall be paid to the desirability of preserving or enhancing the character or appearance of [a conservation] area."

Paragraph 194 of the National Planning Policy Framework (NPPF) states that "In determining applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation..."

NPPF para. 199 states, in the case of designated heritage assets, "great weight should be given to the



asset's conservation", irrespective of whether potential harm is substantial, less-than-substantial, or total loss. Where harm to a designated heritage asset is less-than-substantial, it should be weighed against the public benefits of the proposal (para. 202).

Paragraph 203 of the National Planning Policy Framework (NPPF) states the effect on the significance of a non-designated heritage asset should be taken into account when making decisions.

Referring to assets in a conservation area, NPPF para. 207 states that loss of an element that makes a positive contribution to a conservation area should be treated as either substantial (under para. 201) or less-than-substantial harm (under paragraph 202). In new development, opportunities should be sought to enhance or better reveal the significance of conservation areas (NPPF para. 206).

As part of the previous approvals at this site to change the use of the property to a nursery and for the creation of a new access point, extensive discussions were undertaken with the Council's Conservation Officer. These discussions led to a number of alterations to the proposed site access, which also had to meet the requirements of the Highway Authority. Following these amendments the Conservation Officer offered no objections to the new access arrangements at this site, which has been reflected within his latest comments for this current application.

As part of the Council's Conservation Officer's initial response, he confirmed that the reuse of this building is welcomed, and the proposed use is well suited as the site was originally built as a hotel. The Officer further stated that whilst the proposed works to the building itself are a light-touch, additional justification was requested for a number of the internal works, including the installation of the lift, removal of staircases and blocking up fires. It was also requested that a number of parking bays were either relocated or omitted to limit the projection of the development into the adjacent field.

Following these concerns amended plans were submitted to relocate four parking spaces to the rear/east of the site, and additional justification was provided for the internal works. Based on these details the Conservation Officer has confirmed that he has no objections to the development, subject to the inclusion of a condition to store the staircase handrail in case it is needed in future. This condition will only be attached to the Listed Building Consent decision notice as it relates specifically to internal works.

The proposed change of use and associated works therefore provide a viable use for this heritage asset located within a prominent position within the Conservation Area, and will ensure the vacant building is reused securing its long term future. Based on the amendments to the scheme, although there will be some impacts on the heritage asset due to the creation of a new access the works have been designed to protect and conserve the historic site whilst ensuring the site has a viable use and is served by a safe access arrangement. On the basis of the above it is considered that the proposal complies with policies of the Copeland Local Plan and the NPPF.

#### Planning Balance & Conclusions

	<p>The application seeks planning permission to convert an existing vacant dilapidated building located within the centre of one of the Council’s Local Service Centres to new tourist accommodation facility. Although there are no major internal or external alterations proposed to the building to accommodate a change of use a new access and one way system is proposed within the site, which will reflect those approved within previous applications at this site.</p> <p>Based on additional justification for the proposed internal works and the relocation of a couple of parking spaces the Council’s Conservation Officer has offered no objections to the proposal.</p> <p>On balance, whilst some conflicts are identified in terms of the impact on the character of the village and heritage asset these are not considered sufficiently harmful to significantly and demonstrably outweigh the identified benefits of the development, which would include the retention and enhancement of a local facility and the reuse of a Listed vacant dilapidated building within a prominent location within the villages Conservation Area, when assessed against the policies in the NPPF taken as a whole.</p>
8.	<p><b>Recommendation:</b></p> <p>Approve Listed Building Consent (start within 3yr)</p>
9.	<p><b>Conditions:</b></p> <p><u>Standard Conditions:</u></p> <ol style="list-style-type: none"> <li>1. The works hereby permitted must be commenced before the expiration of three years from the date of this consent.</li> </ol> <p>Reason</p> <p>To comply with Sections 18 and 74 of the Planning (Listed Buildings and Conservation Areas) Act 1990, as amended by the Planning and Compulsory Purchase Act 2004.</p> <ol style="list-style-type: none"> <li>2. This permission relates to the following plans and documents as received on the respective dates and development must be carried out in accordance with them:- <ul style="list-style-type: none"> <li>- Location Plan, Scale 1:1250, received by the Local Planning Authority on the 26<sup>th</sup> September 2022.</li> <li>- Existing Site Plan, Scale 1:250, Drawing No: 2213.07, received by the Local Planning Authority on the 26<sup>th</sup> September 2022.</li> <li>- Block Layout Plan as Proposed (Amended), Scale 1:250, Drawing No: 2131-200-PL, Revision H, received by the Local Planning Authority on the 12<sup>th</sup> December 2022.</li> <li>- Existing Lower Floor Plan, Scale 1:100, Drawing No: 22.13/01a, received by the Local</li> </ul> </li> </ol>

Planning Authority on the 26<sup>th</sup> September 2022.

- Existing Ground & First Floor Plan, Scale 1:100, Drawing No: 22.13/02a, received by the Local Planning Authority on the 26<sup>th</sup> September 2022.
- Existing Second Floor & Roof Space, Scale 1:100, Drawing No: 22.13/03a, received by the Local Planning Authority on the 26<sup>th</sup> September 2022.
- Proposed Lower Ground Floor Plan, Scale 1:100, Drawing No: 22.13/04a, received by the Local Planning Authority on the 26<sup>th</sup> September 2022.
- Proposed Ground Floor & First Floors, Scale 1:100, Drawing No: 22.13/05a, received by the Local Planning Authority on the 26<sup>th</sup> September 2022.
- Proposed Second Floor & Attic, Scale 1:100, Drawing No: 22.13/06a, received by the Local Planning Authority on the 26<sup>th</sup> September 2022.
- Site Access as Existing & Proposed, Scale 1:200, Drawing Number: 2131-EX-101, Rev A, received by the Local Planning Authority on the 26<sup>th</sup> September 2022.
- Planning Statement – Response to Conservation Officer Comments, received by the Local Planning Authority on the 31<sup>st</sup> October 2022.
- Planning Statement (Amended), Rev D 11/12/22, received by the Local Planning Authority on the 12<sup>th</sup> December 2022.

Reason

To conform with the requirement of Section 91 of the Town and Country Planning Act 1990, as amended by the Planning and Compulsory Purchase Act 2004.

Other Conditions:

3. The development hereby approved must be carried out in accordance with the approved documents:

- Planning Statement – Response to Conservation Officer Comments, received by the Local Planning Authority on the 31<sup>st</sup> October 2022.
- Planning Statement (Amended), Rev D 11/12/22, received by the Local Planning Authority on the 12<sup>th</sup> December 2022.

The development must be carried out in accordance with these approved details at all times thereafter.

Reason

In the interest of protecting the heritage asset.

4. Prior to the boxing in of the back staircase, the handrail must be removed and store in the void for future reference in accordance with the approved document:

- Planning Statement – Response to Conservation Officer Comments, received by the Local Planning Authority on the 31<sup>st</sup> October 2022.
- Planning Statement (Amended), Rev D 11/12/22, received by the Local Planning Authority on the 12<sup>th</sup> December 2022.

The handrail must be retained and store in accordance with these details at all times thereafter.

Reason

In the interest of protecting the heritage asset.

**Informative:**

1. The installation of any external cooking extraction/ventilations systems or flues may require planning permission and listed building consent, therefore the applicant should discuss this with the Local Planning Authority prior to their use within the site.
2. The proposed development lies within a coal mining area which may contain unrecorded coal mining related hazards. If any coal mining feature is encountered during development, this should be reported immediately to the Coal Authority on 0345 762 6848.

Further information is also available on the Coal Authority website at:

[www.gov.uk/government/organisations/the-coal-authority](http://www.gov.uk/government/organisations/the-coal-authority)

**Statement**

The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received, and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development as set out in the National Planning Policy Framework.

**Case Officer:** C. Burns

**Date :** 12.12.2022

**Authorising Officer:** N.J. Hayhurst

**Date :** 16.12.2022

**Dedicated responses to:-**

