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## CUMBERLAND COUNCIL DELEGATED PLANNING DECISION

1.	<b>Reference No:</b>	4/23/2267/0L1	
2.	<b>Proposed Development:</b>	LISTED BUILDING CONSTENT FOR ALTERATIONS & IMPROVEMENTS TO REAR OF BUILDING INCLUDING: 1) REPLACEMENT OF FLAT ROOF WITH NEW PITCHED ROOF 2) RENEWAL/ALTERATION/RENOVATION OF WINDOWS 3) INSTALLATION OF SOLAR PANELS TO REAR WING ROOF 4) ALTERATIONS TO ENTRANCE DOORS FROM CARPARK LEVEL 5) INTERNAL RECONFIGURATION TO REAR WING INCLUDING INSULATING AND GENERAL UPGRADING OF TIMBER FRAMED STRUCTURE	
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.	<p><b>Report:</b></p> <p><b>Site and Location</b></p> <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> <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.</p> <p>The application site was formally used as accommodation for St Bees Secondary School and comprised 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.</p> <p>The site is currently accessed from the south of the site directly from the B5345 and benefits from a single storey rear wing which was added in the 1960/70s.</p> <p><b>Relevant Planning History</b></p> <p>4/12/2217/0F1 – Change of use of part school building into hair &amp; beauty salon – Approved</p> <p>4/12/2218/0L1 – Listed building consent for internal alterations to part of school to form hair &amp; beauty salon – Approved</p> <p>4/12/2171/0F1 – Listed building consent for re-roofing &amp; replacement windows – Approved</p> <p>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</p> <p>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 &amp; G1.09 – Approved</p> <p>4/22/2387/0L1 – Listed building consent for works associated with change of use of existing boarding house to form apart-hotel (use class C1), including associated works, new vehicle exit from the site; and creation of parking areas to rear - Approved</p> <p>4/22/2389/0F1 – Change of use of existing boarding house to form apart-hotel (use class C1), including associated works, new vehicle exit from the site; and creation of parking areas</p>		



## Cumberland Council

to rear - Approved

### **Proposal**

In December 2022, planning permission and Listed Building Consent were granted to change the use of this site to form an apart-hotel. Works to accommodate this change of use are currently underway, including the construction of a new vehicle exit from the site.

This current application seeks Listed Building Consent for alterations and improvements to the rear wing of the building, which were not part of the original consent. The rear wing of the building is a relatively modern addition to the Listed building comprising of a timber structure on a concrete base. It is in a dilapidated state and it has been boarded up since the closure of the main building.

The following works are proposed in order to improve the aesthetics and sustainability for this part of the building:

- Replacement of flat roof with a new pitched roof finished with slate. Height of roof increased from 3.1m to 5m;
- Renewal/alteration/renovation of windows, including the number of openings reduced and finished with powder coated anthracite grey aluminium windows;
- Installation of solar panels to rear wing roof along north west elevation;
- Alterations to entrance doors from carpark level, including the creation of new porch with pitched roof finished with smooth render;
- Internal reconfiguration to rear wing including insulating and general upgrading of timber framed structure. The alterations will create a foyer, breakfast/dining room, kitchen, store, two offices, and toilet facilities.

This application is also being considered alongside a planning application for the same works, reference 4/23/2268/0F1.

### **Consultation Responses**

#### St Bees Parish Council

No comments received.

#### Cumberland Council – Conservation and Design Officer

*24<sup>th</sup> October 2023*

Conclusion: Request further information

Assessment:

- The rear wing currently makes a negative contribution to both the character and appearance of the conservation area (though its impact is lessened by the small degree of visibility) and the listed building itself (though again lessened by being tucked round to the rear), and settings of nearby heritage assets.
- The renovation and improvement of this wing provides the opportunity to enhance the whole area in a low impact way.
- The internal alterations proposed will have no direct impact on the significance of Grindal House, but will improve the ability of visitors to appreciate it.
- The external alterations will have a beneficial effect on the significance of the building, the conservation area, and the settings of nearby heritage assets.
- I would view the pitching of the roof and inclusion of PV panels to be a good way of incorporating onsite generation with low impact.
  - Is the plant for the solar panel systems to be located within the extension or the main part of the building?
- I have no objection to the proposed material palette, including the aluminium windows, as they are appropriate for a modern extension and the extension itself is not prominent from most vantage points. The photo sample of the slate should be sufficient.
- The proposals should bring the wing more into its own as an extension with a distinct but complementary character to the main part of the building.

Summary:

- Where is the plant for the solar panels to be located?
- The solar panels are in a discreet location and are shown flush-mounted on the drawings. This could be confirmed, or ensured through use of a condition.
- Clarification should be provided on the details of the proposed entrance doors.

*16<sup>th</sup> November 2023*

Conclusion: No objection

Assessment:

Following my previous consultation response, I had three questions:

- Where is the plant for the solar panels to be located?
- The solar panels are in a discreet location and are shown flush-mounted on the drawings. This could be confirmed, or ensured through use of a condition.
- Clarification should be provided on the details of the proposed entrance doors.



## Cumberland Council

Updated information has been provided on all of these:

- A drawing has been provided showing the plant arrangement and new services
- The panels are confirmed to be flush-mounted
- The proposed entrance door details will be handled via a condition

### Cumberland Council – Historic Environments Officer

Thank you for consulting me on the above application. I defer to any forthcoming comments that your conservation officer may make regarding the acceptability of the scheme.

### Historic England

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

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/>

It is not necessary to consult us on this application again, unless there are material changes to the proposals. However, if you would like advice from us, please contact us to explain your request.

### National Amenities Society

No comments received.

### Public Representation

This application has been advertised by way of a site notice, press notice, and neighbour notification letters issued to eleven properties. 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**

On 1st April 2023, Copeland Borough Council ceased to exist and was replaced by Cumberland Council as part of the Local Government Reorganisation of Cumbria.

Cumberland Council inherited the local development plan documents of each of the

sovereign Councils including Copeland Borough Council, which combine to form a Consolidated Planning Policy Framework for Cumberland.

The inherited the local development plan documents continue to apply to the geographic area of their sovereign Councils only.

The Consolidated Planning Policy Framework for Cumberland comprises the Development Plan for Cumberland Council until replaced by a new Cumberland Local 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

#### Emerging Copeland Local Plan 2021 – 2038 (ELP):

Cumberland Council are continuing the preparation and progression to adoption of the emerging Copeland Local Plan 2017-2038.

The emerging Copeland Local Plan 2017-2038 comprising the Publication Draft (January 2022) and Addendum (July 2022) have recently been examined by the Planning Inspector and their report on the soundness of the plan currently remains awaited.

As set out at Paragraph 48 of the National Planning Policy Framework (NPPF), Local Planning Authorities may give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan; the extent to which objections to relevant policies have been resolved; and the degree to which emerging policies are consistent with the NPPF.

Given the stage of preparation of the emerging Copeland Local Plan 2017-2038 some weight can be attached to policies where no objections have been received or objections have been resolved. The Publication Draft (January 2022) and Addendum (July 2022) 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 NPPF.

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

Policy DS6PU: Design and Development Standards



## Cumberland Council

Strategic Policy BE1PU: Heritage Assets

Policy BE2PU: Designated Heritage Assets

Policy BE3PU: Archaeology

### **Other Material Planning Considerations**

National Planning Policy Framework (2023)

National Design Guide (NDG)

Planning (Listed Buildings and Conservation Areas) Act 1990

Conservation Area Design Guide SPD (Adopted December 2017)

### **Assessment**

The main issues raised by this application are the principle of development and the impact on Heritage Assets and Conservation Area.

#### Principle of Development

Policy ST1 of the Copeland Local Plan seeks to support development that provides or contributes to the Borough's social and community infrastructure enabling everyone to have good access to jobs, shops, services, and recreational/sport facilities.

The site lies within the centre of St Bees, which is classified as one of the Borough's Local Service Centres under 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.

Within the Emerging Local Plan, under Policy DS3PU St Bees continues to be identified as a Local Service Centre where the focus will be to support the retention and small-scale growth of existing services and businesses. Policy DS4PU of the ELP defines the settlement boundaries for all settlements within the hierarchy and states that development within these boundaries will be supported, in principle, where it accords with the Development Plan unless material considerations indicate otherwise. The application site continues to be located within the proposed settlement boundary for St Bees.

The proposal to redevelop the rear wing of Grindal House will ensure all aspects of the vacant dilapidated building within the centre of St Bees are utilised as part of the new apart-hotel. Therefore, the principle of this development is considered to be acceptable.

#### Impact on Heritage Assets and Conservation Area

Policy ENV4 and Policy DM27 of the Copeland Local Plan and Policy BE1PU and BE2PU of

the Emerging Local Plan seek to protect, conserve and where possible enhance heritage assets including archaeological assets.

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)].

Paragraph 134 of the National Planning Policy Framework (NPPF) asserts that “Development that is not well designed should be refused”.

NPPF para. 197 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.

Opportunities should be sought for new development within conservation areas and the settings of heritage assets that enhances or better reveals their significance. (para. 206).

The Council’s Conservation Officer has confirmed that the rear wing of this building makes a negative contribution to the character and appearance of the Conservation Area, the Listed Building, and nearby Heritage Assets, with the proposal seen as an opportunity to enhance the whole area. Additional information was requested by the Officer in relation to the proposed solar panel and entrance doors, however these have been provided and/or can be secured by appropriately worded planning conditions. The Officer has also confirmed that he is happy with the proposed materials, therefore these will also be secured by a planning condition.

Based on the above, the redevelopment of this dilapidated part of the building is considered to enhance the overall Conservation Area, the main Listed Building, and other surrounding Heritage Assets. The proposal is therefore considered to comply with Policies ENV4 and Policy DM27 of the Copeland Local Plan, Policies BE1PU and BE2PU of the Emerging Local Plan and the provisions of the NPPF.

#### Planning Balance & Conclusion

This application relates to a dilapidated rear wing attached to an existing Listed Building within the centre of St Bees. The property is currently being converted to an apart-hotel,





## Cumberland Council

	<p>therefore the proposal will enhance the aesthetics and sustainability for this part of the building and will provide additional facilities for the tourist accommodation.</p> <p>The Council's Conservation Officer has offered no objections to the application subject to the inclusion of conditions to secure some details of the proposal. The development is considered to enhance the overall Conservation Area, the main Listed Building, and other surrounding Heritage Assets.</p> <p>The proposal is therefore considered to be an acceptable form of sustainable development which is compliant with policies of the Copeland Local Plan and the provisions of the NPPF.</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 2023.</li><li>- Existing Floor Plans &amp; Elevations, Scale 1:100, Number 22.13/17, received by the Local Planning Authority on the 26<sup>th</sup> September 2023.</li><li>- Proposed Rear Wing Plans &amp; Elevations, Scale 1:100, Number 22.13/17a, received by the Local Planning Authority on the 26<sup>th</sup> September 2023.</li><li>- Proposed Materials, Prepared by Martin Cuthell September 2023, received by the Local Planning Authority on the 26<sup>th</sup> September 2023.</li><li>- Planning Statement, Prepared by Martin Cuthell August 2023, received by the Local Planning Authority on the 26<sup>th</sup> September 2023.</li></ul></li></ol>

- Proposed Solar Route, received by the Local Planning Authority on the 8<sup>th</sup> November 2023.

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.

Prior to Installation/Use Conditions:

3. Prior to their first installation within the development hereby approved full details of the proposed entrance doors must be submitted to and approved in writing by the Local Planning Authority. The development must be carried out in accordance with the approved details and must be maintained at all times thereafter.

Reason

In the interest of protecting the heritage asset.

Other Conditions:

4. All solar panels to be installed in the rear wing of the building hereby approved must be fitted flush with the slated roof surface and must remain as such at all times thereafter.

Reason

To safeguard the traditional appearance of the Heritage Asset.

5. The development hereby approved must be carried out in accordance with the materials provided within the approved document 'Proposed Materials, Prepared by Martin Cuthell September 2023, received by the Local Planning Authority on the 26<sup>th</sup> September 2023'.

Reason

To safeguard the traditional appearance of the Heritage Asset.



## Cumberland Council

### Informatives:

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 :** 17.11.2023

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

**Date :** 21.11.2023

**Dedicated responses to:-** N/A